Public Document Pack

Cabinet
Agenda

Date: Tuesday, 6 November 2018
Time: 4.00 pm
Venue: City Hall, College Green, Bristol, BS1 5TR

Distribution:

Cabinet Members: Mayor Marvin Rees, Nicola Beech, Craig Cheney, Asher Craig, Kye Dudd, Helen Godwin, Helen Holland, Anna Keen, Paul Smith and Mhairi Threlfall

Members of the public attending meetings or taking part in Public Forum are advised that all Cabinet meetings are filmed for live or subsequent broadcast via the council's webcasting pages. The whole of the meeting is filmed (except where there are confidential or exempt items) and the footage will be available for two years. If you ask a question or make a representation, then you are likely to be filmed and will be deemed to have given your consent to this. If you do not wish to be filmed you need to make yourself known to the webcasting staff. However, the Openness of Local Government Bodies Regulations 2014 now means that persons attending meetings may take photographs, film and audio record the proceedings and report on the meeting (Oral commentary is not permitted during the meeting as it would be disruptive). Members of the public should therefore be aware that they may be filmed by others attending and that is not within the council's control.

Issued by: Sam Wilcock, Democratic Services
City Hall, Po Box 3176, Bristol, BS3 9FS
Tel: 0117 92 23846
E-mail: democratic.services@bristol.gov.uk
Date: Monday, 29 October 2018

Agenda

PART A - Standard items of business:

1. Welcome and Safety Information

Members of the public intending to attend the meeting are asked to please note that, in the interests of health, safety and security, bags may be searched on entry to the building. Everyone attending this meeting is also asked please to behave with due courtesy and to conduct themselves in a reasonable way.

Please note: if the alarm sounds during the meeting, everyone should please exit the building via the way they came in, via the main entrance lobby area, and then the front ramp. Please then assemble on the paved area in front of the building on College Green by the flag poles.

If the front entrance cannot be used, alternative exits are available via staircases 2 and 3 to the left and right of the Conference Hall. These exit to the rear of the building. The lifts are not to be used. Then please make your way to the assembly point at the front of the building. Please do not return to the building until instructed to do so by the fire warden(s).

2. Public Forum

Up to one hour is allowed for this item

Any member of the public or Councillor may participate in Public Forum. Petitions, statements and questions received by the deadlines below will be taken at the start of the agenda item to which they relate to.

Petitions and statements (must be about matters on the agenda):
• Members of the public and members of the council, provided they give notice in writing or by e-mail (and include their name, address, and 'details of the wording of the petition, and, in the case of a statement, a copy of the submission) by no later than 12 noon on the working day before the meeting, may present a petition or submit a statement to the Cabinet.

• One statement per member of the public and one statement per member of council shall be admissible.

• A maximum of one minute shall be allowed to present each petition and statement.

• The deadline for receipt of petitions and statements for the 6th November

Cabinet is 12 noon on 5th November 2018. These should be sent, in writing or by e-mail to: Democratic Services, City Hall, College Green, Bristol, BS1 5TR
e-mail: democratic.services@bristol.gov.uk

Questions (must be about matters on the agenda):

• A question may be asked by a member of the public or a member of Council, provided they give notice in writing or by e-mail (and include their name and address) no later than 3 clear working days before the day of the meeting.

• Questions must identify the member of the Cabinet to whom they are put.

• A maximum of 2 written questions per person can be asked. At the meeting, a maximum of 2 supplementary questions may be asked. A supplementary question must arise directly out of the original question or reply.

• Replies to questions will be given verbally at the meeting. If a reply cannot be given at the meeting (including due to lack of time) or if written confirmation of the verbal reply is requested by the questioner, a written reply will be provided within 10 working days of the meeting.

• The deadline for receipt of questions for the 6th November Cabinet is 5.00 pm on 31st October 2018. These should be sent, in writing or by e-mail to: Democratic Services, City Hall, College Green, Bristol BS1 5TR.
Democratic Services e-mail: democratic.services@bristol.gov.uk

When submitting a question or statement please indicate whether you are planning to attend the meeting to present your statement or receive a verbal reply to your question

3. Apologies for Absence

4. Declarations of Interest

To note any declarations of interest from the Mayor and Councillors. They are asked to indicate the relevant agenda item, the nature of the interest and in particular whether it is a **disclosable pecuniary interest**.

Any declarations of interest made at the meeting which is not on the register of interests should be notified to the Monitoring Officer for inclusion.

5. Matters referred to the Mayor for reconsideration by a scrutiny commission or by Full Council

(subject to a maximum of three items)

6. Reports from scrutiny commission

7. Chair's Business

To note any announcements from the Chair

PART B - Key Decisions

8. Urban Living Supplementary Planning Document

(Pages 5 - 91)

9. City Leap: Options Appraisal Development

(Pages 92 - 102)

10. Joint Development and Land Agreement for Engine Shed 2, Temple Square and Station Approach

(Pages 103 - 168)

PART C - Non-Key Decisions

11. 2018/19 Period 5 Forecast Outturn Report

(Pages 169 - 190)

Decision Pathway Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 06 November 2018

TITLE	**Urban Living Supplementary Planning Document**
Ward(s)	*City wide*
Author: Vicky Smith	**Job title: City Design Manager**
Cabinet lead: Cllr. Nicola Beech	**Executive Director lead: Colin Molton**
Proposal origin: *Mayor*	
Decision maker: Cabinet Member **Decision forum:** *Cabinet*	
Purpose of Report: To adopt the Urban Living Supplementary Planning Document	
Evidence Base: Development proposals coming forward in the City need to better develop land to its optimum density, i.e. the fullest amount consistent with creating a liveable environment, responding to context and making successful places. The Urban Living SPD seeks to achieve this by providing further guidance to the relevant policies contained within the Bristol Core Strategy (adopted 2011), the Site Allocations and Development Management Policies (adopted 2014) and the replacement Local Plan (expected adoption Autumn 2020). It has been informed through a review of recent higher density case studies built in the Bristol area, as well as a review of relevant policies, guidance and evidence prepared by other UK cities, and in particular London. It has also been informed through extensive consultation.	
Recommendations: **That Cabinet** 1. Approve the adoption of the Urban Living Supplementary Planning document 2. Approve the withdrawal of the existing Tall Buildings Supplementary Planning document, which the new document will replace.	
Corporate Strategy alignment: **Empowering and Caring:** The Urban Living SPD will help enhance the life chances of people who live in higher density housing, with a series of specific recommendations relating to children's play, and accessibility for wheelchair uses **Fair and inclusive:** The Urban Living SPD promotes higher density building typologies (e.g. apartments), providing greater certainty to housebuilders, which should in turn accelerate housing delivery (including affordable homes). The guidance should help to ensure that future development of the city is inclusive by design, where neighbourhoods are not isolated but interconnected so that varied social, economic and cultural opportunities are accessible to all. **Well connected:** The Urban Living SPD promotes quality urban design, and measures that will encourage walking, cycling and public transport usage. **Wellbeing:** The Urban Living SPD should help to create healthier and more resilient communities with a series of recommendations relating to successful placemaking and liveable homes.	
City Benefits: *Equalities*-Good quality housing will benefit its inhabitants for generations to come. The SPDs focus on family-friendly housing will particularly benefit the children who live there, whilst its emphasis on the creation of mixed and balanced communities will hopefully reduce some of the isolation experienced by vulnerable people, including the elderly *Health* - A number of studies show the positive health effects of good quality built environment and green space– it	

helps to decrease blood pressure and cholesterol, improves mental health and the ability to face problems, and reduces stress levels.
Sustainability – the Urban Living approach will help create compact, characterful urban areas where people can live, work and play in ways that reduce their carbon footprint, whilst creating quality buildings and spaces that provide for many generations to come.

Consultation Details:
Non-statutory preparation consultation: Stakeholder Events- 16th March 2017, 28th September 2017, 13th June 2018
Statutory consultation: 19th February -13th April 2018 via the Council's Consultation Hub
28th August – 25th September 2018 via Council's Consultation Hub

A copy of the Spring Consultation draft of the Urban Living SPD, together with the case studies, and the responses received through consultation can be found at www.bristol.gov.uk/urbanliving.
A report on responses to the latest round of consultation version has been included in Appendix B. The majority of consultation responses have expressed concerns about tall buildings. It is worth noting that the SPD has been written to give guidance on tall building design and their assessment.

The Consultation Statements attached to the report at Appendix B indicate how consultation has been taken into consideration when developing the guidance. In particular the format of the document has been charged to be more user friendly and the design standards have been amended to be less prescriptive.

Revenue Cost	**£ 80,000**	**Source of Revenue Funding**	11056
Capital Cost	**£0**	**Source of Capital Funding**	n/a
One off cost ☐ **Ongoing cost** ☐		**Saving Proposal** ☐ **Income generation proposal** ☐	

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice:
The Urban Living SPD is supplementary to the existing Local Plan. It provides quality design principles and guidance for adoption in November 2018. This SPD will also contribute in forming the new Local Plan, to be produced and consulted on in 2020.
The estimated expenditure for the consultation is c£80k in 18/19 and is fully funded by the City Design budget.

Finance Business Partner: Tian Ze Hao **Date:** 18/07/2018

2. Legal Advice:
The draft Urban Living SPD has been prepared in accordance with the statutory process set out in the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Plan) (England) Regulations 2012 (**Regulations**). The associated Planning Practice Guidance states that "*SPDS's should be prepared only where necessary and in line with paragraph 153 of the National Planning Policy Framework*" and "They should build upon and provide more detailed advice or guidance on the policies the Local Plan." Non-statutory and statutory consultation has taken place in accordance with the Regulations. The Statement of Consultation together with the draft SPD has been made available publicly for review and representations in accordance with Regulations 12 and 35 for a minimum period of 4 week

Consultation has taken place in relation to the decision to be taken as set out in Appendix B to this report and commentary on how responses have been taken in to consideration by officers when developing their proposals for the Urban Living SPD. The responses to the consultation must be taken into account by Cabinet when taking the decision. Cabinet should also be satisfied that proper consultation has taken place in that (i) proposals were consulted on are at a formative stage (ii) sufficient reasons have been given for the proposals and satisfied that proper consultation has taken place in that (a) proposals were consulted on are at a formative stage (b) sufficient reasons have been given for the proposals and (c) adequate time has been allowed for consideration and response.

The Public Sector Equality duty requires the decision maker to consider the need to promote equality for persons with "protected characteristics" and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it.

The Equalities Impact Check/Assessment (as set out at Appendix E to this Report) is designed to assess whether there are any barriers in place that may prevent people with a protected characteristic using a service or benefiting from a policy. The decision maker must take into consideration the information in the assessment before taking the decision.

A decision can be made where there is a negative impact if it is clear that it is necessary, it is not possible to reduce or remove the negative impact by looking at alternatives and the means by which the aim of the decision is being implemented is both necessary and appropriate."

Legal Team Leader: Gillian Dawson - Temporary Team Leader Planning **Date:** 26/10/2018

3. Implications on IT: There are no identifiable direct implications on BCC IT Services. Although still in development, there would seem to be an opportunity to reflect the increasing demand for, and expectation of, technology enabled housing, particularly high speed broadband connectivity. There may be opportunities to consider this with the development guidelines.

IT Team Leader: Ian Gale, Service Manager IT **Date:**10th July 2018

4. HR Advice: No HR implications

HR Partner: James Brereton (Acting People & Culture Manager) **Date:** 6th July 2018

EDM Sign-off	Colin Molton	11th July 2018
Cabinet Member sign-off	Cllr N Beech	19th July 2018
CLB Sign-off	Mike Jackson	24th July /2nd Oct 2018
For Key Decisions - Mayor's Office sign-off	Mayor's Office	8th October 2018

Appendix A – Further essential background / detail on the proposal *Publication Version of SPD*	**YES**
Appendix B – Details of consultation carried out - internal and external *Consultation Statement – August 2018* *Comments on Consultation – September 2018*	**YES**
Appendix C – Summary of any engagement with scrutiny	**NO**
Appendix D – Risk assessment	**NO**
Appendix E – Equalities screening / impact assessment of proposal	**YES**
Appendix F – Eco-impact screening/ impact assessment of	**YES**
Appendix G – Financial Advice	**NO**
Appendix H – Legal Advice	**NO**
Appendix I – Combined Background papers	**NO**
Appendix J – Exempt Information	**NO**
Appendix K – HR advice	**NO**
Appendix L – ICT	**NO**

Adopted November 2018
Appendix A

URBAN LIVING SPD

Making successful places at higher densities

Growth and Regeneration

Foreword

We are committed to make the most of the development land available in the city to support the significant increase in new-and-affordable homes and infrastructure we desperately need.

In the last 20 years, there has been a dramatic shift with people returning to live in or close to the city centre. This urban renaissance has led to apartment living being commonplace in Bristol. The more successful schemes combine homes with cafes, shops, community uses and workplaces to create vibrant spaces with a high quality public realm.

With this renewed appetite amongst developers to build at higher densities, including tall buildings, it is important that we strengthen our planning guidance to ensure that we learn from successful places and don't repeat any mistakes from the past. We want to ensure that future development of the city is inclusive by design, where neighbourhoods are not isolated but interconnected so that varied social, economic and cultural opportunities are accessible to all. Whilst tall buildings are one way of potentially optimising densities, they aren't the only way, and aren't appropriate in all circumstances.

I'd like to thank the citizens, business professionals, community representatives, planning agents, and architects who have helped shape this Urban Living Supplementary Planning Document (SPD). The document has sought to reconcile the sometimes polarised views expressed through consultation, providing positive guidance on how to optimise densities in the City. This planning guidance will sit alongside polices established in our Local Plan to ensure we have quality places and homes people want to, and can afford, to live in.

The SPD sets out a range of questions that applicants of higher density schemes will need to consider when designing their development and preparing their planning submission. Part 1 relates to all major developments, Part 2 provides additional guidance for residential schemes, and Part 3 provides additional guidance for tall buildings.

The aim of this SPD is not just about how we might increase densities, but how we also raise design quality. I am particularly keen that high quality homes are built in this City; good places to live for the young and old, including families. I'll leave you with a very pertinent quote from renowned health minister Nye Bevan which sums up the spirit of this document: 'We shall be judged for a year or two by the number of houses we build. We shall be judged in ten years' time by the type of houses we build.'

Cllr Nicola Beech, Cabinet Member for Spatial Planning and City Design, November 2018

Credits
This document has been prepared by the City Design Group at Bristol City Council.

Special thanks to Josh Bullard (Hydrock) in connection to specialist advice relating to Appendix B & D.

Conceptual and Graphic Design © City Design Group
Illustrations © City Design Group
Mapping © Crown copyright and database right 2012 OS Survey 100023406 2013

Photography:
Bristol City Council unless separately credited

Front cover image - Chris Bahn, © Bristol Design
Back cover image - Chris Bahn, © Bristol Design

Contents

Foreward

Preface
— What is Urban Living?
— Purpose and status of SPD
— Optimising density - balancing the objectives

Introduction
— The need to optimise densities
— How to measure density
— What is an 'optimal density'?
— A design-led approach to optimising density
— Residential density thresholds and the Development Management process
— When and how to use this guidance

Part 1: Guidance for all major development
— City
— Neighbourhood
— Block and Street

Part 2: Guidance for major residential developments
— Shared access and internal spaces
— Private outdoor space
— Individual homes

Part 3: Guidance for tall buildings
— Visual quality
— Functional quality
— Environmental quality

Appendices
A Guidance for measuring density, open space and play space
B Guidance for assessing sunlight/ daylight
C Guidance for undertaking visual impact assessments
D Guidance for understanding pedestrian level wind effects
E Urban Living Monitoring Data
F Glossary
G Further resources

Preface

What is Urban Living?

Urban living is all about the creation of compact, characterful and healthy urban areas where people can live, work and play with good access to high quality walking and cycling linkages and public transport. Such an approach looks to making the best use of urban land and building at optimal densities, adopting creative approaches to mixing land uses, and delivering a high quality public realm. Densities are optimised by balancing the efficient and effective use of land, with aspirations for a positive response to context, successful placemaking, and making quality homes

Purpose and status of the SPD

The Urban Living Supplementary Planning Document (SPD) adds further guidance to the policies contained within the Bristol Local Plan. On adoption, the Urban Living SPD will be a material consideration in the determination of planning applications.

The Bristol Local Plan was under review at the time this SPD was adopted. The SPD will be updated following the examination and adoption of the new Local Plan, adding further guidance to the policies in the new Local Plan.

The SPD should also be read alongside the Council's other guidance aimed at securing quality developments

Figure 1: Policy Context

Preface

Balancing the objectives

For the purpose of this Urban Living SPD, an optimal density in new development is considered to be one that balances the efficient and effective use of land, with aspirations for a positive response to context, successful placemaking and liveability.

Land

The efficient and effective use of land -We need to make the best use of the city's limited land supply in order to meet the need for new homes, jobs and infrastructure required by the City's growing population. The highest densities should be located at the most accessible and sustainable locations. All developments should look to optimise their development footprint; accommodating access, servicing and parking in the most efficient ways possible. Where possible, different land uses should be mixed together; residential above businesses and community uses should become common place.

Context

A positive response to context – New development should contribute positively to an area's character and identity, creating or reinforcing local distinctiveness. Bristol has a rich and unique context, shaped by its topography, open spaces and water courses. It is a city of distinct and diverse communities, each with its own character of place, each presenting different opportunities for optimising densities. Understanding the existing or evolving character and context of individual areas is essential in determining how different places may develop in the future.

Place

Successful placemaking – We need to harness the investment in new homes and jobs, to repair and reinvigorate existing neighbourhoods, strengthening physical connections between areas, creating vibrant, resilient and healthy communities. Intensification can help support thriving high streets and local centres, ensuring that for local trips, walking and cycling become the most convenient option, and for trips further afield, public transport becomes a viable option. People-friendly, human-scaled streets should be a joy to walk along. Public and private spaces should be clearly defined, accessible, well managed and safe.

Liveability

Making liveable buildings - We need to create quality buildings, which support the health and well-being of their occupants, and are responsive to the changing way we live, work and spend our leisure time. There is a particular need to build a good quality housing stock which supports the creation of mixed and balanced communities. Private communal space should be safe, accessible, inviting and well used, without the fear of crime. Individual dwellings should provide sufficient comfort, natural light, privacy and quiet so that they become a place of escape from the hubbub of urban life.

Introduction

0.1 The need to optimise densities

Bristol is a growing city and we are ambitious for its future. By 2036, it will need to deliver at least 33,500 new homes and all the employment, community and transport infrastructure that goes along with that. As it continues to change and grow, the City is keen to direct this growth to deliver Urban Living, providing a context-led approach to urban intensification. This will involve focussing growth on transport hubs and district centres, as well as the city centre, in order to better relate housing to employment locations, reduce travel, create more mixed and balanced communities, provide greater lifestyle choices and enhance the overall performance of the urban area.

0.2 How to measure density

Density is a way of measuring the intensity of development on a particular site. On its own it does not indicate whether a proposal is good or bad. However, an unusually high or low density for the location should suggest further consideration of the brief and the aim of the scheme, together with additional scrutiny of elements that are made more complex by higher density. It is important to remember that whilst understanding density levels is useful, ultimately it's the design outcome that is key rather than the density.

Density can be expressed in a variety of ways:

Use intensity: This is related to people and activities rather than buildings. It can be measured in terms of resident population per hectare, workers per hectare, or visitors/clients/shoppers per hectare, also in terms of flows of pedestrians ('footfall' in retail centres) or traffic.

Residential density: Residential densities are predominantly expressed as dwellings per hectare, although this takes no account of the size of dwelling. Habitable rooms per hectare or bed spaces per hectare both give a much better indication of the intensity of development and the likely numbers of occupants.

Non-residential density: This is usually expressed as plot ratios or Floor Area Ratios (FAR) and is Total Gross Internal Area of all floors divided by site area. A higher ratio is more likely to indicate a dense, more urban form of development.

For the purposes of this SPD, densities are expressed as net dwellings per hectare.

The methodology advocated for calculating residential densities is set out in Appendix A.

Mixed use schemes:

Often, the key to optimising density on a site is to provide a mix of compatible uses. It is important that non-residential space is taken into account as part of calculating residential density in mixed-use schemes. Appendix A sets out the methodology advocated for measuring residential densities within mixed use schemes.

The companion document 'Urban Living- Learning from recent higher density schemes in Bristol' (BCC, 2018) provides a number of worked examples using the methodologies advocated in Appendix A.

0.3 What is an 'Optimal Density' for new development?

What is an 'optimal density'? This is the most favourable density at which a development has a positive impact on the local community and the environment. A successful development would create a vibrant neighbourhood which supports the retail and social needs of the residents. The architecture should allow sun to penetrate to street level and let people walk and cycle in comfort. It should be dense enough to build a sense of community, but not so dense that is fails to produce a liveable place.

Many factors determine what an appropriate density for a development site may be, including:

- The characteristics of the site, and any development constraints;
- The local context, and its prevailing character;
- The scope for departing from the area's prevailing character (more easily achieved on larger development sites where a transition of scale is possible);
- The sites proximity to a range of employment, services and facilities;
- The availability of good walking, cycling and public transport infrastructure which in turn can reduce the need to own a car, and hence the need to provide car parking;
- The proposed development mix.

0.4 A design-led approach to optimising density

To accommodate growth in an inclusive and responsible way, every new development needs to make the most efficient use of land. This will often mean developing at densities above those of the surrounding area on most sites. A design-led approach to optimising density is advocated which should be based on an evaluation of the site's attributes, its surrounding context and capacity for growth and the most appropriate development form.

We recommend that a Masterplan should be prepared at the outset for any significant scheme seeking to increase densities. A Masterplan provides a planning and design framework to guide the incremental development of large or complex areas. The Masterplan should provide a vision for the development of the entire site area, including how new buildings, streets, blocks, pedestrian and cycling routes, parks, and publically accessible and private open spaces will fit within the existing and planned context.

A Masterplan will normally be required for developments having any one or more of the following characteristics, with exceptions to this to be agreed through the pre-application process:'

- containing two or more construction phases;
- covering a site area larger than 2.0 hectares;
- proposing additions or alterations to the primary pedestrian or vehicular route network;
- proposing one or more tall buildings (defined as 30m high and over).

Masterplans accompanied by a Public Realm Plan and Buildings Parameters Plans setting out the quality expectations for the detailed application, should be submitted for outline planning approval.

Page 54

0.5 Residential density and the Development Management process

All schemes are assessed through the Development Management process to ensure compliance with national and local plan policies and guidance.

The Local Plan seeks a **minimum indicative net density of 50 dwellings per hectare**. Residential densities below this figure should only occur where it is essential to safeguard the special interest and character of the area.

This SPD does not set a maximum residential threshold, instead it promotes an optimum density on all sites, in all locations. In some cases a site might have an optimum density that is much higher than the prevailing density.

In a Bristol context, a review of recent schemes (Urban Living- Learning from recent higher density developments) have demonstrated optimum densities in new development schemes as:

- **200 units/ha in a city centre setting (i.e. Wapping Wharf);**
- **120 units/ha in an urban setting (i.e. Paintworks or Junction 3); or**
- **100 units/ha in an outer urban setting (i.e. Gainsborough Square, Lockleaze).**

Recent research (Superdensity- HTA et al 2015) has shown that very high density can challenge positive response to context, successful placemaking and liveabiltiy aspirations, sometimes resulting in poor quality development.

Therefore while the SPD does not set an upper limit to density, schemes which propose densities significantly higher than those set out opposite, will require earlier engagement and a more collaborative approach with the Local Planning Authority to ensure all urban living objectives and other policy considerations are met, together with a commitment to do the following through the Development Management Process:

- undertake effective pre-application community involvement through adherence with Bristol's Statement of Community Involvement;
- prepare development envelope studies early on in the design process to allow for the early testing of open space quantums (Appendix A), sunlight, daylight (Appendix B), visual impact (Appendix C) and wind effects (Appendix D), using this to inform further design development;
- submit to design review by the Bristol Urban Design Forum (BUDF) at the earliest pre-application stage possible followed by a further desk-top review of the submitted planning application by the BUDF; and
- provide a detailed assessment of the schemes future maintenance and management plans (further details of this will be set out in a Planning Guidance Note)

It will be at the Local Planning Authority's discretion as to whether schemes below this threshold should make a similar commitment. The Local Planning Authority will advise on whether an EIA Screening Opinion should be sought.

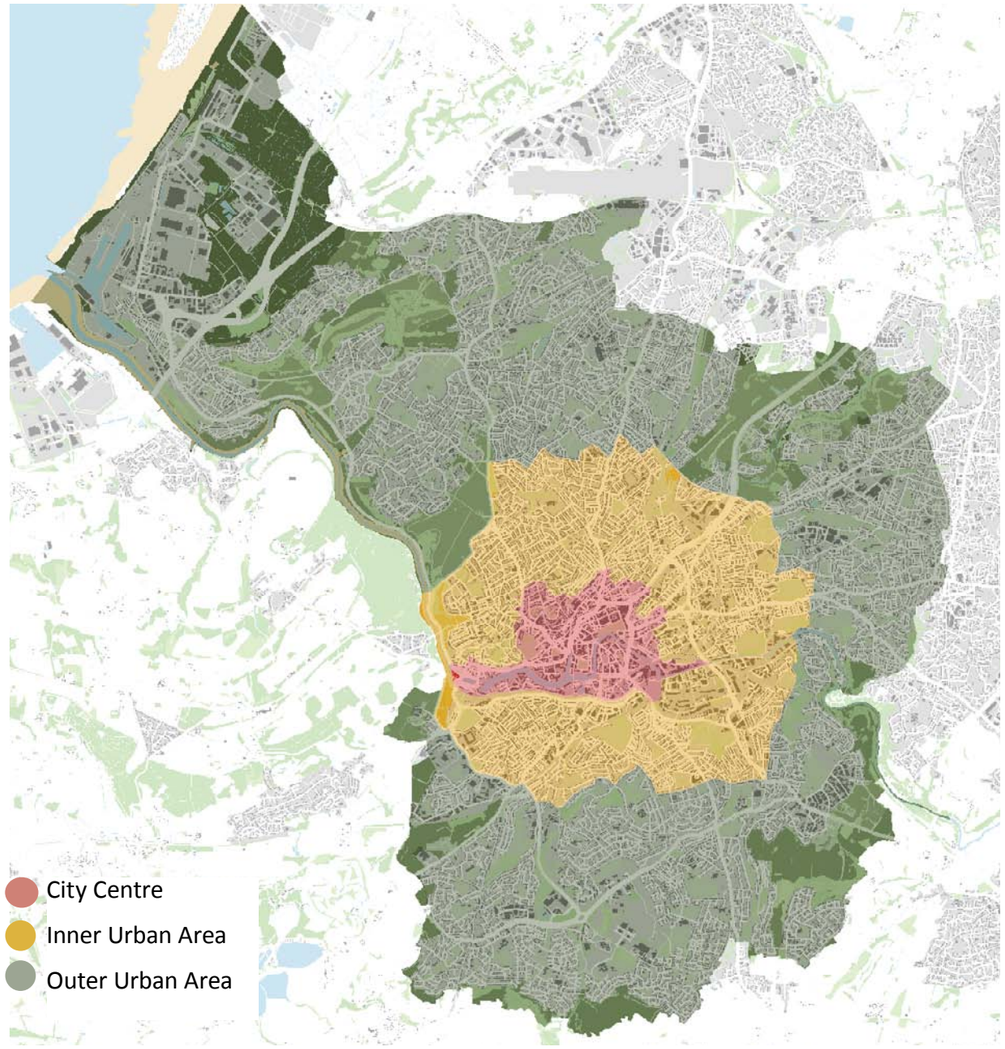


Figure 2: Bristol density setting map

Introduction

1 Invicta, Harbourside

2 Castle Park View (consented scheme), Broadmead (photo: Bouygues uk)

3 Bedminster, south Bristol

4 Paintwork, Brislington (photo: Verve Property)Gainsborough Square, Lockleaze

5 Southmead Hospital, Southmead

0.6 Optimising density- the opportunities across the city

Optimising density focuses growth on transport hubs, district centres, and the city centre, as well as areas of underused land and low-density developments with good access to services and facilities. The Local Plan sets out those areas in the city considered capable of accommodating a more intensive form of development. The opportunity to optimise density varies between the City Centre, Inner Urban and Outer Urban areas, and from street to street, and is very much influenced by the areas character.

0.6.1 Bristol City Centre

Bristol City Centre has been the focus of significant growth and investment in recent years. The Urban Living approach is exemplified in the regenerated Harbourside area, where the residential community lives in apartments with easy access by foot to workplaces shops, services and leisure opportunities, all supported by a high quality public realm. Some of the more recent developments such as Wapping Wharf and Invicta have been particularly successful in terms of placemaking.

Bristol City Centre, including Temple Quarter will continue to be a focus for Urban Living as it is the most accessible part of the city served by mainline rail services and bus routes. It has much of the necessary physical infrastructure required to support a more intensive use of land for a mix of uses. The opportunities for development are greater in the eastern half of the central area – areas such as Temple Quarter, Redcliffe and Bristol's shopping quarter. Development in these areas is being guided by adopted and emerging spatial frameworks which set out a clear three-dimensional vision for these areas.

The remodelling of road infrastructure offers the opportunity to optimise densities on a number of key city centre sites, e.g. the Western Harbour proposals at Cumberland Basin. Remodelling these spaces to give more space to allow pedestrians, cyclists and public transport, together with play and green space in streets, creating pleasant places to be, and the focus for new, higher density forms of development. Such an approach is currently being implemented at Temple Circus.

0.6.2 Inner Urban Area

The Inner Urban Area broadly comprises the city's Georgian and Victorian neighbourhoods, most of which fall within a 20 minute walk of the city centre in either a northerly, easterly or southerly direction. The area also comprises industrial estates, urban parks and road and rail corridors. In recent years, there has been growing interest in delivering higher density, mixed-use development in the inner Urban Area, notable schemes being J3 (Easton), and Paintworks (Brislington).

There is a common misconception that higher density development equates to poorer quality homes and neighbourhoods. However, some of Bristol's most desirable neighbourhoods, such as Clifton and Southville, are actually some of the most densely developed areas. As the sample studies show in the accompanying 'Urban Living – Learning from recent high density schemes in Bristol' (BCC, 2018), typical gross densities in Clifton are over 90dph, compared with gross densities of around 65dph on post-war high rise estates.

The areas with potential for optimising densities are centred on local train stations (Lawrence Hill, Parson Street and Bedminster). Considerable investment is expected in both Bristol Temple Meads Station and its local stations (MetroWest). There is therefore a tremendous opportunity to increase and encourage the use of public transport through an Urban Living approach which focuses new development on these existing stations, as well as Ashley Down, Filton and Henbury.

Whilst it is envisaged that the established residential areas will remain largely unchanged, there are opportunities to optimise densities in the transition areas in between the established character areas. As with Bristol City Centre, opportunities exist to release development opportunities through the remodelling of road infrastructure in a number of locations, for example Lawrence Hill.

0.6.3 Outer Urban Area

In the 20th century, Bristol expanded beyond its Victorian suburbs, creating the Outer Urban Area, which is heavily influenced by Garden City principles. Residential densities are low (typically 30dwellings per hectare). These low densities have significantly undermined the ability of the area to deliver a range of services within a reasonable walking distance of the home, resulting in high reliance on the car. In poorer areas, geographic isolation and lack of access to employment and services are compounded by low densities which fail to reach the required level to justify a regular bus service.

There are signs that new, higher density building typologies are beginning to be built in the Outer Urban area with small scale apartment blocks, terrace housing, and urban infill schemes emerging in areas like Lockleaze and Southmead. Schemes like Gainsborough Square demonstrate the potential of focussing small-scale, but higher than the prevailing density developments at the focal points in a community, providing a catalyst for wider regeneration. These early schemes demonstrate the advantages of diversifying the housing stock, enabling the community to better meet its changing housing needs

A key success factor in such housing schemes has been early and sustained community engagement. Programmes like 'We Can Make' in Knowle hint at what might be possible more widely in such areas, empowering low-density, high-disadvantage estates to deliver affordable housing at the 'point of need' on micro-sites distributed across the neighbourhood

Encouragingly, it is also clear that large institutional land owners in the Outer Urban Area such as the hospital and university are proactively seeking to use their land more intensively, as is the City Council (Hengrove Park and Filwood Business Park). Campus style developments (buildings laid out in a park-like setting) such as Southmead Hospital are incrementally being transformed into fully integrated urban areas, which use land more efficiently, and are more integrated into the surrounding neighbourhood.

When and How to use this guidance

The SPD sets out a series of questions that applicants are encouraged to consider throughout the design development of a scheme. Questions are designed to be used at all stages of the development process, guiding design related discussions with the local community, local authority and other stakeholders.

Applicants are encouraged to participate in early pre-application discussions using the relevant questions as prompt for discussions with the Local Planning Authority.

A traffic light system will be used to assess the scheme.

Through this process, all parties should understand what needs to be done in local circumstances to achieve as many green lights as possible, minimise ambers and avoid reds. Any ambers and reds should be identified early so that a suitable solution can be found as part of the design process.

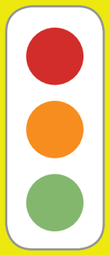
Applicants should show evidence of how their development performs against each question. Any ambers should be those where sub-optimal solutions are unavoidable because of the particular circumstances of the scheme beyond the control of the applicant (and where there is evidence to support this).

It is important that applicants score their schemes robustly.

The purpose of the questions is to enable a conversation about the design of new schemes between the applicant and the local planning authority and thereby arrive at a mutually supported result.

Each question has supplementary information and pointers on how to approach an assessment.

We recommend that these questions are used throughout the pre-application process, with a summary of the responses being set out in the Design and Access Statement.



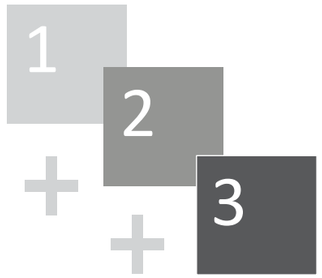
Red elements identify aspects of proposals that need to be changed and where the scheme design at the time of assessment fails to respond to the question positively.

Amber is used where there is clear evidence of local constraints on the scheme, beyond the control of the design team, prevent it from achieving a green.

Green shows the design of the scheme has responded positively to the questions

1	Major Developments **= Development of 10+ residential units or 1000 square metres of commercial floor space**
2	Residential Development **= all schemes which incorporate residential use**
3	Tall Building **= schemes which are 30m or higher, (or 10+ storeys)**

e.g. A major residential development over 10 storeys=



1

Major Developments

Guidance/ questions relevant to all major schemes, regardless of land use.

1

City

Q1.1 Has the scheme adopted an approach to urban intensification which is broadly consistent with its setting?

Neighbourhood

Q1.2 Does the scheme contribute towards creating a vibrant and equitable neighbourhood?

Q1.3 Does the scheme respond positively to either the existing context, or in areas undergoing significant change, an emerging context?

Block & Street

Q1.4 Does the scheme provide people-friendly streets and spaces?

Q1.5 Does the scheme deliver a comfortable micro-climate for its occupants, neighbours and passers by?

Q1.6 Has access, car parking and servicing been efficiently and creatively integrated into the scheme?

2

Residential Development

Guidance/ questions relevant to all schemes which incorporate residential use.

2

Shared access and internal spaces

Q2.1 Does the scheme make building entrances welcoming, attractive and easy to use?

Q2.2 Are the scheme's internal spaces convivial, comfortable and user-friendly?

Private outdoor space

Q2.3 Does the scheme provide sufficient private outdoor space?

Q2.4 Does the scheme create attractive, well designed and well maintained private outdoor spaces?

Q2.5 Does the scheme creatively integrate children's play?

Individual homes

Q2.6 Are internal layouts ergonomic and adaptable?

Q2.7 Does the scheme safeguard privacy and minimise noise transfer between homes?

Q2.8 Does the scheme maximise opportunities for daylight and sunlight of internal spaces; avoiding single aspect homes?

3

Tall Building

Guidance/ questions relevant to schemes which are 30m high and above (or 10+storeys).

3

Visual quality

Q3.1 Is the tall building well located?

Q3.2 Does the scheme make a positive contribution to the long-range, mid-range and immediate views to it?

Q3.3 Does the scheme demonstrate design excellence?

Functional quality

Q3.4 Does the scheme ensure the safety of occupants and passers-by?

Q3.5 Does the scheme interfere with aviation, navigation or telecommunication, and does it have a detrimental effect on solar energy generation on adjoining buildings?

Q3.6 Has the scheme's future servicing, maintenance and management been well considered?

Environmental quality

Q3.7 Does the scheme create a pleasant, healthy environment for future occupants?

Q3.8 Is the scheme sustainably designed?

Q3.9 Will the scheme be neighbourly, both at the construction phase and following occupation?

Part 1:

Guidance for all major developments

Part 1 of the SPD provides advice for applicants of major development schemes (10 or more residential units or 1000 square metres of commercial floor space). It sets out best practice in relation to urban design and place making at a city, neighbourhood, block and street level.

The following questions are designed to be prompts for use in pre-application discussions for all major schemes, regardless of land use mix. For schemes with a residential component, these prompts should be used in combination with the prompts set out in Part 2. For tall building schemes that are 30m in height or more, these prompts should be used in combination with prompts set out in Part 3..

Design and Access statements should include evidence of how each question has been responded to.

The planning of density needs to be considered from the scale of the whole city through to the design of the individual building if Urban Living is to be successfully delivered. Some parts of the city will lend themselves to intensification more than others. The Local Plan Review will provide further information on the spatial strategy for the City.

City

Q1.1 Has the scheme adopted an approach to urban intensification which is broadly consistent with its setting?

BCS20 Efficient and effective use of land
BCS7 Centres and Retailing
BCS8 Delivering a thriving economy
BCS9 Green Infrastructure
BCS18 Housing Type
BCS21 Quality Urban Design
BCS22 Conservation and the Historic Environment
DM26 Local character and distinctiveness'
DM27 Layout and Form
DM28 Public realm
BCS10 Transport and Access Improvements
Bristol Central Area Plan

Neighbourhood

Q1.2 Does the scheme contribute towards creating a vibrant and equitable neighbourhood?

Q1.3 Does the scheme respond positively to either the existing context, or in areas undergoing significant change, an emerging context?

BCS7 Centres and Retailing
BCS8 Delivering a thriving economy
BCS9 Green Infrastructure
BCS12 Community Facilities
BCS17 Affordable Housing
BCS18 Housing Type
BCS20 Efficient and effective use of land
BCS21 Quality Urban Design
BCS22 Conservation and the Historic Environment
DM26 Local character and distinctiveness'
DM27 Layout and Form
DM28 Public realm
BCS10 Transport and Access Improvements
BCS11 Infrastructure and Development Contributions
DM2-17 suite of policies

Block & Street

Q1.4 Does the scheme provide people-friendly streets and spaces?

Q1.5 Does the scheme deliver a comfortable micro-climate for its occupants, neighbours and passers by?

Q1.6 Has access, car parking and servicing been efficiently and creatively integrated into the scheme?

BCS10 Transport and Access Improvements
BCS11 Infrastructure and Development Contributions
BCS20 Efficient and effective use of land
BCS21 Quality Urban Design
DM27 Layout and Form
DM28 Public realm
DM29 Design of new buildings
DM23 Parking
DM32 Recycling and Refuse Provision
Transport Development Management Guide

City

Development proposals should make the most efficient use of land by delivering an optimum density for its site and location i.e. developing land to the fullest amount consistent with all relevant planning objectives. Some parts of the city will lend themselves to intensification more than others. Further details can be found in the spatial policies of the Local Plan.

Q1.1 Has the scheme adopted an approach to urban intensification which is broadly consistent with its setting?

Most parts of the city offer opportunities for modestly increasing densities, through sensitive urban infill schemes, informed by a clear understanding of context.

Some parts of the city offer opportunities for more significant increases in density. These areas are identified in the Local Plan and tend to be the more sustainably located areas such as the district/town centres and transport hubs (see Fig 2), areas with fewer contextual constraints (see Fig 3) and the larger development sites (greater than 2ha) where there is potential for new development to define their own setting. Some of these areas already have adopted spatial plans in place to guide development e.g. Temple Quarter Spatial Framework. To fully realise the potential of areas which do not currently have an adopted spatial plan in place, we recommend key stakeholders come together to prepare such a plan.

We recommend

a All sites should adopt a design-led approach to establishing site capacity. Early contact with the Local Planning Authority provides an opportunity to agree an appropriate development envelope prior to detailed design work being undertaken.

b Residential schemes should provide a minimum level of density appropriate to the site's setting, as set out in the Local Plan. Residential densities below this figure should only occur where it is essential to safeguard the special interest and character of the area.

c Working in partnership with adjoining properties and land owners to maximise development potential and land efficiency, while also safeguarding future development on neighbouring land.

Areas of strong townscape and/or landscape character with intrinsic value (low potential for significant intensification)- e.g. protected open space, significant character areas within Conservation areas

Areas of a dominant townscape character, and high intensity usage e.g. Victorian suburbs. Modest potential for infill on small sites through new build, infill development, conversions, demolition and redevelopment or extension of existing buildings

Areas of dominant townscape character, and low intensity usage e.g.post-war housing estates (Lawrence Hill, Southmead, Lockleaze, Knowle West). Community-led intensification could provide opportunities to diversify housing stock, increase patronage for public transport and support local centres

Areas of varied townscape character, contextual constraints, and varied patterns of usage e.g. City Centre, Temple Quarter, Western Harbour, Central Fishponds, Central Bedminster & Parson Street, Brislington. Significant potential for intensification subject to the preparation of a 3D area-wide spatial framework informed by detailed context appraisal

Areas of weaker townscape character, fewer contextual constraints and low intensity usage e.g. Hengrove Park & Hartcliffe Campus, and industrial and warehousing areas. Significant potential for intensification (albeit in some areas, this will depend on the future planning designation for the area, which is currently under review through the Local Plan process).

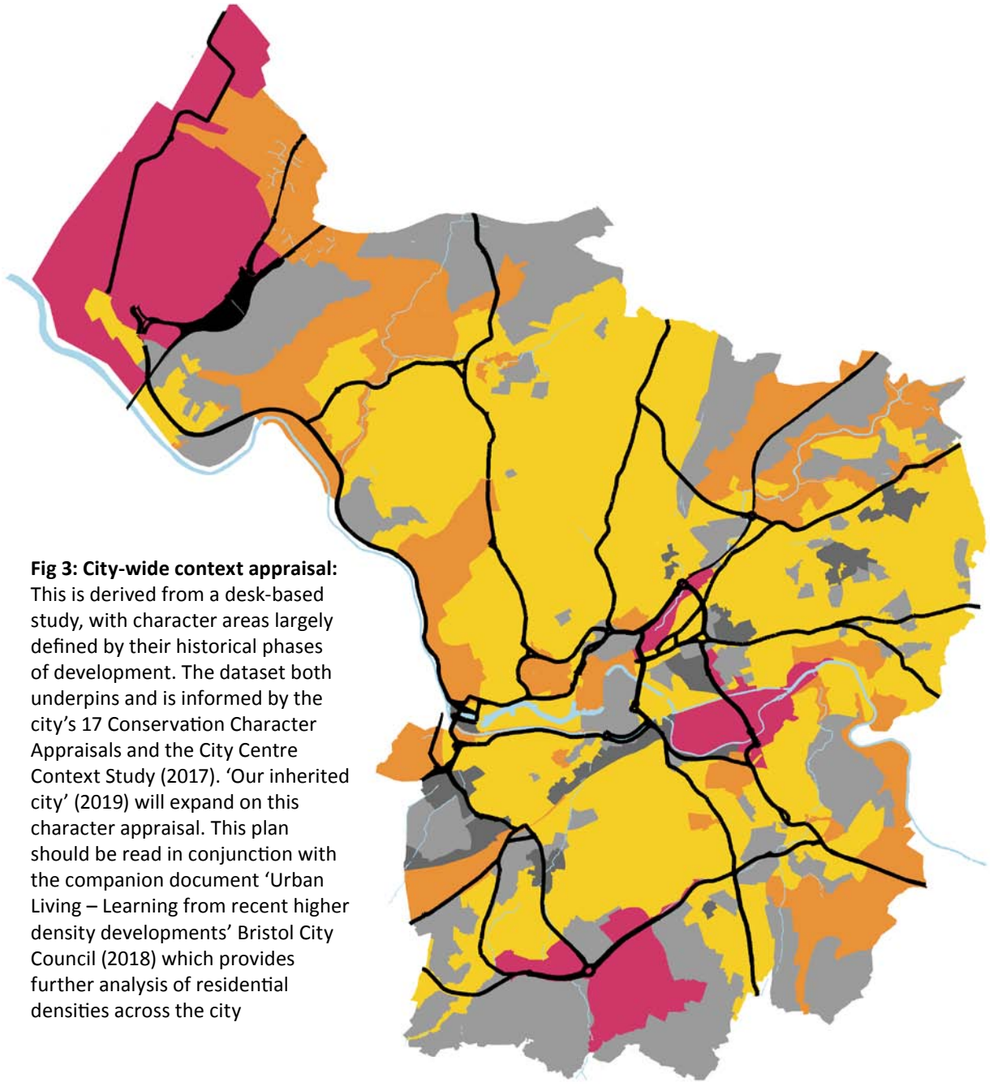


Fig 3: City-wide context appraisal: This is derived from a desk-based study, with character areas largely defined by their historical phases of development. The dataset both underpins and is informed by the city's 17 Conservation Character Appraisals and the City Centre Context Study (2017). 'Our inherited city' (2019) will expand on this character appraisal. This plan should be read in conjunction with the companion document 'Urban Living – Learning from recent higher density developments' Bristol City Council (2018) which provides further analysis of residential densities across the city

Neighbourhood

Proposals seeking to optimise densities need to demonstrate how they assist in delivering a vibrant and equitable neighbourhood - walkable, compact, green, accessible, mixed and balanced - responding positively to the existing or emerging context.

'Higher density housing in existing urban areas creates vibrant, successful neighbourhoods, and the number and variety of people who live there support local shops, transport and community facilities.'

CABE, Better Neighbourhoods

Q1.2 Does the scheme contribute towards creating a vibrant and equitable neighbourhood?

We recommend

a Early and sustained community consultation to establish local aspirations, needs and priorities for the area, using this information to inform the brief for the scheme, and its design evolution. Such an approach can build community support for a more intense form of development, if time is taken to show the wider benefits, and dispel fears about higher densities (Gainsborough Square in Lockleaze being a good example)

b Undertaking research to better understand local need, where possible, using the scheme to help address any deficits identified (housing mix, facilities and services, open space, transport).

c Creating compact, walkable neighbourhoods that are sufficiently dense to support local services such as a convenience shop and bus stop within a reasonable walking distance (see Fig 4). This may involve making off-site contributions to enhance walking and cycling routes

d Strengthening the neighbourhood's green and blue infrastructure network, with high quality green walking and cycling routes linking doorstep play areas with pocket parks, larger parks and green space.

e Creating vibrant, mixed and balanced neighbourhoods by introducing new building types and tenures that complement the existing offer (e.g. small apartment blocks can work well in an area of predominantly family housing)

f Designing buildings which can be easily adapted to accommodate new uses over time. For example, the Georgian terraces have proved very adaptable over the years with houses being successfully converted into offices or apartments.

g The vertical mixing of compatible uses, for example, residential uses above commercial or community uses

h For larger developments, locating new facilities (if provided) where the greatest number of people can access them easily, recognising that this may be at the edge of a new development or on a through route (as has successfully been achieved at Wapping Wharf). However, it is worth considering whether existing facilities can be enhanced before proposing new ones.

i Where possible, integrating complementary uses within a development where people can meet each other such as public spaces, community buildings, cafes and co-working spaces (an approach taken successfully at J3, the Paintworks and Gainsborough Square). Aim to get these delivered as early as possible. Think carefully about how spaces could be used and design them with flexibility in mind, considering where more active spaces should be located so as to avoid creating potential conflict between users and adjacent occupants

j Higher density residential developments need to incorporate a variety of accommodation to meet the needs of families, elderly, co-living and those with specific accessibility needs, as well as young professionals to help create stable communities where people want to live over the long term.

Neighbourhood

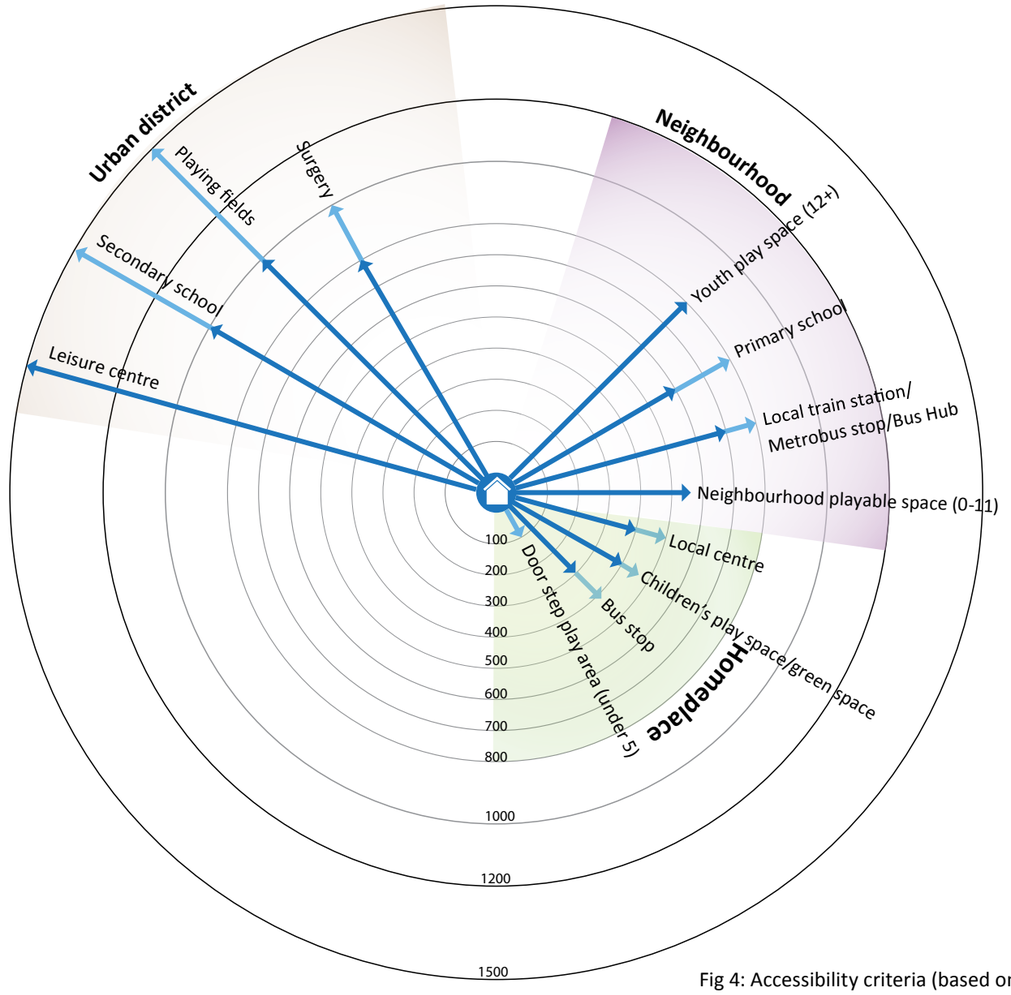


Fig 4: Accessibility criteria (based on Shaping Neighbourhoods, Barton et al, 2003)

Neighbourhood

Q1.3 Does the scheme respond positively to either the existing context, or in areas undergoing significant change, an emerging context?

We recommend

a Meeting with the Local Planning Authority at the earliest opportunity to establish whether the scheme should respond positively to the existing context or a new and emerging context as expressed through an adopted spatial framework, neighbourhood plan, or masterplan.

b Where it's determined that a scheme should respond positively to the existing context, a thorough context appraisal of the neighbourhood should be undertaken, with a particular focus on the immediate streets and spaces adjoining the scheme. This should identify the prevailing height, scale and mass of surrounding buildings, streets and spaces. Areas of strong character and form offer only limited opportunities for deviation. Other transitional areas of lower or more varied character, offer greater opportunities for reinvention in terms of increasing densities, or varying form and character, including amplifying building heights, or in strategically located areas, creating a contextually high building;

c Increasing building heights where it can be demonstrated that this helps reinforce the spatial hierarchy of the local and wider context and aid legibility and way-finding.

d Identifying the positive characteristics of the local context that can help inform the design of the scheme. For example, are there any good examples of higher density development that have been successfully incorporated into the local townscape, and if so, are there similar design approaches that could be adopted?

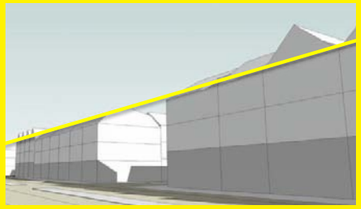
e Undertaking an assessment of whether there are any views into and from the site that merit a design response at the outset of the design process. For schemes that are either particularly prominent in their setting (e.g. proposals for a contextually tall building), or located in a particularly sensitive setting, a full visual impact assessment may be required (see Appendix C for more details).

f Assessing the potential of any designated and non-designated heritage assets for conversion. Retained buildings or structures can become instant focal points within a development.

g Working with contours of the land rather than against them, exploring how built form can creatively respond to the topographical character; thinking carefully about the roofscape

h Incorporating existing trees into the overall design and layout, setting buildings back sufficiently to allow for growth.

i Exploring how a holistic approach can be taken to the design of sustainable urban drainage by exploiting the topography and geology. Carefully consider opportunities for rainwater attenuation both on plot and off.



Prevailing building heights:

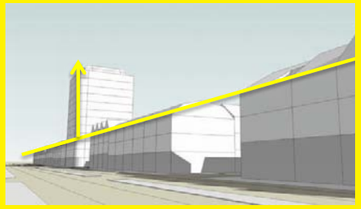
The most commonly occurring height of buildings within an area of common character

Amplified height:

Buildings that are modestly higher than the prevailing building height

up to 1.5 x prevailing height in areas of uniform height

up to 2 x prevailing height in areas of varied height



Contextual Tall building:

Buildings that are significantly taller than the prevailing height

more than 1.5 x prevailing height in areas of uniform height

more than 2 x prevailing height in areas of varied height

1 East Street, Bedminster (uniform prevailing building height)

3 King Street (varied prevailing building height)

2 Wills Memorial (uniform prevailing building height with landmark building)

Fig 5: Definition of prevailing height, amplified height and tall buildings

Block and Street

Our buildings and streets set the backdrop to daily life for the people who live, work and visit the city. As the city continues to grow, development at higher densities offers the potential to repair and reinforce the existing block and street structure that characterises the city.

Q1.4 Does the scheme provide people-friendly streets and spaces?

We recommend

a Acknowledging that as densities increase, the need to invest in a high quality public realm grows. Increasingly streets are not simply movement corridors but also the outdoor rooms of the city, and an expression of civic identity.

b Designing streets and spaces where the needs of pedestrians, cyclists and public transport are given priority over the needs of through traffic and vehicular access.

c Thinking about where connections can and should be made; and about how best the new development can integrate into the existing neighbourhood and potential future developments.

d Remembering that the schemes occupants' and occupants of neighbouring buildings may want to walk through the development to get somewhere else, so carefully consider how a development can contribute towards creating a more walkable neighbourhood, connecting places where people want to go.

e Thinking carefully before blocking or redirecting existing routes, particularly where these are well used.

f Creating connections that are attractive, well lit, direct, easy to navigate, well overlooked and safe.

g Ensuring that all streets and pedestrian/cycle only routes pass in front of buildings, rather than to the rear of them.

h Adopting a comfortable scale of enclosure that is appropriate to the existing character and function of the street. Streets with a higher footfall, should have wider pavements. Streets that need to be wide to accommodate traffic could benefit from extensive tree planting to reduce the perceived scale of the street.

i Providing regular building entrances to provide activity and visual interest along the street. The design of entrances should reflect their intensity of use – entrances with the most use should be the most legible in an elevation. High quality materials and architectural detailing are expected as this is the part of the built environment most intensively used.

j Integrating green and blue infrastructure within the street to help improve the pedestrian environment and to support rainwater management through sustainable drainage, reduce exposure to air pollution, manage heat and increase biodiversity. Sufficient space should be allowed in the street for trees to thrive, providing sufficient soil depth and high quality growing material for planting.

The MfS User Hierarchy - consider pedestrians needs first

'In streets and city spaces of poor quality, only the bare minimum of activity takes place. People hurry home. In a good environment, a completely different, broad spectrum of human activities is possible.'

Jan Gehl, Life Between Buildings: Using Public Space

Block and Street

Q1.5 Does the scheme deliver a comfortable micro-climate for its occupants, neighbours and passers by?

We recommend

a Taking advantage of a site's orientation to take advantage of sunlight and reduce the over-shadowing caused. For example, a south facing slope would lend itself more to a higher density scheme than would a north facing slope.

b Providing a fair and equitable share of sunlight and daylight between existing occupants in neighbouring buildings and the future occupants of the scheme (see Appendix B for further details)

c Lowering building heights along the south side of a block to allow for sunlight/daylight penetration into any private space within a block, using reflective cladding materials and larger windows to ground floor accommodation to improve lighting levels of units facing into the block

d Adopting a shallow plan to allow for natural lighting and cross ventilation

e Creating generous communal and circulation spaces, with natural light and air being provided to them via openable windows, top-lit atria and winter-gardens

f Planting deciduous trees or incorporating architectural features such as brise-soleil along a south facing elevation to provide shading in the summer whilst permitting sun to penetrate at low winter angles.

g Locating active ground floor uses e.g. cafes and community facilities, where uses can spill out onto generously scaled pavements, and take advantage of direct sunlight (see Appendix B)

h Locating bus stops in sunny spots, but considering orientation to also shield passengers from the elements during more inclement weather.

i Limiting overshadowing along pedestrian priority routes

j Locating less sensitive land uses/activities in streets that do not receive much sunlight e.g. parking and servicing

k Thinking about the prevailing wind direction, ensuring that building entrances, gathering spaces, and balconies are designed to be sheltered from it. Consider tree planting and boundary treatments and arcades to promote sheltering.

Fig 6: Illustrative masterplan demonstrating key design principles

Development arranged within perimeter blocks which clearly define public realm (streets) from private realm (space within blocks). The starting point for design development was to create a scheme which delivers a good micro-climate for its inhabitants, with sunlight/daylight penetrating into all dwellings, private open space and the public realm.

The scheme has a residential density of 250dph. Careful positioning of cores, and the extensive use of deck access has ensured that all dwellings are dual aspect. This is particularly important due to the site's proximity to a busy road, and the need to ensure that single aspect flats are not positioned onto this aspect.

The scale of buildings are dictated by both the sunlight path and the scale of the adjoining streets. A human scale street has been created along the river frontage. Taller buildings are located along the wider road.

1. Lower height buildings accommodating stacked maisonettes and town houses located along the southern elevation
2. Taller buildings located along the northern elevation, with generous balconies and deck access along their southern elevation
3. Generous public realm around main entrance to the building, proportionate to the intensity of use
4. Set back building line to accommodate spill out space and active uses, on sunny side of street.
5. Pocket park
6. Private communal open space positioned above a parking podium
7. Loading bay and servicing areas in shaded area of secondary street

Block and Street

As we use land more efficiently we need to be creative in how we manage the competing demands on space, particularly at street level. Further advice on parking and servicing is provided in the Local Plan and Transport Development Management Guide

Q1.6 Has access, car parking and servicing been efficiently and creatively integrated into the scheme?

When considering car parking, we recommend

a Providing a level of parking that is appropriate to the wider accessibility of the site, in accordance with the requirements set out in the local plan, and that supports sustainable and active transport modes.

b Designing streets to accommodate on street parking, allowing for plenty of trees and planting to balance the visual impact of parked cars and reinforce the spatial enclosure of the street. On street parking has the potential to be both space efficient and can also help to create a vibrant street, where neighbours have more opportunity to see and meet other people.

c Designing out opportunities for anti-social, informal parking. People are more likely to park in the correct place, when street design uses pavement build outs or landscape features to clearly define the locations of parking spaces

d For any additional parking requirement that cannot be accommodated in the street, adopting a parking solution appropriate to the context/setting and the types of use proposed (see Fig 7).

e Where rows of narrow terraces are proposed, consider positioning parking within the street scene, for example a central reservation of parking.

f Implementation of well-integrated electric vehicle charging points through both active and passive (future-proofed) provision, in accordance with the minimum requirements set out in the Local Plan.

g Prioritising alternatives to traditional car ownership and storage such as car clubs

h Providing a proportion of unallocated parking suitable for communal, delivery, servicing and visitor parking

i Providing an appropriate level of accessible parking for wheelchair user dwellings consistent with the Bristol Local Plan parking standards

j Consideration of restrictive parking measures on a site-by-site basis to mitigate the potential knock-on impacts of overspill parking. Measures may include additional waiting restrictions, prohibition of residents' parking permits, or where locally supported an extension of existing residents' parking schemes

When considering car parking, we recommend you avoid…

k Multi-storey car parks or in structure parking unless parking can be sleeved by development to conceal it from the public realm

l Rear parking courts or parking that is not overlooked as they offer greater opportunity for anti-social behaviour. If options for on-street parking and front of plot have been exhausted within a suburban context, rear courts will be considered to support higher density apartment elements of development schemes. Rear courts should provide up to a maximum of 10 parking spaces and be clearly enclosed as private spaces with a single, secure point of access. Courts should incorporate high quality landscape treatments, electric vehicle charging points, lighting and means of enclosure and should look to use permeable paving.

	Central	Inner Urban	Outer Urban
Off plot			
Underground	🟢	🟠	🟠
Podium	🟢	🟢	🟠
Rear court	🔴	🔴	🟠
On-street	🟢	🟢	🟢
On-plot Front of plot	🔴	🔴	🟢

Fig 7: Parking - What works where

- On-street parking is an efficient way of accommodating parking in most parts of the city
- **City Centre/Urban area** – basement or podium parking can work well, with a landscaped deck above, and 'sleeving' to hide the parking from the public realm
- **Outer Urban area** – position parking to the front of the property, ensuring that at least an equal amount of the frontage is allocated to an enclosed, landscaped front garden as it is for parking to reduce vehicle domination.

m Private garages, as these are often used for storage rather than parking.

n Access to parking areas which is either visually obtrusive or obstructive to pedestrians and cyclists.

o Street layouts that encourage (or do little to discourage) indiscriminate parking on the footway and in other locations where this could give rise to unacceptable conditions, including obstruction to visibility, pedestrians, disabled users, public transport and emergency vehicles.

1 Discrete access to basement car park (Hammarby Sjostad, Stockholm)

2 Parking that has been well integrated into the streetscene, East London

3 Car parking successfully integrated into the streetscene in Clifton (unallocated parking serving both residential flats and office)

Block and Street

Q1.6 continued...

When considering cycle storage we recommend…

a Providing secure cycle storage that people can use with confidence.
b Providing storage areas at ground floor level next to individual building lobbies/entrances and core accesses.
c Maximising opportunities for naturally lit storage areas which are visible from the street and make a feature of cycle parking provision.
d Including a range of storage types including a proportion of Sheffield stands, stands for over-sized bikes, cargo bikes and prams.
e Only providing cycle storage within the dwelling, if that dwelling is served by step-free access or a suitably sized lift. Cycle storage within the dwelling should be provided in addition to the minimum storage requirements as set out in the Nationally Described Space Standards.
f The provision of cycle parking in line with Local Plan standards that is accessible and secure with visitor cycle parking benefitting from adequate natural surveillance.

We recommend you avoid…

g Providing large storage areas which serve the entire development in a single facility and which dominate street frontages or communal areas.
h Vertical (hanging) or 45 degree cycle storage.
i Relegating cycle parking to out-of-the-way locations that make them unlikely to be used.
j For residential schemes, providing cycle storage in habitable rooms and balcony areas.

When considering servicing, we recommend…

a Ensuring that deliveries to any non-residential parts of the scheme can be received outside of peak hours and if necessary in the evening or night-time without causing unacceptable nuisance to residents.
b Minimising the need for large turning heads and service yards by providing on-street servicing where constraints allow i.e. there is space to create lay-bys
c Where on-street servicing is not possible, service yards or basements should be designed discretely, and whenever possible service areas should be shared by neighbouring buildings
d Locating service lay-bys and access to service yards on quieter, less sunny secondary streets.
e If servicing from a busy pedestrian area is unavoidable, the servicing area should be well integrated into the streetscene, and designed with high quality materials
f Providing integrated high quality landscape and architectural elements to screen less attractive 'back of house' uses to reduce the negative impact on the public realm and cumulative impact on the public realm.
g Undertaking a vehicle swept-path analysis to demonstrate the ability of service and emergency vehicles to access the development.
h On larger schemes, providing shared service facilities where possible e.g. consolidated freight and waste hubs serving a number of buildings having regard to the maximum distances over which refuse / recycling can be transported by occupants between the building and collection point.

When considering waste storage we recommend…

i Meeting the local requirements for waste collection as outlined within the Bristol Waste Guidelines.
j The inclusion of sufficient areas within the building curtilage for bin storage to avoid containers / wheeled bins causing physical and visual obstruction to the footway / street scene.
k Rationalising storage and collection areas for commercial uses to minimise multiple bin stores and associated loading facilities.
l Locating waste storage areas so that they are easily accessible to a building's occupants (including children and the elderly), while not having an adverse impact upon visual and residential amenity.
m Where refuse and recycling stores are accommodated within buildings, they should be located to limit the nuisance caused by noise and smells and maintained to a high hygiene standard.
n Where shared storage and collection is not possible, integrated waste storage should be designed into the front of properties.
o All flatted developments of 10+ residential units should incorporate recycling containers/mini recycling centres.

1 Naturally lit, high quality cycle parking area

2 Pram storage designed into a lobby area

3 Storage required for over-sized bikes

4 Shared servicing facility discretely located underneath a podium Oxo Tower, London

5 On-street loading bay which is also used regularly by market stalls, Keynsham Civic Centre

Part 2: Guidance for major residential developments

Part 2 of the SPD provides advice for applicants of major residential schemes. It draws on recent best practice and research to guide development proposals through a design process which places health and wellbeing considerations at its core and proactively creates good places to live.

The following questions are designed to be prompts for use in pre-application discussions for all major schemes with a residential component. These prompts should be used in combination with the prompts set out in Part 1.

The prompts should be used for all residential tenures, including Build for Rent and student accommodation. The prompts should also be used when assessing building conversion schemes, although the specific constraints of individual sites will need to be considered.

Design and Access statements should include evidence of how each question has been responded to.

There is fine balance to be struck between the drive to use land more intensively, delivering the numbers of much needed new housing, while still creating successful places where people can live healthy lives. The design of the built environment and physical structures where we spend the majority of our time has a significant impact on our mental and physical health and wellbeing.

City living and living at higher densities can make us happy and promote physical activity. For example, a stress-free commute that brings us into contact with green space, trees, water, flowers and beautiful public art, or a short walk to thriving local amenities providing a choice of fresh produce and places to gather and socialise.

Living in poor quality accommodation at higher densities can also make us sad and affect our physical health. For example intense urban environments can exacerbate mental illness and represent threatening environments to vulnerable users, or negatively affect our physical health through exposure to air and noise pollution. The physical constraints of living in densely developed environments can also be felt in the home. Access to daylight and sunlight is often restricted, privacy from neighbours and external activity can be reduced and access to open space can be limited.

Shared access and internal spaces

Q2.1 Does the scheme make building entrances and shared internal spaces welcoming, attractive and easy to use?

Q2.2 Does the scheme provide practical, attractive and easily accessible communal amenity space that meets the needs of its target resident profile?

BCS20 Efficient and effective use of land

BCS21 Quality Urban Design

DM14 Health impact of development

DM27 Layout and Form

DM28 Public realm

Private outdoor space

Q2.3 Does the scheme provide sufficient private outdoor space?

Q2.4 Does the scheme create attractive, well designed and well maintained private outdoor spaces?

Q2.5 Does the scheme creatively integrate children's play?

BCS9 Green Infrastructure

BCS18 Housing Type

DM2-17

BCS21 Quality Urban Design

DM14 Health impact of development

DM27 Layout and Form

DM28 Public realm

Individual homes

Q2.6 Are internal layouts ergonomic and adaptable?

Q2.7 Does the scheme safeguard privacy and minimise noise transfer between homes?

Q2.8 Does the scheme maximise opportunities for daylight and sunlight of internal spaces; avoiding single aspect homes?

BCS21 Quality Urban Design

DM27 Layout and Form

DM28 Public realm

DM29 Design of new buildings

DM4 Wheelchair accessible housing

DM14 Health impact of development

DM35 Noise mitigation

Transport Development

Shared access and internal spaces

The 'arrival' at a building, the design of shared circulation and lift access, are important factors in making housing safe and secure, welcoming and accessible for all. Many of the new homes built in Bristol will be flats - the design of the shared circulation areas will be critical to their success.

Q2.1 Does the scheme make building entrances welcoming, attractive and easy to use?

We recommend

a Providing main entrances to houses, ground floor flats and communal entrance lobbies, wherever possible, directly from the public realm.

b Incorporating a proportion of terrace housing and maisonettes into higher density apartment schemes to both increase the quality of urban design and decrease the pressure on shared access arrangements.

c Celebrating entrances within the design to improve legibility and add interest at street level. The more intensely used entrances should have drop off spaces for vehicles/taxis, canopied entrance doors, and double height lobbies.

d Creating tenure blind entrances i.e. entrances that are identical, regardless of whether you have bought, rent at full market rate, or are a council or housing association tenant. Apartments that share characteristics with houses should present to the street in exactly the same way, the only clue being the number of bells to the front door.

e The avoidance of complicated or costly access arrangements, a compelling choice for all tenures. Can a scheme's management costs be kept down by avoiding the need for a lift or using robust materials to avoid the regular repainting of shared spaces?

f Providing entrances that serve as small a number of units as possible to help foster a sense of community and familiarity with neighbours. Where access cores serve 4 or more dwellings, an access control system with entry phones linked to a main front door with electronic lock release should be provided in all dwellings.

Q2.2 Are the scheme's internal spaces convivial, comfortable and user-friendly?

We recommend

a Ensuring all internal circulation spaces are wide enough to enable comfortable movement of building users especially at peak hours, and allow the easy removal of large items of furniture.

b Creating opportunities to introduce natural light and ventilation into circulation areas, such as recent good examples of deck access being used to access apartments.

c Avoiding long, narrow internal corridors - each core should be accessible to generally no more than six dwellings on each floor. Where numbers exceed this, 'dwell' spaces should be designed in which are naturally lit, perhaps with bay window seating, access to a communal balcony or enlarged areas of circulation with the introduction of daylight and views.

d Designing communal amenity space with the target resident in mind.

e Considering whether there is a need to shift the emphasis from providing all amenities within a dwelling to that of more shared amenities and facilities. This shift can generate opportunities for more social interaction between residents, and is a key feature of Build for Rent and student accommodation

f Providing a broad range of amenities, recognising that this will be significantly influenced by the schemes size, setting and resident profile.

g Designing communal amenity space to be 'child-friendly'. The likely child yield within a development should be established using the online Child Yield Calculator.

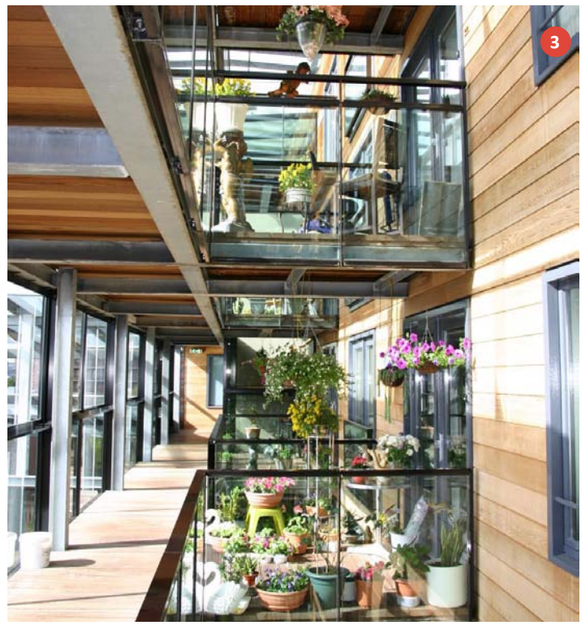
h Providing well thought out and legible delivery arrangements with adequate and safe storage facilities for post and deliveries should the recipient be absent.

i Providing a safe, secure and accessible communal storage area for bulky items (prams, mobility scooters, leisure equipment etc) i.e. the types of things that are usually accommodated in an attic or shed in a traditional house.

1 Entrance lobby and post area. The emerging Build for Rent sector is raising the benchmark in respect to the provision of communal facilities with concierge, cinema rooms, gyms, cycle maintenance workshop/bench, BBQ areas, crèche and pet facilities increasingly featuring in higher density schemes

2 A new London housing vernacular based on a reworking of a Georgian terrace successfully illustrates a tenure blind solution. It is impossible to tell from the street whether behind the front door there is a pair of stacked maisonettes for social rent, market-sale flats over 4 storeys, or a market sale townhouse with roof terrace hidden behind its parapet wall. Photo: Alison Brookes Architects

3 Deck access apartments designed to provide dual aspect apartments with integrated garden space Photo: KCAP Architects



Outdoor spaces

Private open space can make an important contribution to quality and liveability of new housing developments. Private and communal open space should be designed to be safe, accessible, inviting and well used, without the fear of crime. It should encourage an appropriate sense of ownership and should be managed to ensure that it remains useful and welcoming to all residents

Q2.3 Does the scheme provide sufficient outdoor space?

We recommend:

a Providing a minimum of 5sq m of private outdoor space for a 1-2 person dwellings and an extra 1sq m should be provided for each additional occupant. This can be provided as private balconies or gardens, or as communal gardens and roof terraces. The private open space guidelines are based on the space required for furniture, access and activities in relation to the number of occupants. It is anticipated that family housing will provide space in excess of the minimums stated here, to allow for future adaptability of the home and provide outdoor space for play and food growing

b Designing private communal space to take account of a variety of uses such as integrated children's play, areas for growing and quiet areas for relaxation.

c Providing directly accessible private outdoor space to individual dwellings wherever possible.

d Providing directly accessible private outdoor space to all family units, either at ground floor/ podium level or roof terraces, mimicking the qualities of a traditional family garden as far as possible.

e Providing access to communal space to all residents, regardless of tenure or mobility.

Q2.4 Does the scheme create attractive, well designed and maintained outdoor spaces?

We recommend:

a Where private communal space is provided it should have a clear purpose and be designed to be safe and easily managed; be clearly demarcated from the public realm; be overlooked by surrounding development; be designed to take advantage of direct sunlight; have suitable management arrangements in place; be accessible to all residents regardless of tenure or mobility and; provide a suitable threshold treatment to ground floor flats. Opportunities for green and blue infrastructure should be explored, as well as opportunities for external clothes drying.

b Where private space is provided it should be of practical shape and utility.

c The minimum depth and width for all balconies and other private external spaces should be 1500mm. Balconies should be designed and orientated to be sunny, sheltered and secluded from neighbouring premises.

d Considering the use of glazed, ventilated winter gardens as an alternative to open balconies where noise or air pollution levels are unacceptably high.

e Where communal private space is provided on a deck above a parking podium, opportunities should be explored of planting trees directly in the ground

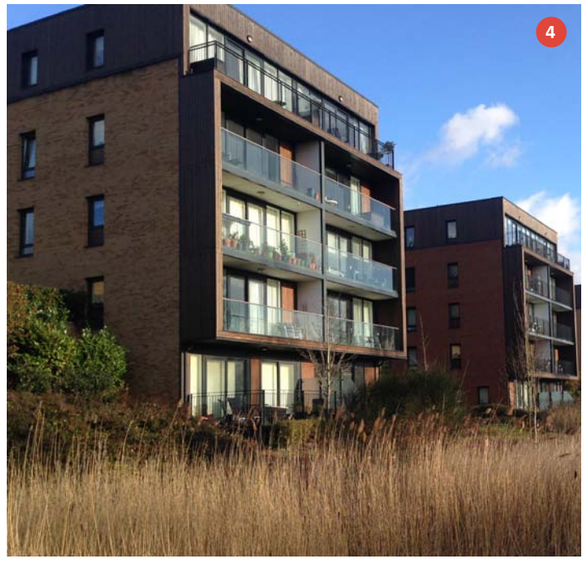
1 Apartment block providing a range of communal and private outdoor spaces (balconies, wintergardens, and courtyard space above a parking podium). Trees are allowed to grow up through a slot in the podium. (Rotterdam) Photo: KCAP Architects

2 Roof top garden (London)

3 Wintergarden (Stockholm)

4 Apartments that extend across the whole apartment frontage (Kibrooke, London)

5 Private threshold space to ground floor apartments, combined with communal play provision (Stockholm)



2

Outdoor spaces

Q2.5 Does the scheme creatively integrate children's play?

We recommend:

a Residential schemes that are likely to accommodate children and young people should facilitate opportunities for play and informal recreation and enable children and young people to be independently mobile. Under 5s should be within 100m of a suitable play facility/area, and all other children should be within 400m of a suitable play space

b Providing 10sqm of play space for each child that is expected to live in a scheme. This should normally be integrated into the scheme. However, off-site provision, including the creation of new facilities or improvements to existing provision, secured by an appropriate financial contribution, may be acceptable where it can be demonstrated that it addresses the needs of the development whilst continuing to meet the needs of existing residents. This is likely to be more appropriate for the provision of play facilities for older children, who can travel further to access it, but should still usually be within 400 metres of the development and be accessible via a safe route from children's homes.

c Incorporating good-quality, accessible play provision into a scheme that: provides a stimulating environment; can be accessed safely from the home by children and young people independently; forms an integral part of the surrounding neighbourhood; incorporates trees and/or other forms of greenery.

d Careful consideration of the location and detailed design of play areas to minimise noise outbreak and nuisance to neighbours.

The estimated number of children living in a scheme should be calculated using Bristol's on-line population yield calculator (see Appendix A for further details)

Playable street, Temple Quay, Bristol

"We are living in an ever increasingly urban world, with more children growing up in cities than ever before. It is therefore imperative that we design and build cities that meet the needs of children: seeking their input during the design process, providing them with access to play and education, and facilitating their social and cultural interactions."

World Economic Forum

128%

increase in children living in the city centre between 2002 and 2015

Playable street furniture, Royal Fort Gardens, Bristol

Individual homes

Whilst living in a vibrant, higher density, neighbourhood can be exciting, convenient and sustainable, it is important that the home can provide somewhere to escape the noise and activity of daily life.

Q2.6 Are internal layouts ergonomic and adaptable?

We recommend:

a All new homes should meet or exceed the nationally described space standard.

b Internal layouts that are ergonomic and adaptable to facilitate flexible use of space, increase living choices, enable home working and make life easier for wheelchair users.

c Carefully considering the location of doors, windows and built-in furniture to maximise potential use of a space.

d Providing flexibility in floor plates and location of structural supports to allow new openings in internal walls, or by creating easily demountable partitions which are clear of services.

e 90 per cent of new build housing meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings' with the remaining 10 per cent meeting Building Regulation M4(3) 'wheelchair user dwellings'.

f Marginally higher ceilings in the main living spaces (2.5m minimum) with standard height ceilings to kitchens, bathrooms and circulation areas to accommodate services. This can positively impact how spacious, light and comfortable the dwelling is and improve the amount and quality of natural light and ventilation, as well as providing flexibility in the use of a room.

Q2.7 Does the scheme safeguard privacy and minimise noise transfer between homes?

We recommend:

a Demonstrating how habitable rooms and bedrooms within each home are provided with an adequate level of privacy in relation to neighbouring property, the street and other public spaces.

b Carefully considering the location of lifts and circulation spaces to limit noise transmission.

c Configuring living rooms next to living rooms and bedrooms next to bedrooms in vertical and horizontal arrangement.

d Locating habitable rooms at the front of the building to provide natural overlooking and sense of activity to the street and more sensitive uses such as bedrooms to the rear of the building relating to private space.

e Where residential uses are proposed at ground floor, raising the internal floor level of units above street level can improve privacy.

f Carefully considering the location of windows and balcony spaces to reduce direct overlooking.

g Providing ground level maisonettes, thus ensuring that bedrooms can be more privately located at first floor level rather than ground floor.

Fig 8: Copper Building, Lakeshore, Bristol Urban Splash, copyright Uniform Ferguson Mann Architects. Marginally higher ceilings to the main living spaces

Individual homes

Q2.8 Does the scheme maximise opportunities for natural illumination of internal spaces; avoiding single aspect homes?

We recommend:

a Maximising opportunities to provide dual aspect units, which improve access to natural light, choice of views and cross ventilation through units providing greater capacity to address overheating.

b Adopting building typologies which minimise single aspect units, such as well-designed deck-access or mansion block typologies.

c All homes should provide for direct sunlight to enter at least one habitable room for part of the day (see Appendix B for further details).

d Living areas and kitchen spaces should wherever possible receive direct sunlight.

e Considering the risk of overheating when designing for sunlight, together with the need to ensure appropriate levels of privacy.

f Demonstrating how daylight standards proposed within a scheme and individual units will achieve good amenity for residents where direct sunlight cannot be achieved.

g Utilising additional design features such as bay windows and greater floor to ceiling heights to improve access to daylight/ sunlight in dwellings.

h Creating living rooms that are fully 'openable' with a full height glazed balconette if no balcony or direct access to other private open space is provided.

i Consideration of potential future development on adjacent or nearby sites to ensure appropriate levels of daylight/ sunlight will be maintained, without prejudicing future development opportunities.

j If single aspect dwellings are unavoidable, the design will need to demonstrate that all habitable rooms and the kitchen are provided with adequate ventilation, privacy and daylight and the orientation enhances amenity, including views.

k Utilising integrated design solutions to provide solar shading to exposed glazing

l Optimising internal configuration to allow for natural cross ventilation

m Exploring emerging technologies which provide cooling in less energy intensive ways.

We recommend you avoid:

n North facing single aspect dwellings.

o Single aspect dwellings exposed to noise levels above which significant adverse effects on health and quality of life.

p Single aspect dwellings that contain three or more bedrooms.

Individual homes

1. Lower block of terrace houses to the southern side of the perimeter block allows sunlight into the courtyard and units on the north side
2. Shallow plan blocks allow dual aspect units and more generous internal courtyard space
3. Ground floor maisonettes allow direct access to both the street and communal space within the block, with the opportunity for private outdoor space, replicating the configuration of a traditional family house
4. Double height ground floor provides opportunity for commercial use at street level, such as retail or workshops. Vertically stacked mixed use, with office levels between retail and residential acting as a buffer to noise outbreak from servicing and traffic noise from primary street.
5. Generous sized balconies utilising direct sunlight and provides overlooking to communal space
6. Corner units provide dual aspect, with views out of the block. Single aspect units overlooking internal courtyards should be avoided
7. Podium and basement levels discretely accommodates parking requirements so that it does not dominate the street. Tree planting accommodated within internal courtyard at ground level allowing natural ventilation to podium parking areas.
8. Reflective cladding materials together with larger windows in ground floor units can improve daylight levels within units facing into the block.

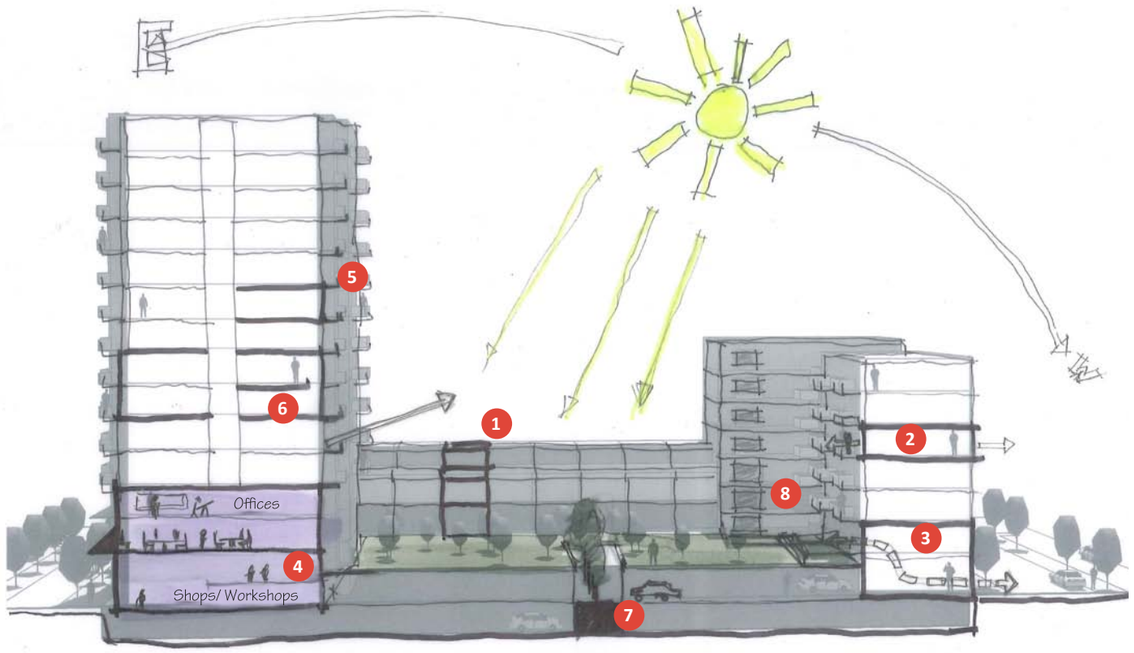


Fig 9: Indicative east-west section through city centre perimeter block with a tall building

Part 3: Guidance for tall buildings

Part 3 of the SPD provides advice for applicants of tall buildings defined as 30m or higher.

The following questions are designed to be prompts for use in pre-application discussions for all tall buildings. These prompts should be used in combination with the prompts set out in Part 1 (and Part 2 if relevant).

It will be at the discretion of the planning officer whether a proposal for a tall building below 30m (as defined by the prevailing building height in Part 1) should be assessed against these questions. Equally, it will be at the discretion of the planning officer if proposals for roof top extensions, including significant plant should be assessed via these questions.

When assessing a tall building, it is important to understand the cumulative impacts of the proposals, if there are other tall buildings (either existing or proposed) in the vicinity.

The impacts set out in Part 3 are not exhaustive and other impacts may need to be taken into consideration.

Design and Access statements should include evidence of how each question has been responded to.

As with other high-density building forms:
- A well-located, well-designed tall building can be a positive feature of a successful walkable, compact neighbourhood and can help the City accommodate its growth targets.
- Tall buildings can be an effective counter-measure to urban sprawl, focussing growth on the more accessible parts of the City thus encouraging a healthy, pedestrian-oriented lifestyle and promoting better use of public transport.

Unlike other high-density building forms,
- Tall buildings can provide memorable landmarks which help people navigate their way around the city.
- Some people like living in tall buildings referring to them affectionately as 'bungalows in the sky', with people paying a premium for an apartment with a good view.

As with other high-density building forms:
- A poorly located, poorly designed tall building can have a detrimental impact on the, historic townscape of a city like Bristol.
- Tall buildings can put a strain on local transport and social infrastructure.

Unlike other high-density building forms:
- A poorly located, poorly designed tall building can have a detrimental impact on the topography and skyline of a city like Bristol
- Tall buildings can be poor neighbours, overshadowing surrounding development and open spaces, and putting a strain on local transport and social infrastructure.
- Critics cite the high costs involved in their initial build and subsequent maintenance and management, including their higher energy usage compared to mid-rise buildings.
- They are widely considered unsuitable to live in for many groups of people but particularly families with children.

Visual quality

Q3.1 Is the tall building well located?

Q3.2 Does the scheme make a positive contribution to the long-range, mid-range and immediate views to it?

Q3.3 Does the scheme demonstrate design excellence?

BCS20 Efficient and effective use of land

BCS21 Quality Urban Design

BCS22 Conservation and the Historic Environment

DM26 Local character and distinctiveness'

DM27 Layout and Form

DM28 Public realm

DM29 Design of new buildings

DM31 Heritage assets

DM36 Telecommunications

Bristol Central Area Action Plan

Adopted spatial frameworks/ neighbourhood plans

Functional quality

Q3.4 Does the scheme ensure the safety of occupants and passers-by?

Q3.5 Does the scheme interfere with aviation, navigation or telecommunication, and does it have a detrimental effect on solar energy generation on adjoining buildings?

Q3.6 Has the scheme's future servicing, maintenance and management been well considered?

BCS21 Quality Urban Design

BCS10 Transport and Access Improvements

DM14 Health impact of development

DM23 Parking

DM32 Recycling and Refuse Provision

DM36 Telecommunications

Environmental quality

Q3.7 Does the scheme create a pleasant, healthy environment for future occupants?

Q3.8 Is the scheme sustainably designed?

Q3.9 Will the scheme be neighbourly, both at the construction phase and following occupation?

BCS13 Climate Change

BCS14 Sustainable Energy

BCS15 Sustainable Design and Construction

BCS23 Pollution

DM14 Health impact of development

DM27 Layout and Form

DM28 Public Realm

DM29 Design of new buildings

DM33 Pollution control, Air and Water Quality

DM35 Noise mitigation

Visual Quality

Tall buildings can have an important civic role in defining the image of Bristol. It is therefore important that they are positioned well and demonstrate design excellence. Buildings that are taller than the prevailing context are likely to be more visible. Therefore additional scrutiny of key views, architectural quality of the building and associated public realm together with the quality of materials specified is required.

Q3.1 Is the tall building well located?

We recommend

a That proposals for tall buildings should come forward as part of a spatial strategy for the wider area, as advocated by Historic England 'Tall Buildings-Advice Note 4' (2015). The preparation of spatial strategies (or spatial frameworks) should be informed by techniques such as urban characterisation studies and building height studies to provide evidence to support a local height definition for tall buildings and the identification of appropriate locations for tall buildings.

b In the absence of such a spatial strategy, the onus is on the applicant to demonstrate that the site is appropriate for a tall building. This will involve undertaking a thorough context and urban design analysis that establishes the scheme meets the criteria set out in Fig 12.

c The impact of tall buildings proposed in sensitive locations should be given particular consideration. Such areas might include conservation areas, listed buildings and their settings, scheduled monuments and registered historic parks and gardens.

d The capacity of an area to accommodate a tall building is heavily influenced by an area's underlying character. This should be understood at the scale of the city, neighbourhood, and street. Often the greater the existing variety of character within an area, the greater capacity for future change in terms of introducing higher densities, and new building typologies including tall buildings.

e Generally speaking, larger sites (2ha and over) offer the greater potential for taller buildings, as these sites are more able to set their own context than smaller sites. Larger sites provide the opportunity to site tall buildings away from existing buildings, and thus protect them from over-shadowing and adverse wind effects.

f Tall buildings will be encouraged where they can be integrated into a wider development block, with lower level buildings assisting the transition in scale from the tall building down to the surrounding context (place-shielding).

g Tall buildings will generally be discouraged on physically constrained sites within existing built up areas, where a tall building is likely to have a negative impact on the daylight and sunlight penetration into the habitable rooms of existing buildings, or onto well used parts of the public realm.

h Stand-alone tall buildings (i.e. buildings that do not form part of a block and street structure) will also be discouraged.

i Where a cluster of tall buildings are proposed, it will be important that adequate separation distances are provided in between towers, both to limit the likely cumulative impact of the towers on the micro-climate at ground level, and to avoid the negative visual impacts of a perceived 'wall of development'

Fig 10: Temple Quarter Spatial Framework - a three dimensional model was used to test different scale and massing approaches for sites across the enterprise zone. This enabled the identification of a number of sites considered suitable for tall buildings.

Fig 11: Viewing corridor - diagram to show the important features of a viewing corridor

Q3.2 Does the scheme make a positive contribution to the long-range, mid-range and immediate views to it?

We recommend

a When siting a tall building, it will be important early on to test out a range of long-range, medium-range and local viewpoints to understand the suitability of a site to accommodate a tall building. This should be undertaken in line with guidance from both Historic England and the Landscape Institute. Further guidance is set out in Appendix C.

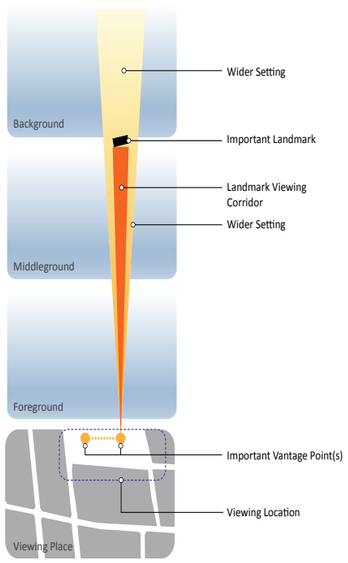


Fig 12. Locational criteria

Tall buildings are more likely to be supported in locations:

- where they are likely to have a positive impact on the socio-economic health of the wider neighbourhood
- within reasonable walking distance of a range of local facilities and public transport (see Neighbourhood section
- where they can help support patronage to proposed new public transport infrastructure
- close to other tall residential or commercial clusters of tall buildings where it can be demonstrated that a new tall building serves to raise the quality and coherence of the cluster, without creating adverse impacts on the micro-climate
- at locations where the provision of a landmark building would clearly improve the legibility of the city.

A tall building should not be located where:

- it hides or masks the topography of the city
- it harms valued views from key vantage-points
- it has a detrimental impact on the city's historic environment (see Appendix C)
- it has a significant negative impact on the amenity of nearby occupiers or on the public realm
- it has a negative impact on existing nearby renewable energy systems
- there is insufficient transport, utilities or community infrastructure to support a more intensive form of development.

Visual Quality

The development model, design aesthetic and technology informing the current era of tall buildings is very different to the post-war period.

Castle Park View is the tallest proposals approved recently in Bristol (26 storeys). The focus for developer interest for tall buildings is likely to continue to be the city centre, as viability decreases away from the centre. Typically tall building proposals no longer sit isolated in space like the towers from the post-war era, but are part of wider developments which also include mid-rise buildings.

Q3.3 Does the scheme demonstrate design excellence?

We recommend:

a Making a commitment to design quality at the brief-writing stage, setting out the aspirations for:
- architectural quality;
- the effective use of resources;
- high-quality materials;
- innovative and sustainable building design and construction;
- a high quality public realm; and
- a sensitive and thoughtful response to the impacts that tall buildings place upon the urban landscape.

b Recognising that this can be a highly emotive and subjective issue, and that considerable public debate should be both expected and encouraged.

c Providing sufficient design detail in approved drawings and other visual material, as well as in the wording of planning permissions to ensure clarity over what design has been approved, and to avoid future amendments and value engineering resulting in changes that would be detrimental to the design quality. Outline planning applications are not considered appropriate for tall buildings and decisions about the landscaping and building façade treatments should not be deferred.

d Retaining the same design team from concept design through to detailed design and construction to ensure that the design integrity of the scheme is retained

e Supplying design details at 1:20 showing all typical external treatments and building elements

f Carefully integrating the building's base, middle, and top.

Fig 13: The three parts to a tall building: base,middle and top

Top

The top of the building should be designed to make an appropriate contribution to the city's skyline. Most tall buildings will be part of the urban backdrop which frames existing viewpoints and open spaces. In these instances, the top should reinforce the supporting role of the building and subtly integrate with the overall tower design. A minority of tall building by virtue of their location will warrant a more memorable top which can help people navigating themselves around the city. This might be achieved by utilising a unique shape or silhouette or by locating the most visible compositional elements at the top of the building.

In particular, there is a need to consider the visual impact of telecommunications apparatus and plant rooms at a high level. These can be extremely damaging to the appearance of a building but also, if integral to the original design, something of a feature. In general tops of buildings work best if they are lightweight and transparent in appearance. The introduction of alternative accommodation on upper floors, such as a duplex apartment or rooftop restaurant, can provide a successful design solution.

Middle (tower)

The middle of a tall building has an important effect on how much sky is visible from surrounding streets and buildings, as well as on wind flow, privacy and the amount of sunlight and shading that is experienced in the public realm and by surrounding properties. Big, boxy, dominant massing should be avoided, as should large elongated or slab-like floor plates. When adequately separated, a slender point form tower with compact floor plates will cast smaller, faster moving shadows, than a bulkier tower. A slender tower can also improve access to sky view, permit better views between buildings and through sites, and contribute to a more attractive skyline.

The reflectivity and transparency of the building is an important consideration. A highly reflective and transparent building material such as glass can sometimes cause obtrusive daytime glare. However, transparent materials have often been used to great effect to create significant landmark features at night. Proposals should consider how to exploit exciting advances in lighting, whilst limiting light trespass, and sky glow.

Base

A key failing of tall buildings is the way they meet the ground and therefore how they are perceived/ experienced at the short distance.

Ultimately the aim should be to create a public realm with a human scale. Human scale need not necessarily be prejudiced by high buildings, provided that these are carefully located, and have regard to the effects on the microclimate. This often involves the following:
- stepping down a large mass to its neighbours;
- ensuring that the ground level most relevant to the pedestrian experience is as active and interesting as possible;
- ensuring that the public realm is naturally surveilled;
- providing legible and accessible entrances;
- providing a richness to the detailing and high quality materials;
- mitigating against the adverse impacts a tall building can often make on the microclimate;
- providing a continuity of frontage, thus providing definition and enclosure to the public realm.

Functional Quality

Buildings that are taller are likely to result in the more intensive use of the shared circulation areas, surrounding public realm and transport infrastructure prompting the need for additional scrutiny.

Q3.4 Does the scheme ensure the safety of occupants and passers-by?

We recommend:

a Considering issues of fire safety at the outset, planning developments, their floor layouts and cores around issues of fire safety and a robust strategy for evacuation

b Careful consideration of public realm and landscape design around the base of tall buildings to ensure access by emergency vehicles and easy evacuation and muster points.

c The preparation of a Fire Statements/strategy produced by a third-party independent suitably qualified competent professional for consideration by Building Control or, should the recommendations of the Hackitt Review be adopted, by the Joint Combined Authority (JCA)

d Undertaking peak time modelling of the building's critical access and movement points

e Careful consideration in the design of the stair and lift cores to allow for both fire fighting and evacuation.

f Designing lift lobbies and stair cores to allow natural lighting and ventilation (subject to any fire safety requirements)

g Erecting on site sample reference panels of external facing materials and construction details for review by the LPA and JCA

Q3.5 Does the scheme interfere with aviation, navigation or telecommunication, and how will it affect the solar energy generation on adjoining buildings?

We recommend

a Consulting early on with the Civic Aviation Authority to assess whether the scheme will have any impact on aviation and the requirement for aircraft warning lights.

b Considering the orientation and profile of the building to take into account the potential impact on broadcast and wireless services within the surrounding area. Further guidance can be found through OFCOM.

c Considering the effect the scheme may have on the solar energy generation of neighbouring buildings.

The Hackitt Review (2018)

After the Grenfell fire of June 2017 an independent review of Building Regulations and Fire Safety was commissioned by the Government (The Hackett Review 2018). The Interim report released at the end of 2017 concluded that the current legislative system in relation to fire safety was not fit for purpose when considering complex or high rise buildings (defined as 10 storeys and above). The Final report released in May 2018 recommends the introduction of a new Regulatory Framework focused, in the first instance, on multi-occupancy higher risk residential buildings (HRRBs) that are 10 storeys or more in height. One of its recommendations is that when planning permission is sought, the Local Planning Authority will need to consult with a new Joint Competent Authority (JCA) on fire safety matters and other relevant matters that could affect the building safety. It is not known at the time of writing how this will affect the design and operation of tall buildings but it is expected it will have an influence.

Q3.6 Has the scheme's future servicing, maintenance and management been well considered?

We recommend....

a Considering maintenance issues during the design process to facilitate the management of the long term maintenance of the building with minimum disturbance to occupants and the surrounding public realm.

b Considering the full life-cycle costs during the design process including design details and finishes especially in communal circulation areas.

c Consideration should also be given to the running and repair cost implications for leaseholders and tenants through service charges.

d Setting out a management of any communal private outdoor space, as well as the public realm and landscape associated with the development.

e All future maintenance information should be held securely and openly using BIM systems

f Consider providing a concierge-manned entrance for all tenures

g Installing smart meters during construction particularly for residential buildings of multiple occupancy

h Ensuring there is on-going engagement between the buildings responsible person (identified as the 'Dutyholder' in the Hackitt Report) and the buildings residents/occupants.

Off-site construction for bathroom and kitchens is more likely in a tall building. Ensure lifts and corridors are wide enough to enable new pods to be installed over time without too much disruption

3

Environmental Quality

Buildings that are taller are likely to have potential environmental impacts which can be experienced during construction and once built, in the vicinity of the proposed building(s) and within the proposed buildings.

Q3.7 Does the scheme create a pleasant, healthy environment for future occupants?

We recommend

a Designing towers with smaller, shallower floor plates, as these can make interior climate control within a building more responsive and energy efficient, as well as increasing daylight– an important contributor to sustainability, residential liveability, and workplace productivity. Where a larger floor plate is proposed, atria or shafts can also be used to allow the introduction of natural light and fresh air into the building

b Minimising excess solar gain that could lead to overheating risk through use of external shading and careful consideration of facade design. Thermal Comfort Assessments (following CIBSE guidance or similar) should be prepared to demonstrate that the building will not overheat in current or future climate change scenarios, accounting for the urban heat island effect where relevant

c Recognising that whilst the core temperatures of fully glazed tall buildings are typically quite stable and comfortable with very low energy consumption, the incorporation of balconies can create highly dynamic thermal conditions within the first two metres of the perimeter of a tall building. Consideration should therefore be given to providing winter gardens as an alternative to balconies in some locations (i.e. covered balconies, which can be opened up on a sunny day).

d Providing communal amenity spaces on the upper floors to enable all building occupants to enjoy the views afforded by tall buildings, whenever possible, making areas also accessible for the public

e That with good daylight and views, a higher proportion of single aspect dwellings may be acceptable within the upper storeys of a tall building. Larger dwellings for families are best located at the lower levels (for example in a base building that relates to the street), with the intermediate levels composed of 1 and 2-bed apartments for smaller households

Q3.8 Is the scheme sustainably designed?

We recommend

a Tall buildings should be designed to be adaptable and flexible to ensure that these buildings remain functional and capable of addressing any shifts in demographics and market demands over the long term. Future adaptability can be optimised through careful consideration of floor plate solutions, and the positioning of service cores.

b Thorough consideration is given to the technical performance of the building, its materials and construction methods, water management, landscape elements and the quality of the internal environment.

c Energy performance should be evaluated as the design evolves, thus informing glazing ratios, positioning of buildings, massing, orientation and articulation, balcony design, materials and construction methods. Fig 14 sets out a number of possible approaches to optimising energy efficiency in tall buildings

d Reducing the environmental impact of building materials through the use of an environmental preference or profiling system e.g. the BRE's Green Guide to Construction. The selection of materials will need to take into account the unique structural engineering requirements of tall buildings.

Fig 14: Optimising energy efficiency

- Selection of a more efficient perimeter system.
- Adoption of appropriate building form & fabric e.g. through passive means such as increasing the availability of thermal mass (which acts as a heat sink or source of cooler temperature);
- Specification of an energy efficient services solution e.g. through double facades which allow natural ventilation of spaces and access to openable windows and daylight integrated lighting systems;
- Sub-metering of major plant and equipment;
- Use of energy efficient vertical transportation solutions e.g. energy recovery from lifts;
- Optimising solar design, utilising a shallow plan, atria or shafts to allow the introduction of natural light and fresh air, whilst minimising excess solar gain that could lead to overheating risk through use of external shading and careful consideration of facade design;
- Ensure heating and hot water systems are future-proofed for connection to district heat where required by planning policy, including location of plant room, sizing, loading and access designed in accordance with requirements of the heat network operator;
- Use of renewable energy e.g. BIPV (building integrated photovoltaics), heat pumps and wind power

Environmental Quality

Q3.9 Will the scheme be neighbourly, both at the construction phase and following occupation?

We recommend

a Ensuring that a comfortable micro-climate is provided at the base of the building, recognising that as urban densities rise, the value of the public realm as somewhere to dwell also increases.

b Assessing daylight and sunlight penetration, wind effects, temperature changes (urban heat island effect), dispersion of air pollution, glare and noise, utilising integrated design solutions to mitigate potential impacts.

c Undertaking a sunlight and daylight assessment at the outset of the design process, in line with the guidance in Appendix B. By adopting a slender point form tower with compact floor plates, the building will cast smaller, faster moving shadows, than a bulkier tower. A slender tower can also improve access to sky view, and permit better views between buildings and through sites

d Assessing likely wind turbulence at the base of the building in line with guidance in Appendix D. Wind turbulence will depend on the local grouping of buildings and their orientation to the prevailing wind. Seek to avoid bolt-on solutions post-completion to deal with negative environmental impact e.g. wind effects.

e Spacing towers apart to avoid the likely cumulative environmental impact of towers on the micro-climate at the base of the towers

f Preparing a Construction and Environmental Management Plan outlining the strategy for dealing with the operational construction phase impacts such as air quality, dust, noise, vibration, traffic, water quality. This is particularly critical for constrained sites, where access is limited and neighbours are close.

g Considering the impacts on tunnels, sewers and settlement around the site, as a tall building generally requires deep foundations. Consider also the impact on the loading of adjacent foundations, including party walls, and how the settlement of the tower will affect surrounding roads and buildings. A podium deck can help to resist lateral loads.

Appendix A:

Guidance for measuring density, open space and play space

Whilst ultimately it's the design outcome that is key, rather than the density figure, understanding density levels is useful. An unusually high or low density for the location should suggest further consideration of the brief and the aim of the scheme, together with additional scrutiny of elements that are made more complex by higher density.

In order to compare density with any accuracy a robust and consistent methodology for the measurement is required, as a slight variation in the methodology used can result in wildly different density numbers for a development. A significant amount of work has been undertaken on measuring densities to inform the London Local Plan and this has informed the methodology set out here.

Residential density: Net v gross

Net density: The assumption behind 'dwellings per hectare', unless specifically stated otherwise, tends to be net density. Net site density includes only those areas that will be developed for housing and directly associated uses, this includes:

- access roads within the site
- private garden space
- car parking areas
- incidental open space and landscaping
- children's play areas

It excludes:

- major distributor roads
- primary schools
- open spaces serving a wider area
- significant landscape buffer strips

Gross density: This includes the schools, distributor roads, parks, playing fields and community facilities as well as housing. It can be used to refer to the average density of a whole neighbourhood or town.

Measuring site areas for net density calculations:

To enable the Planning Authority to compare densities with any accuracy and cross-reference back to schemes in the companion document '*Urban Living – Learning from recent higher density developments*', the site area needs to be measured in a consistent way. This can be complex on large schemes and may involve an element of judgement about whether open spaces, roads, parking and non-residential uses are an integral part of the development or serve a wider neighbourhood role. For net density calculations on a tightly defined site (i.e. a single city block bound by streets), the site should be measured from the centre line of those surrounding roads that provide access and servicing to the development. Back of pavement or the building line could result in an artificially high net density. Figure 20 illustrates this with reference to the recently consented scheme for the Ambulance Station in Central Bristol.

For larger sites, which include new streets or areas of public realm within the site, the red-line/ ownership boundary can generally be used.

When supplying information in Checklist 1, the applicant is encouraged to provide a plan similar to Figure 15, indicating the site area that has been used to calculate densities.

Figure 15: Measuring site areas (worked example using the recently consented Ambulance Station development)

- Site boundary including proposed public realm works
- Site ownership boundary (used for density calculation in DAS) 0.674 hectares = 556 units per hectare
- Site area taken from the middle of the road 0.9 hectares = 416 units per hectare

Bedspaces (or people)per hectare (bsph)

While dwellings per hectare tells us the number of homes built upon a site, it does not indicate the potential population of a scheme.

Bedspaces or people per hectare measures how many people a house/ flat can accommodate, for example a 3 bedroom house with two double bedrooms and one single bedroom sleeps up to five people. This method offers an estimate of the likely population of a scheme. However it may overestimate this as some dwellings, particularly in private for-sale units, may be under occupied.

The amount of open space recommended by Question 2.3 is calculated using bedspaces.

Mixed use schemes:

It is important that non-residential space is taken into account as part of calculating residential density in mixed-use schemes. There are a number of approaches that can be taken towards calculating densities in mixed-use schemes. The approach advocated here is based a methodology developed by architects Maccreanor Lavington to inform the London Local Plan.

The method takes into account the impact of vertically stacked mixed use development (i.e where housing is on top of non-residential use) by reducing the size of the site area by an amount that is equivalent to the proportion of total non-residential floorspace. The remaining site area is used to calculate net residential density. This will produce a higher density than the unadjusted version.

Fig 16 Quakers Friars-worked example:

Mixed use scheme

Net site area: 1.6ha

Number of dwellings: 230

Residential GIA: 15875sqm + 4284sqm basement car parking = 20159sqm (55%)

Non-residential GIA: 16600sqm (45%)

Density calculation based on 55% of the site area: 0.88ha

Net Density: 230/0.88 = 261dph (using Maccreanor Levington method)

*A standard density calculation, which does not take account of the non-residential uses produces a density of 144dph (230/1.6)

Plot Ratio= Total GIA (36,759qm) / Site area (1.6) = 2.3

Number of bedspaces

Number of dwellings: 230

1b 2p: 112 (112x 2) = 224

2b 4p: 116 (116x 4) = 464

3b 5p: 2 (2x 5)= 10

Total number of bedspaces= 688 / 0.88

Bedspaces per hectare= 782

Appendix A:

Guidance for measuring density, open space and play space

Private open space provision:

Private open space is highly valued and should be provided in all new housing developments. DM27 Layout and Form of the adopted Site Allocations and Development Management Plan requires development to "enable the provision of adequate appropriate and usable private or communal amenity space".

To ensure appropriate provision of private open space in higher density residential schemes, the SPD introduces a private open space requirement.

Open Space

Q2.3 recommends providing a minimum of 5sqm of private outdoor space for a 1-2 person dwellings and an extra 1sq m should be provided for each additional occupant. This can be provided as private balconies or gardens, or as communal gardens and roof terraces.

The likely resident population should be calculated using the guidance in Fig 16.

This minimum private open space recommendation is based on the open space requirement in the London Plan, which is established in the same way as the internal space standards, by considering the space required for furniture, access and activities in relation to the number of occupants.

It is anticipated that standard family housing will provide space in excess of the minimums stated here, to allow for future adaptability of the home and provide outdoor space for play and food growing etc.

Where sufficient private open space cannot be accommodated on site, due to identified constraints, proximity to existing open space may be considered.

Where specialist housing is proposed, such as Purpose Built Student Accommodation (PBSA) and Private Rented Sector (PRS) the space requirement may be met through a combination of internal and external amenity spaces, providing that the internal amenity space is for the exclusive use of the residents, is available to all residents and is free to use. Internal amenity space excludes entrance lobbies, corridors and communal storage e.g. bikes.

Play space provision:

Evidence suggests that a growing number of children are living in higher density 'flatted' schemes in Bristol. In anticipation that this trend is likely to continue, it is important that new residential flats are designed to be child or family friendly.

Ensuring 'everyday freedoms' through higher levels of independent mobility around a neighbourhood and 'children's infrastructure'- the network of spaces, streets and nature which provide space for play and socialising should become key considerations of the design process.

Play Space

Q2.5 recommends providing 10sqm per child. This is based on the estimated child yield of a development, which can be established using the online child yield calculator.

For children aged between 0-4years this should be incorporated within the development as part of the provision of private open space, or as doorstep play integrated within the public realm immediately adjacent to the development. For older children, the open space provision could either be provided on site or as an off site contribution. This will depend on the size of the development, and the sites accessibility on foot to existing play provision (see Fig 4 for guidelines)

Children's play can be integrated into a wider landscape scheme; it does not have to be formal play equipment where integrated within a site.

In some cases, for example schemes with a high proportion of social rented dwellings, the play space requirement will sometimes be greater than the overall open space requirement.

Child Yield Calculator

A Child Yield Calculator for Bristol has been created to estimate the likely number of children in a development. This is based on the numbers of children living in households in Bristol by type, tenure and number of bedrooms. The calculator estimates the number of children from a development broken down into 0-4, 5-11 and 12-15 year olds.

The yields are based on the proportions of children living in households using 2011 Census data. This will be periodically reviewed as new data becomes available.

Fig 17. Quakers Friars-worked example continued:

Private Open space

Total number of units: 230

1bed 2 person units: 112 (112 x 5 sqm)

2bed 4 person units: 116 (116 x 7 sqm)

3bed 5 person units: 2 (2 x 8 sqm)

Total amount of open space required= 1388 sqm.

Play Space:

Estimated child yield age 0-15 year olds (using number of units as above):

(0.05 x 112) + (0.18 x 116) + (0.24 x 2)= 28

(Age 0-4= 17 Age 5-11= 8 Age 12-15=3)

28 x 10 = 280 sqm of play space.

Appendix B:

Guidance for assessing sunlight/ daylight

Achieving adequate levels of daylight and sunlight into the buildings and external spaces where we spend most of our time contributes to our health and wellbeing.

The most commonly used guidance on daylight and sunlight is ' BRE BR 209- Site Layout and Planning for Daylight and Sunlight: A guide to good practice 2nd Edition' (Building Research Establishment, 2011). It contains nationally applicable best practice guidelines on the levels of daylight and sunlight that existing and new development should follow, together with other guidelines including BS 8206-2 Code of Practice for daylighting.

In accordance with the BRE guidance, this SPD aims to:

- Ensure new development is designed to provide good daylighting and sunlighting.
- Protect the daylighting sunlighting of existing buildings.
- Ensure good daylighting and sunlighting of adjoining development sites.
- Ensure good daylighting and sunlighting of public and private open space (including public realm).

One of the key factors in achieving more intensive forms of development, particularly in city centre and urban areas, is a more flexible approach to achieving daylight and sunlight standards for dense urban environments, while still maintaining liveable environments.

A number of assessment criteria set out targets for daylight and sunlight such as BREEAM, Home Quality Mark, WELL standard and LEED. The Local Planning Authority encourages applicants to consider this issue in conjunction with the other design implications set out in such assessments.

Comparative Context Analysis:

The SPD advocates an approach which allows an assessment of daylight and sunlight targets to be informed by comparative contextual analysis. This approach provides flexibility to the application of targets set in the BRE guidance in dense urban environments in line with NPPF paragraph 123 (c).

Where alternative target values are set using a comparative context, it is important that these are self-consistent (i.e. all values are taken from the same scenario). Applicants are advised to refer to Appendix F of BRE BR209- Site layout and Planning for daylight and sunlight.

In determining a comparative context, physical and environmental characteristics should be considered together with other context considerations. For example, the amenity of living in a city centre location, such as the Old City, where its central location, high quality of urban environment and access to public open space compensates for a lesser standard of daylight than may be appropriate in other areas of the city. The appropriateness of a comparative context should be determined through early dialogue with the Local Planning Authority.

Adjoining development land:

Development proposals should have regard to the future potential of adjoining sites, and demonstrate that an appropriate level of daylight and sunlight can be achieved.

Development should be located within the site boundary to ensure a fair share of light to adjoining development sites.

Typically if the 43° method of assessment is satisfied, this will be sufficient to show that future development sites will not be adversely affected with regard to daylighting.

Daylight

Average daylight factor (ADF):

A room with an ADF of 2% is 'partly day lit', a room with greater than 5% ADF is 'well day lit'. However over 6% can result in glare concerns and problems with over heating during the summer months.

No-sky line (NSL)

The point at which working plane sees the sky. Areas beyond NSL tend to look gloomy irrespective of external brightness. The Home Quality Mark requires 80% of the working plane in each habitable room to receive direct light from the sky.

Vertical Sky Component (VSC):

VSC is a 'spot' measure of skylight reaching the mid-point of a window from an overcast sky. Expressed as a percentage, BRE guideline reference;

- VSC of at least 27% will usually give reasonable daylight with conventional window design.
- VSC of between 15% and 27% usually requires special design measures (larger windows, changes to room layout) to provide adequate daylight.

Sunlight

Annual Probable Sunshine Hours (APSH) (internal spaces)

Represents the total number of hours during a year in which sunlight reaches the unobstructed ground. Habitable rooms should achieve 25% APSH in summer and 5% in winter

Sunlight exposure (external spaces)

An appropriately sunlit space will achieve greater than or equal to 2 hours sunlight on 21st March across at least 50% of the space.

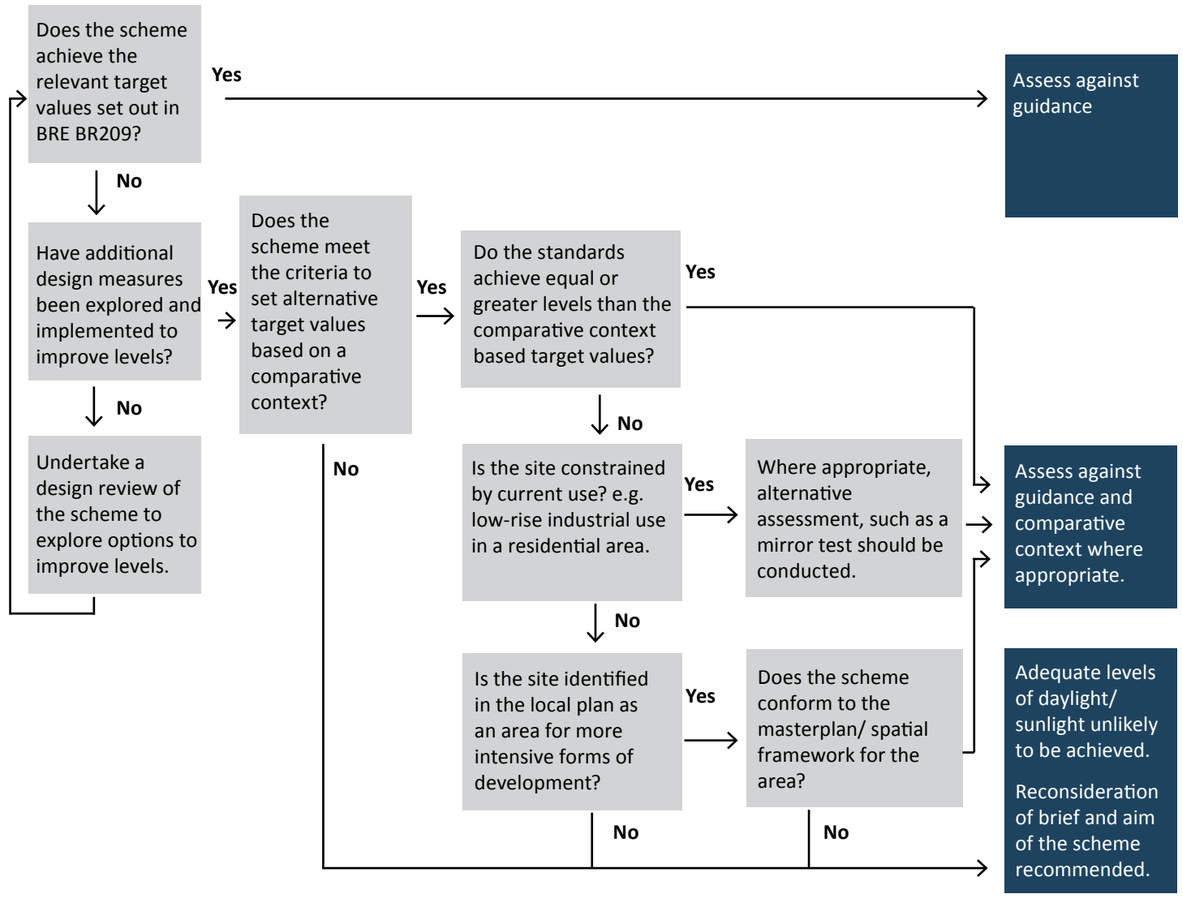


Figure 18: Daylight sunlight flow chart sets out the process for assessing applications which may not meet BRE target values.

The chart should be used for all measures of daylight and sunlight for both existing and proposed development as well as sunlighting public and private open space (including public realm). Design and Access statements should show how proposals respond to each question and provide a clear methodology where design revisions, alternative target values and assessment is proposed.

Appendix C:

Guidance for undertaking visual impact assessments

Production of Photographic images for Planning Submissions

The use of single frame and panoramic photographs illustrating key viewing points and the methods by which they are developed into fully rendered representations are essential to understanding the visual effects of development proposals. Two guidance processes have been produced to advise on the production of images for planning submissions: -

- Guidance for Landscape and Visual Impact Assessments (GLVIA) is currently provided by IEMA/LI (GLVIA3rd Edition 2013)
- Visual impact assessment guidance with specific respect to Heritage Assets, assessed through Heritage Impact Assessment(HIA), principally set out in 'History in View' (Historic England) although 'The Setting of Heritage Assets, 2nd Edition GPA3 is also relevant.

The heritage asset documents relate more specifically to impacts upon heritage assets including listed buildings and historic parks and gardens though the methodology for capturing photographic information for assessment would be the same as that used for sites having a non- heritage related landscape impact.

With reference to the LVIA referred to above the methodology includes discussion of appropriate equipment and its use, photographic techniques for the minimisation of distortion, the placing of images within GPS modelling software to provide accurate location of sites within representative views and how images should be presented for the purposes of submission.

The following recommendations are a distillation of the principles into a series of bullet points in order to assist developers in the provision of accurate and relevant images in support of their planning applications; the principle for seeking compliance with guidance is that, in the case of doubt, the submitted images should be reproducible enabling verification by planning case officers and their advisors.

Agreeing the Image locations

The process resulting in the production of acceptable images is as follows: -

- The developer's design team submits to the council a list of locations likely to be affected by proposals; particular regard should be had to designated areas within policy documents, the setting, curtilage or context of listed buildings or structures designated within policy documents.
- Agreement is reached on which views are incorporated into the assessment process as representative images or verifiable images; the number and type of verified views – wire frame, block view or fully rendered should be clarified at this stage. Treatment of views subject to a high degree of seasonality, the requirement for night time images and the likelihood of a cumulative assessment for specific views should also be agreed at this point.
- Photographs are then inserted into 3D modelling software to produce a final image according to the methodology below.

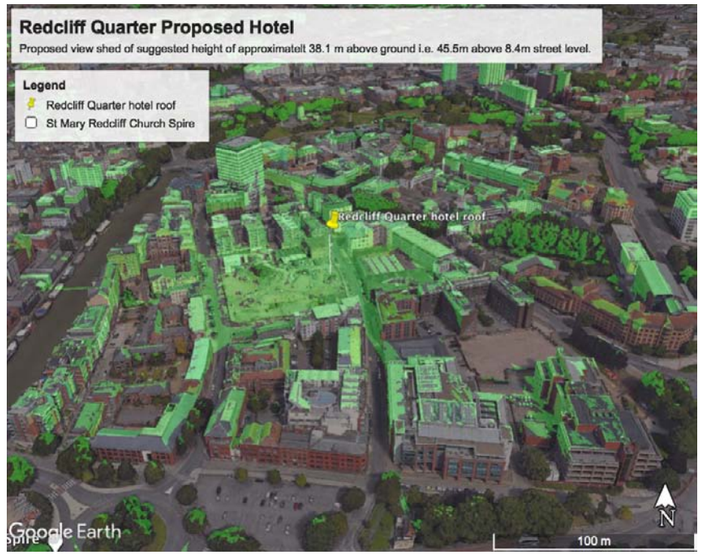


Fig 19:View shed.

These can be prepared using freely available software (in this case Google Earth) to provide a simple but effective way of identifying vantage points and viewing corridors, simply by extruding a point (or series of points for large sites) to the proposed height of the scheme. The green colour illustrates all the points from which the building or structure can be seen. Once the shed is produced, vantage points can be identified. These should be publicly accessible and well used for either recreational or movement purposes. The city's parks, public spaces, pedestrian priority routes and bridges are considered to be particularly important vantage points.

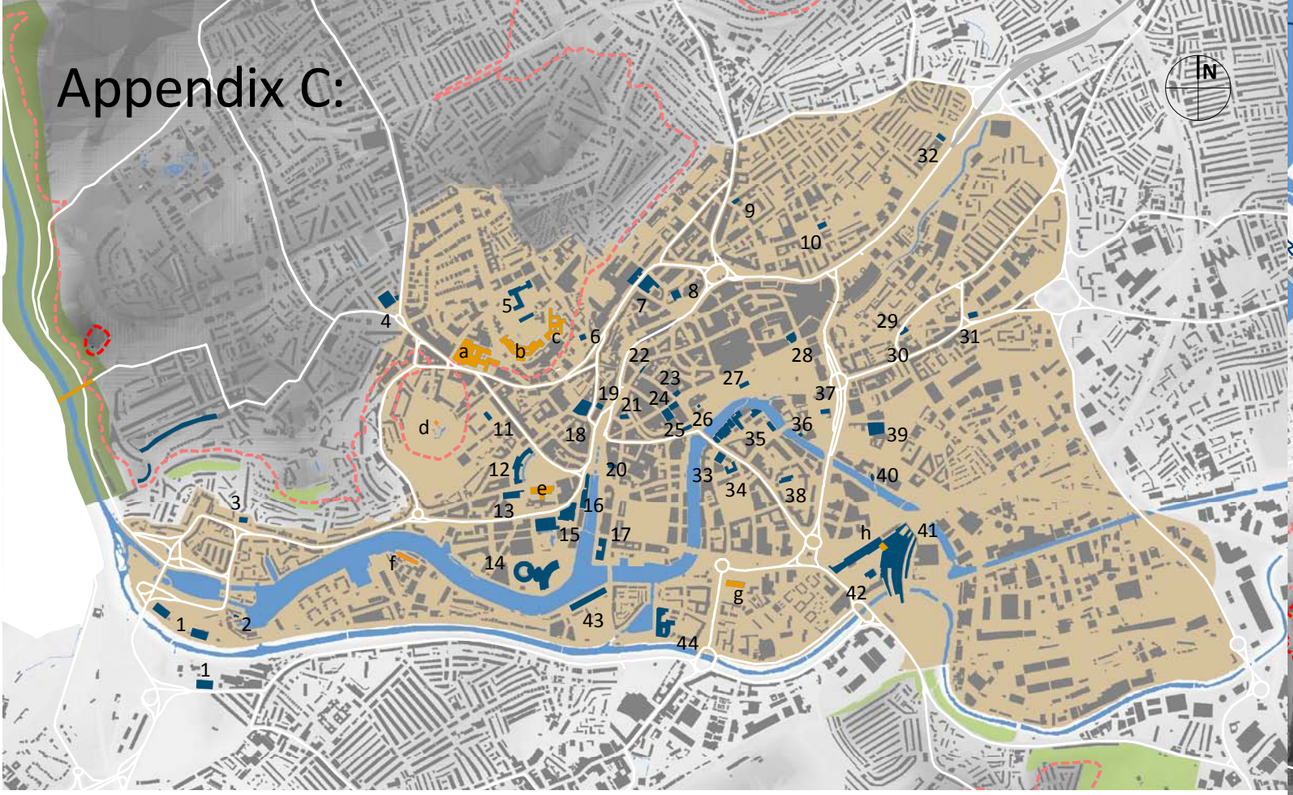
Source: Map data: Google, DigitalGlobe

Production and presentation of images

The methodology set out below recognises that the number and complexity photographic images should be proportional to the size, nature and perceived importance of the application; as a rule more prominent proposals - those having greater scale, part of or affect the setting of a listed building or likely to affect sensitive landscapes - will require a different degree of technical methodology in their production and presentation methods , in particular where panorama views have been agreed.

- Written description of the equipment and technical methodology used in the compilation of images, preferably as a separate bulleted note rather than incorporated into the image sheet.
- Full frame sensor, 50mm fixed lens – 24mm acceptable for close, dense urban environments and portrait orientated images for tall buildings though use of tilt lens is not acceptable.
- Camera tripod mounted and levelled.
- Camera location accurately recorded - a fixed survey pin with accompanying photograph is adequate.
- The whole site photographed and centrally located within the frame with the horizon line mid -way in the image. Where panoramas are required, the methodology should set out the means by which overlapping 2D images have been 'stitched' into a cylindrical projection to omit distortions and then taken back to a 2D planar view for incorporation into 3D modelling software – e.g. LiDAR - to ensure accurate lateral and vertical extent of the proposals.
- Presentation of images at A3, 390mm wide x 260mm high; uncropped 3:2 proportions, correctly set up camera work should print out at this size. With regard to panorama images, in most cases presentation in A3 formats in a ratio of 3:2 proportions will be acceptable, but for schemes of city wide significance affecting a large sector of the Bristol landscape (e.g. powerline applications, or those having significant impacts upon large historic assets such as heritage parkland) panoramas may be required to be presented on A1 width paper in planar projection, image size 260mm high, 820mm wide.
- Night views as required presented as a regularly timed sequence of images from dusk through to full darkness.

Appendix C:



Prominent City Centre Landmarks

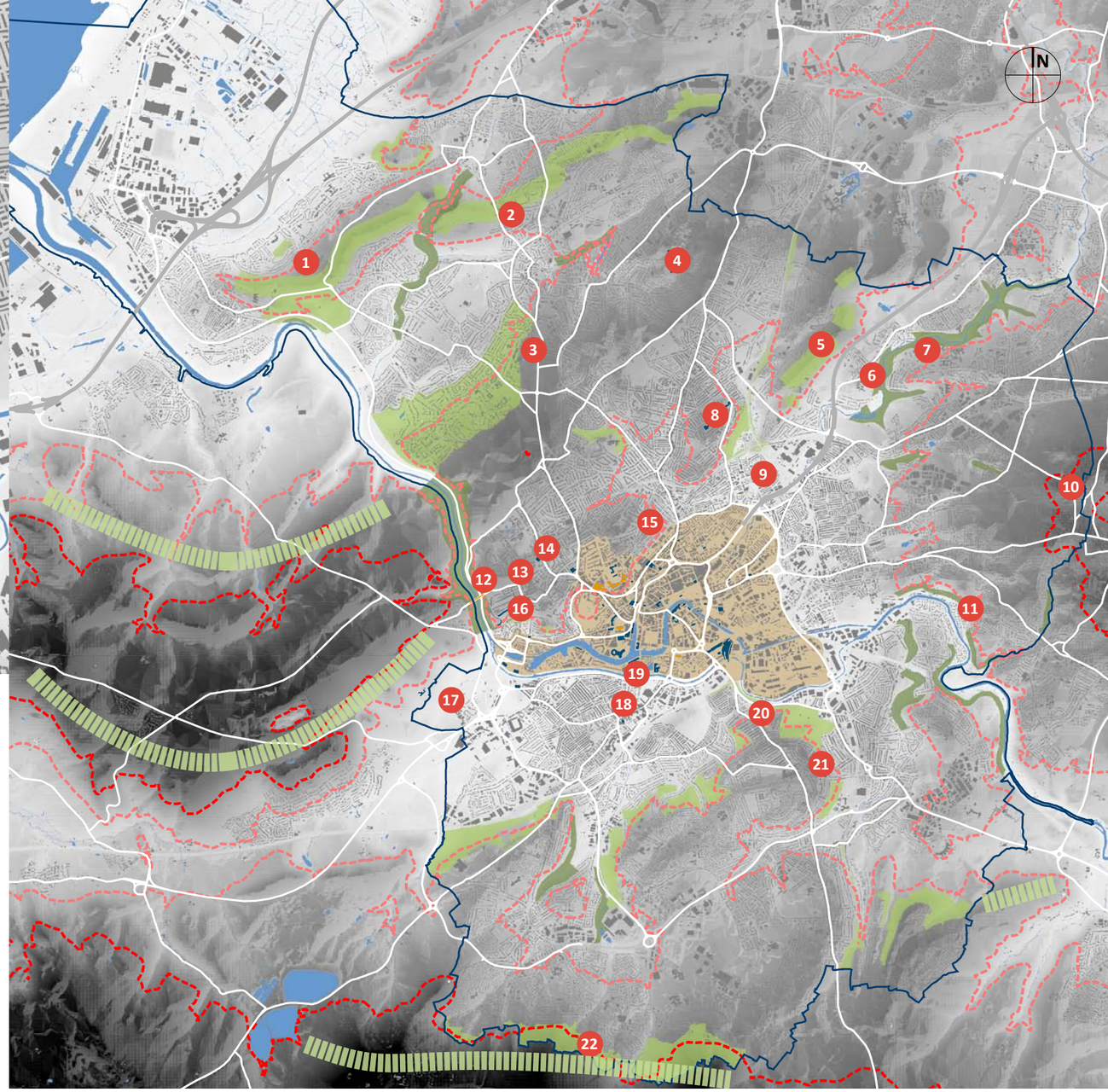
a Wills Memorial Building
b University of Bristol Engineering Building
c University of Bristol Medical School
d Cabot Tower
e Bristol Cathedral
f SS Great Britain
g St Mary Redcliffe
h Temple Meads Station Clock Tower

Key

- City Centre
- Prominent Landmarks
- Secondary Landmarks
- Prominent Green Hillsides
- Gorges
- Steep Sided Valleys
- Ridges
- Water
- 50m contour
- 100m contour

Secondary City Centre Landmarks

1 A Bond, B Bond and C Bond
2 Underfall Yard chimney
3 Church of Holy Trinity, Hotwell Road
4 Victoria Rooms
5 Wills Physics Laboratory, Tyndall Avenue
6 St Michael on the Mount
7 Bristol Royal Infirmary
8 St James Priory
9 City Road Baptist Church
10 St Pauls Church
11 St Georges
12 City Hall
13 Bristol Library
14 We the Curious & Bristol Aquarium
15 Watershed, Anchor Road
16 Lloyds TSB Building
17 Arnolfini
18 Colston Hall
19 Colston Tower
20 Radisson Blu Hotel (Former Bristol and West Tower)
21 St Stephens Church
22 Church of St John the Baptist
23 Christ Church with St Ewen, Corn Street
24 All Saints Court, Corn Street
25 St Nicholas Church
26 Tower of St Mary-le-Port
27 St Peters Church, Castle Park
28 Eclipse Tower, Harvey Nichols
29 Church of St Jude the Apostle
30 Palace Hotel
31 Holy Trinity Church, Trinity Road
32 St Agnes Church
33 One Redcliffe Street
34 Church of St Thomas the Martyr
35 Bristol Brewery Buildings @ Finzels Reach
36 Leadshot Tower
37 St Peter and St James
38 Temple Church
39 Gardiner Haskins
40 The Eye, Temple Quay
41 Temple Meads Station
42 Bristol and Exeter House
43 M Shed & L Shed. Harbourside Cranes



Key

- City Boundary
- City Centre
- Prominent Green Hillsides
- Gorges
- Steep Sided Valleys
- Ridges
- Water
- 50m contour
- 100m contour
- Prominent green hillside beyond city boundary

Key landmarks within wider city

1 Kingsweston House
2 Wesley College, Henbury
3 St Monica's, Cote
4 Southmead Hospital
5 Dower House and Telecoms Tower, Stoke Park
6 Holy Trinity Church, Stapleton
7 Clock Tower, Blackberry Hill Hospital
8 Muller Orphanage Buildings
9 Chimney, Brooks Dye Works
10 Cossham Hospital, Lodge Road
11 Troopers Hill chimney
12 Clifton Suspension Bridge and Observatory
13 Christ Church Clifton
14 Clifton Cathedral Church
15 St Matthew's Church, Cotham
16 The Paragon and Royal York Crescent
17 Ashton Court Mansion
18 Robinson Building, Bedminster
19 Tower of the Church of St Paul
20 Church of the Holy Nativity, Wells Road
21 Water Tower & St Gerard Majella, Talbot Road
22 Dundry Church

Appendix D:

Guidance for understanding pedestrian level wind effects

Wind turbulence, can be affected by the local grouping of buildings and their orientation to the prevailing wind. Isolated buildings (of whatever height) and the open spaces between buildings can be affected by wind patterns especially in transitional seasons, making the spaces unusable. It can also be exacerbated by raising the building on stilts or pilotis. Conversely, a highly integrated street pattern encourages wind to move over the tops of densely built up areas, resulting in a more pleasant microclimate.

Context is key for building massing and wind microclimate effects. Height differential and density grading principles should be considered before active strategies to protect pedestrians at street level are adopted, such as podiums and canopies. These will then help reduce the impact from wind related impacts, in particular downwash and wake.

As a general rule of thumb, a tall building might have an impact on wind patterns in an area with a radius of five times the height of the building. In particular wind speeds should be considered during the design process around the entrances into both proposed and adjacent buildings, along key pedestrian routes and in spaces designed for passive recreation. Where the assessment indicates high wind speeds are likely at any given location for prolonged periods such as to restrict the space, the applicant will be expected to demonstrate how modifications to the siting of the building or modifications to the design (e.g. canopies and windbreaks) would reduce the impact.

When to carry out wind assessments

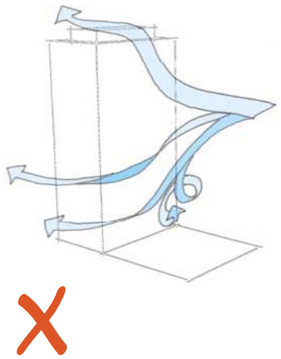
Buildings proposed on exposed sites with large frontages to southwest or northeast tend to be the ones that are most sensitive to wind issues. Also, building near frequently used areas (e.g. train stations) or those that may be used by vulnerable pedestrians (e.g. hospitals and schools) require careful attention. Therefore a degree of judgement has to be exercised, but the following general advice (derived from the City of London's Planning Advice Note: Wind Effects and Tall Buildings, 2017) can provide a guideline for typical office or residential buildings. At the early stage of developing a scheme, bulk, height and massing options for the site need to be thoroughly assessed to avoid the need for retrospective mitigation measures.

10 to 14 Storeys	Desk-Based Assessment
14 to 20 Storeys	Desk-Based Assessment + Computational (CFD) Simulations*
Above 20 Storeys	More Detailed CFD and/or Testing in Detailed Design*

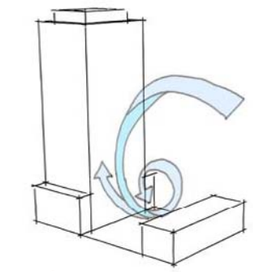
(*) If the Computational Fluid Dynamics (CFD) study indicates the possibility of safety conditions, wind tunnel tests may need to be carried out to quantify and confirm the effectiveness of mitigation measures.

These guidelines need to be read in conjunction with prevailing building heights; where the protruding building is more than twice the average height of surroundings then the risk of building related wind effects may be more pronounced. It will be at the discretion of the Local Planning Authority whether such a building (i.e. a contextually tall building) will require an assessment. Public spaces at high levels (e.g. terraces) fall into the same guidelines as above. Intelligent parapet and landscape design could be used to improve wind conditions on terraces.

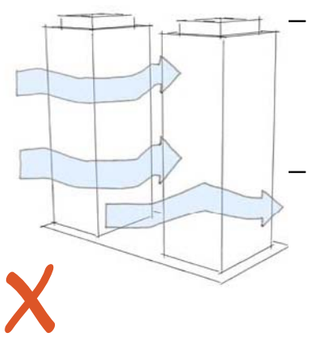
Issues



- Wind flowing down the building face causes accelerated wind speeds near the windward corners.
- Tall and wide facades that face the prevailing winds are often undesirable.



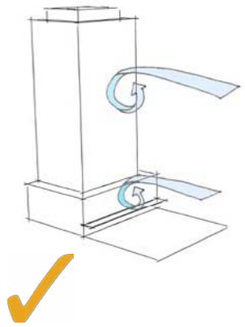
- Buildings create a low wind pressure area immediately downwind.
- A low building upwind of a tall building increases the downward flow of wind, causing accelerated wind near the windward corners.



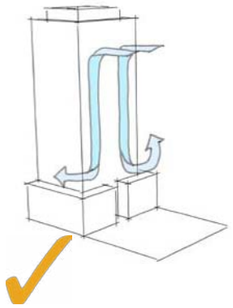
- Wind is funnelled between two buildings causing accelerated winds (wind canyon effect).
- The height, spacing and orientation of the buildings affect intensity of wind acceleration.

Fig 20: Pedestrian level wind effects (based on the Toronto Tall Buildings Guidelines)

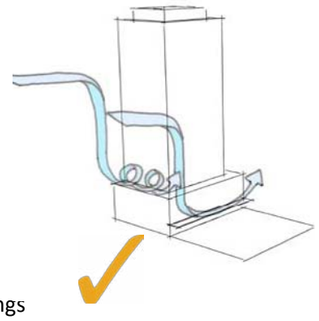
Solutions



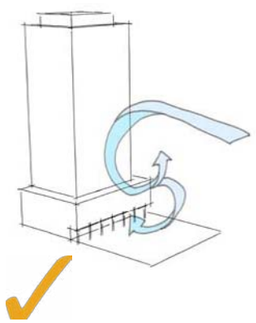
- Towers that step back from base buildings can be used to reduce undesirable downward wind flows.
- The proportions of base building stepbacks and their influence on the wind is affected by the height of the surroundings.



- Base building roof areas that are inaccessible to pedestrians can be used to mitigate against downward wind flows and improve conditions at grade.
- Landscaped base building roof areas can further reduce wind speed at grade.



- The use of horizontal canopies on the windward face of base buildings is beneficial.
- Parapet walls can increase the canopy's effectiveness.
- Sloped canopies only partially deflect downward wind conditions.



- Colonnaded base buildings can be used on windward facades to control downward wind flows.
- Colonnades provide pedestrians a choice of calm or windy areas (breezes are welcome on hot days).

Appendix E

Urban Living Monitoring Data

Applicants should use their Design and Access Statements to set out how their scheme optimises densities - balancing the efficient and effective use of land, with aspirations for successful placemaking, liveable buildings, and a positive response to context. The applicant should demonstrate how this can be successfully achieved, setting out how the scheme addresses this at a city, neighbourhood, street and building level.

Applicants should use the Design and Access Statement to demonstrate that the proposed scheme is a suitable response to the site and its setting, and that it can be adequately accessed by prospective users

Applicants are encouraged to respond positively to the design considerations set out in Part 1, 2 and 3.

The Design and Access Statement should be used to explain the design evolution, showing alternative options that have been considered and setting out the reasons for the selection of the preferred option. The Design and Access Statement should evolve alongside the evolution of the scheme, and should be used for a tool to communicate the vision for the site throughout the pre-application process.

The Design and Access Statements should be designed to be a concise and user-friendly document,. It should aid decision-making by enabling local planning authorities and third parties to better understand the analysis that has underpinned the design of a development proposal. It should comprise graphics and text.

The Design and Access Statement should provide the following quantitative information to enable the scheme to be properly assessed. Density calculations should adopt the methodology set out in Appendix A, with reference being made to worked examples in the companion 'Urban Living – Learning from recent higher density developments (Bristol City Council, 2018)

All schemes (Key facts and figures: Monitoring information)	**To be completed by applicant**
Site area (hectares)	
Number of separate buildings covered in the scheme	
Proposed number of phases for scheme delivery	
Total number of non-residential units	
Estimated number of non-residential building occupants (peak period)	
Total building footprint i.e. Gross external area (GEA) (sqm)	
Residential gross internal floor area (GIA) (sqm)	
Non-residential GIA (sqm)	
Total GIA (sqm)	
Floor Area Ratio (total Gross Internal Area of all floors / site area)	
Site Coverage Ratio (Gross External Area of ground floors /site area)	
Maximum height in metres above ground level of each building and at Above Ordinance Datum (above sea level)	

For residential schemes	**To be completed by applicant**
Total number of dwellings	
Number of units per hectare	
Number of bedspaces per hectare	
Number of private and intermediate dwellings: — 1 bedroom/1 bedspace — 1 bedroom/2 bedspaces — 2 bedroom/3 bedspaces — 2 bedroom/4 bedspaces — 3 bedroom/4 bedspaces — 3 bedroom/5 bedspaces — 3 bedroom/6 bedspaces — 4 or more bedrooms (please specify number of bedspaces)	
Number of socially rented dwellings: — 1 bedroom/1 bedspace — 1 bedroom/2 bedspaces — 2 bedroom/3 bedspaces — 2 bedroom/4 bedspaces — 3 bedroom/4 bedspaces — 3 bedroom/5 bedspaces — 3 bedroom/6 bedspaces — 4 or more bedrooms (please specify number of bedspaces)	
Total number of bedspaces	
Number of units per hectare	
Walking distance to children's play space	
Walking distance to primary school	
Walking distance to GP surgery	

Parking	**To be completed by applicant**
Total number of car parking spaces provided	
Number of allocated parking spaces (residential/ non-residential)	
Number of unallocated parking spaces	
Number of on-street parking spaces provided	
Number of parking spaces provided within basements, podiums or multi-storey arrangements	
Number of parking spaces provided in private garages or driveways	
Number of parking spaces provided in open areas of surface parking	

Accessibility	**To be completed by applicant**
Walking distance to bus stop	
Walking distance to Metrobus stop or train station (which ever is closest)	
Walking distance to local, district or town centre (whichever is closest)	

Appendix F:

Glossary

Base buildings: the section of a taller building which relates directly to the street, typically up to 4 storeys, which serves to frame the public realm and articulate entrances while defining a comfortable human scale. These are sometimes referred to as 'podium' building.

Build for Rent: managed large-scale housing for private rent. Build to Rent relies on income through rent over a number of years, rather than an upfront return on sales through a Build for Sale development model. Its promoters argue that its communities have different needs and priorities to those looking to buy a home and this should be recognised when being assessed by the Planning Authority

Corridor Access: extended internal common parts with apartments on one side (single-banked) or both sides (double-banked)

Maisonette: apartment on two levels (alternatively called a duplex)

Deck access: open-air sheltered access walkway serving upper level apartments (alternatively called gallery-access)

Hyperdensity: a term coined by the architects behind the publication 'Super-Density - The Sequel' to describe very high densities, over 350 homes or dwellings per hectare - derived, not from UK distinctive and popular urban forms, but from global development patterns

Masterplan: describes how a proposal will be implemented, and set out the costs, phasing and timing of development. A masterplan will usually be prepared by or on behalf of an organisation that owns the site. The masterplan sets out key design principles, and how the principles are to be implemented. It is usually submitted in support of an outline planning application for a site.

Place shaping: how a new development contributes to and alters an existing place on a neighbourhood scale. It entails the use of wider planning, housing, economic development and management tools to create a successful place, including the management of uses and the shaping of massing, building height and the layout of routes and urban spaces at a neighbourhood scale.

Place shielding: entails managing the interface between different places where new buildings on the edge of a site can buffer the surrounding area from larger scale buildings within the site or protect the buildings within the site from larger scale buildings or non-residential uses around its edge.

Space Standards: nationally described space standard were published by the DCLG in 2015 and replace a number of existing different space standards used by local authorities. It is not a building regulation and remains solely within the planning system as a new form of technical planning standard.

Spatial framework: prepared for areas where there is a particular need to control, guide and promote change; the area is likely to be in multiple ownership, and developed in multiple stages by multiple developers over many years. Spatial frameworks integrate planning, transport and design thinking. Spatial frameworks are prepared in three dimensions, thus allowing the testing of key view points throughout the design process, and the identification of target development quantums and populations which in turn can assist in identifying future infrastructure requirements (transport, open space, community etc). Spatial frameworks are used to co-ordinate more detailed development briefs, masterplans, public realm plans and design codes. Spatial frameworks should be prepared in consultation with the public, and ideally formally adopted by the council to give them weight in the planning process.

Supplementary Planning Document: build upon and provide more detailed advice or guidance on the policies in the Local Plan.

Appendix G:

Further resources

The following documents have informed the preparation of this SPD and provide useful further reading.

Local Bristol context

Bristol City Council (2018) 'Urban Living – Learning from recent higher density developments' (companion report)

Bristol City Council (2018) Local Plan Review

Bristol City Council (2011) The Bristol Planning Protocol

Bristol City Council (2000-onwards) Bristol Conservation Area Character Appraisals

Bristol City Council (2018) Transport Development Management Guide (in production)

West of England Joint Spatial Plan (2018)

Wider context

Arup (2017) 'Cities Alive: Designing for Urban Childhoods'

Barton, Grant and Guise (2003) 'Shaping Neighbourhoods – A guide for health, sustainability and vitality'

CIBSE (2017) TM59 Design methodology for the assessment of overheating risk in homes

English Partnerships, The Housing Corporation, (2000) 'Urban Design Compendium'

English Partnerships (2006) 'Car Parking - 'What Works Where?'

DCLG (2015) 'Technical housing standards – nationally described space standard'

DCLG (2017) 'Housing White Paper, Fixing our Broken Housing Market'

Historic England (2015) Tall Buildings - Advice Note 4

Historic England (2011) Seeing the history in the view: A method for assessing heritage significance within views

Landscape Institute (2013) Guideline for Landscape and Visual Impact Assessments

Landscape Institute (2017) Townscape Character Assessment

Mayor of London (2016) Housing Supplementary Planning Guide

Mayor of London (2017) Draft new London Plan - The Spatial Development Strategy for Greater London Draft for Public Consultation

Gordon et al (2016) Defining, Measuring and Implementing Density Standards in London – London Plan Density Research Project 1

hta, Levitt Bernstein, Pollard Thomas Edwards, PRP (2007 & 2015) 'Recommendations for Living at Superdensity' & 'Superdensity – The sequel'

Maccreanor Lavington et al for the GLA (2012) 'Housing density study'

Norman (2017) The Savills/CoStar logistics debate - Beds and Sheds and the need for industrial led mixed use

Three Dragons et al for the GLA (2016) 'Lessons from higher density development – A report to the GLA'

ULI UK Residential Council (2016) 'Build to rent – A best practice guide'

Urban Task Force (1999) 'Towards an urban renaissance'

UWE and LGMB (1995) 'Sustainable Settlements: A guide for planners, designers and developers'

Growth and Regeneration

PUBLICATION PREVIEW DRAFT

August 2018
Appendix B1

URBAN LIVING SPD

Consultation Statement

City Design Group
Growth and Regeneration

Contents

1. Introduction **5**

1.1 Purpose of the Urban Living SPD **5**

1.2 SPD's - consultation requirement **5**

1.3 Objectives of the consultation **6**

1.4 SEA Screening Determination **6**

2. Preparation consultation (non-statutory) **7**

2.1 Stakeholder Events **7**

3. Statutory consultation on draft **13**

3.1 Notification and publicity **13**

3.2 Consultation material **13**

3.3 Level of response/details of respondees **14**

3.4 Survey Feedback **15**

- Quick Survey 15
- Detailed Survey 19
- Feedback by Letter 33

4. Consultation themes and responses **57**

Appendices

Appendix A: List of Stakeholder event attendees 61

Appendix B: Consultation Letter 63

Appendix C: Consultation launch press release 64

1. Introduction

The Urban Living SPD (consultation draft) can be found at:

www.bristol.gov.uk/urbanliving

together with the following supporting information:

- Learning from recent higher density developments (evidenc base)
- Draft Consultation Statement
- SEA and HRA Screening Opinion

This Consultation Statement describes the approach taken by Bristol City Council to engage and consult with individuals and organisations on the Urban Living Supplementary Planning Document (SPD). It outlines both the non-statutory consultation that took place during the pre-plan preparation stage, and then the formal consultation that took place on the draft SPD (19 February- 13 April 2018).

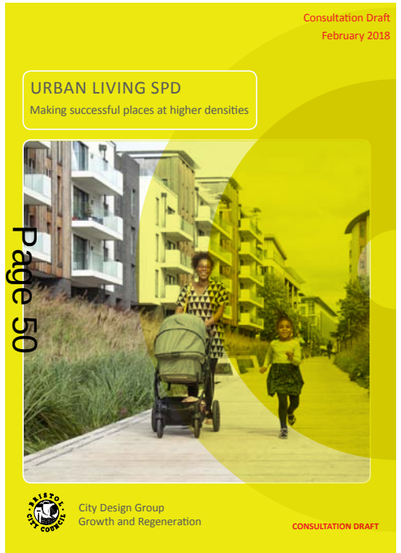
The Urban Living SPD was consulted upon in parallel to a separate consultation on the Issues and Options Paper of the review of the Bristol Local Plan. The Local Plan Review contains a number of new Urban Living policies, and the consultation feedback on these policies have been reviewed separately. It is anticipated that the Consultation Statement for the Local Plan Review will be available by late November 2018- early February 2019.

Bristol City Council has been pleased with the level of consultation feedback on the draft SPD. Respondees could respond in a variety of ways, and the level of response was as follows:

- Quick survey: 613
- Detailed survey: 185
- By email/letter: 145

The Consultation Statement summarises feedback received through the consultation. The range of issues touched on through the consultation has been broad. It has therefore not been possible to provide a response to all the issues raised. Instead, the key re-occurring issues have been highlighted in the back of the report, with an initial idea of how we are likely to respond as we draft the final publication of the report. Our responses have in part also been informed by the White Paper on the NPPF which was released for consultation in March 2018, and the Hackett Report (published May 2018). The intention is to update the SPD over the summer, with a target date for consideration by Cabinet of the 4 September 2018.

1. Introduction



1.1 Purpose of the Urban Living SPD

SPD's add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. SPDs can be considered as material considerations as part of the process of determination of planning applications.

The Urban Living SPD adds further detail to the policies in the existing Bristol Local Plan, and in particular policies BCS20 (Efficient and Effective Use of Land) and Policy BSC21 (Quality Urban Design).

Bristol's Local Plan is currently under review and will contain new policies on Urban Living (ULH3&4). On adoption of the Local Plan (anticipated 2020), the Urban Living SPD will provide further detail to these new policies.

On adoption, the Urban Living SPD will replace the existing SPD1 Tall Buildings (adopted 2005), which will remain in place until then.

1.2 Supplementary Planning Documents-consultation requirement

SPDs are not part of the development plan. As such, they are open to less scrutiny through the plan-making process than the Local Plan. The Town and Country Planning Regulations (2012) states that before a local planning authority adopt a supplementary planning document it must prepare a statement setting out—

(i) the persons the local planning authority consulted when preparing the supplementary planning document;

(ii) a summary of the main issues raised by those persons; and

(iii) how those issues have been addressed in the supplementary planning document.

Bristol City Council's 'Statement of Community involvement' (2015) sets out Bristol's consultation expectations for a Supplementary Planning Document. It sets out three main stages in preparing an SPD:

Stage 1 – Preparation: Draft Supplementary Planning Document is prepared.

Stage 2 – Consultation on draft: Council publishes draft Supplementary Planning Document for public comments for minimum period of four weeks.

Stage 3 – Adoption: Final Supplementary Planning Document is prepared taking account of comments received at Stage 2. Document is presented for adoption at a meeting of the council's Cabinet.

1.3 Objectives of the Urban Living SPD consultation:

Public consultation took place from 19th February -13th April 2018. The objectives of the consultation and accompanying communications and engagement activities were to:

- Allow for non-statutory consultation at the preparation stage involving Bristol's planning, property and design communities;
- Use local precedent schemes to illustrate what is meant by Urban Living;
- Provide 7 weeks consultation period on the draft SPD (rather than the 4 weeks formally required)
- Collect feedback from stakeholders to refine the documents;
- Ensure a coordinated approach to consultation with the Local Plan Review, Issues and Options Paper, a similar timetale for responses being provided;
- Build awareness of the consultation using local press and social media, providing a short film in support of the consultation which illustrates a balanced and broad range of viewpoints;
- Provide convenient ways for people to get involved and give their feedback, both on-line and off-line;
- Monitoring national and local media stories/ articles relating to higher density/tall buildings.

1.4 SEA Screening Determination

In accordance with the requirements of regulation 9(1) of the Environmental Assessment of Plans and Programmes Regulations 2004, the Council has determined that this SPD should not be subject to a Strategic Environmental Assessment This determination has been arrived at in agreement with relevant statutory consultees. A copy of the SEA Determination Letter and Statement of Reasons were published at the following location on 31st May 2018:

https://bristol.citizenspace.com/growth-regeneration/urban-living/

2. Preparation consultation

2.1 External Stakeholder Events

A decision was made to engage with key stakeholders early on in the pre-plan making process. This was in recognition of the high degree of interest in the issues surrounding urban living and a desire to explore some of the technical issues with an expert audience comprising Bristol's planning, development and design communities.

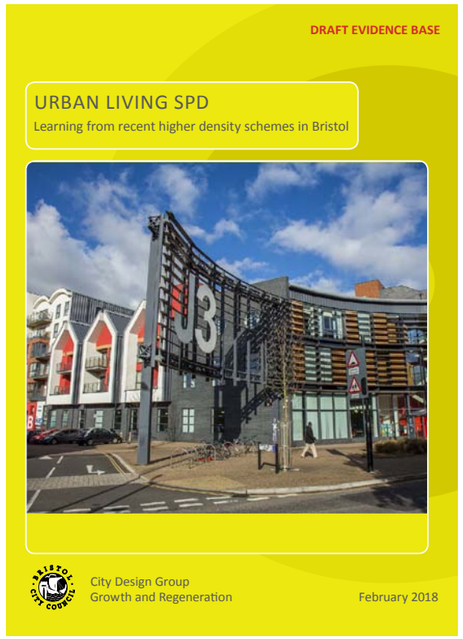
During the course of preparing the 'Urban Living SPD-Making successful places at higher densities' Bristol's planning, design and development community have been engaged through two formal consultation events.

- Launch Stakeholder Event- 16th March 2017
- Follow-up Stakeholder Event- 28th September 2017

Briefing sessions/information exchanges

A number of briefing sessions have taken place throughout 2017 which have provided further opportunities to test emerging thinking, and explore a range of perceptions.

- Bristol Property Agents – 16 October 2017
- Core Cities Planning Group – 3 March 2017
- Homes West – 21 September 2017
- Neighbourhood Planning Network – April 2017, 10 October 2017
- South Gloucestershire Strategic Planners – 22 August 2017, 31 October 2017
- Urban Design London – 2 May 2017



Companion Document: Urban Living- Learning from recent high density development

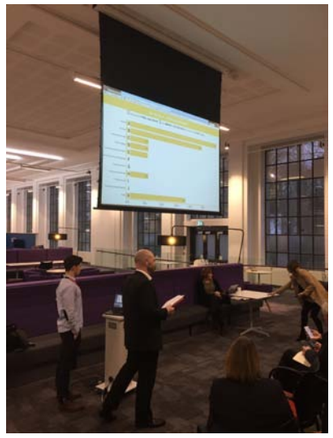
Accompanied site visits

In support of the preparation of a companion document to the Urban Living SPD, **'Urban Living-Learning from recent high density developments'** a number of accompanied site visits were made, set out below:

- Wapping Wharf – 10 May 2017
- Finzels Reach – 28 April 2017
- Paintworks – 10 May 2017
- Junction 3 – 27 April 2017
- Keynsham Civic Centre – 27 April 2017
- Burgess Salmon Office, Temple Quay – 27 April 2017
- Gainsborough Square – 20 April 2017
- Southmead Hospital – 3 May 2017
- Filwood Business Park – 20 April 2017
- One Bristol, Lewin's Mead – 9 May 2017

Photo: Chris Bahn

2. Preparation consultation



Photos from consultation event held at City Hall 16 March 2017

Launch Stakeholder Event – 16 March 2017

On the 16 March a stakeholder event was held in the Cash Hall at City Hall, which was attended by over 60 stakeholders. These were invited stakeholders from Bristol's planning, design and development communities (see appendix a).

The event consisted of an introductory presentation from the Exec Member, followed by an overview of our emerging thinking from the Head of Planning. There was then an opportunity for group discussions.

The key findings are set out on the following page.

5.15pm	**Welcome**
	Councillor Helen Holland - Cabinet Member for Place, Bristol City Council
5.20pm	**Setting the scene**
	Zoe Willcox, Service Director – Planning, Bristol City Council
5.40pm-7pm	**Discussion**
	Chaired by Barra Mac Ruairi – Strategic Director Place, Bristol City Council
	Quick Poll 1 (5 mins)
	Group Discussions (35 mins)
	Based on your experience of delivering, designing, or assessing higher density development in Bristol to date…..
	Q1. What could and should the new guidance cover?
	Q2. What has to change in the system to enable us to achieve higher quality development?
	Reporting back (25 mins)
	Quick Poll 2 (10 mins)
	Closing comments

Urban Living SPD – Themes emerging from initial scoping event

16 March 2017

It is important that the Urban Living SPD is informed by a thorough understanding of context. This should cover the whole city and include: views in and out of the city; historic growth of city; heritage assets; topography; movement and accessibility; capacity of existing areas/communities for change.

New guidance needs to provide greater clarity on the areas considered suitable for higher density development. The City's transport hubs, radial routes and city centre are obvious foci. Less obvious opportunity areas in the south and east of the city, should be proactively explored through spatial frameworks.

Design guidance needs to be informed by existing best practice. Wapping Wharf and Paintworks were identified as good local examples of higher density mixed use developments. We should also learn from the experience of other UK cities, particularly London which has been grappling with these issues for longer.

Design guidance needs to clearly set out what is being sought from higher density development, without being overly prescriptive. Potential topics include: efficient site planning; privacy distances; daylight requirements; single/dual aspect apartments; private and communal open space (courtyards, balconies, winter gardens, roof gardens); public realm design including the role of the natural environment; mixing of uses; active frontages; car parking approaches/storage; and servicing development.

A greater focus is required on building new high density developments that better integrate into the wider neighbourhood. This will involve greater community consultation at an earlier stage to establish local aspirations, concerns and need, and a greater recognition that higher density development places significant pressure on existing community infrastructure such as GP surgeries, public transport and public open space.

Guidance needs to positively say where tall buildings will be encouraged whilst setting out their limitations in terms of delivering affordable housing, using land more efficiently and delivering successful placemaking. Assessment criteria will still be required.

Bristol City Council needs to be more proactive about promoting higher density, higher quality development. This could be achieved through the adoption of a more positive and collaborative planning role, informed through a deeper understanding of local need and market deliverability. It could also be achieved by leading by example in the development of its own land and securing funding to deliver supporting infrastructure.

2. Preparation consultation

Follow-Up Stakeholder Event – 28 September 2017

On the 28 September a follow-up stakeholder event was held. Again this was in the Cash Hall at City Hall, and was attended by over 60 stakeholders. These were invited stakeholders from Bristol's planning, design and development communities.(see appendix b).

The event consisted of a series of presentations followed by group discussions.

5-5.15pm	Arrival, signing in, tea and coffee
5.15pm	**Welcome/short film**
	Councillor Nicola Beech,
	Cabinet Member for Spatial Planning and City Design, Bristol City Council
5.25pm	**Urban Living SPD – Recap on our initial thinking**
	Zoe Willcox, Service Director – Planning, Bristol City Council
5.35pm	**Urban Living SPD – Baseline studies**
	Julie Witham, City Design Group, Bristol City Council
5.55pm	**Creating successful communities at higher density**
	Sarah McQuatt & Jayne Whittlestone, United Communities
6.10pm-7pm	**Workshops (40mins)**
	First session: Learning from recent higher density schemes
	Second session: Understanding context/exploring opportunities
	Reporting back (10 mins)

Photos from consultation event held at City Hall 28 September 2017

Urban Living SPD - Summary of themes and feedback from follow-up event:

28 September 2017

General:

Generational and megatrends- there is a need to take a strategic approach to the document and provide adequate future-proofing in response to long-term, generational changes in attitude to issues including:
- Car ownership, storage and use.
- Tenure
- Type and provision of private amenity space
- Flexibility and adaptability of accommodation typologies.

Quality of public and private realm-
- Vibrant, successful places are where street life thrives, with comfortable microclimate and space for activities to occur.
- Both public and private space needs to have a clearly defined function and be appropriately designed for that function. For example providing childrens' play, quiet spaces etc.

Community Focus-
- Bristol is at its best when its community focussed. Therefore new development needs to support mixed and balanced communities and respond to existing community needs.

Density-
- Still difficulty in defining a consistent method which will allow for a genuine comparison of schemes.
- Should not let this be the defining measure of assessment; focus should be on design quality and integration into an area.
- Importance of understanding relationship between gross and net densities on the character of areas. Should not be seeking to increase densities to the detriment of open space etc.

SPD-
- Generally felt that there is a lot of existing guidance. The SPD should not repeat or duplicate this information, rather signpost to relevant documents.
- Clear assessment criteria and template considered to be positive for all involved parties.
- Proactive promotion of sites for higher density to provide some certainty for developers and investors. Need to manage vision for and aspiration for more outlying areas to encourage a more intense use of sites.

Case Studies:
- Generally well chosen.
- Could draw out other lessons from aspects other than design and location.
- Should include a tall building example.
- Could draw on other existing guidance- CABE, RIBA, AoU etc.

Locational Guidance:
- General consensus around transport nodes and public transport routes, although need to ensure existing infrastructure has capacity for intensification.
- PIWAs- for both intensification of employment use and introduction of high density residential.
- No specific objections to the locations shown on the plan. Additional locations identified including early 20th century estates for intensification – Lawrence Weston, Southmead, Shirehampton, Filwood etc.
- Any specific locations need to be informed by city-wide analysis and character assessment.

3. Statutory consultation on draft

3.1 Notification and Publicity

The statutory consultation on the draft Urban Living SPD was formally launched on 26th February 2018 for 7 weeks, closing on 13th April.

A range of methods were used to ensure that relevant individuals and organisations were made aware of the consultation and ways of giving their feedback.

A press release was published on 1st March 2018 by the City Council Newsroom and promoted across the City Council's social media.

Stakeholder Organisations

A number of stakeholder organisations were drawn from the Local Plan Consultation Database and Neighbourhood Planning Network including:

- Community and neighbourhood groups
- Planning Agents and Architects with interests in the area
- Heritage groups
- Environment and Ecology groups
- Transport groups
- Business groups

Letters were sent to all identified stakeholder organisations on February 20th, inviting comments on the draft Urban Living SPD (See Appendix XX). These letters contained links to both online surveys as well as providing contact details for those wishing to send letter/ email responses to the consultation.

Wider Public

The main portal for information about the consultation was Bristol City Councils citizen space consultation hub. This page had digital versions of the Draft Urban Living SPD and companion document Urban Living- Learning from recent higher density development.

Links to both the Quick and Detailed Survey where also provided, together with contact information for people to respond by email or letter.

3.2 Consultation Materials

Film

A short film was also prepared to accompany the consultation information and was made available through the Council's social media and consultation hub web page. The film received 396 views and is available at the link below:

https://www.youtube.com/watch?v=gi9SzpBw4YE

Printed documents

50 copies of the Draft Urban Living SPD were printed. One copy was sent to each library within Bristol, with a letter attached signposting how to respond to the consultation.

Other copies were brought to consultation events. One copy was supplied to the Architecture Centre.

Surveys

In order to gauge views from as wide an audience as possible two surveys were prepared: a quick survey and detailed survey.

The quick survey was designed to gauge general views on higher density development and tall buildings. The 9 questions did not require respondents to have read the entire SPD and was largely targeted at the general public.

The detailed survey was targeted at those who had read the entire Urban Living- Making successful places at higher densities consultation draft SPD and asked 10 specific questions related to the general design principles for higher density developments (including tall buildings), location of a number of 'Urban Living' focal areas, proposed new residential quality standards and assessment guidance for applicants. This provided the opportunity for those involved in the development industry and other interested parties to comment more fully on the detailed proposals.

3.3 Level of response/details of respondees

Bristol City Council has been pleased with the level of consultation feedback on the draft SPD. Respondees could respond in a variety of ways, and the level of response was as follows:

- Quick survey: 613
- Detailed survey: 185
- By email/letter: 145

We were particularly pleased with the level of response to the detailed survey, which first required respondents to read the SPD first before asnwering specific questions about the document.

Respondents identified themselves as follows:

Quick survey – 9% professions/13% amenity or community planning groups/77% neither

Detailed survey – 31% professionals/27% amenity or community planning group/42% were neither

Letters: 1/3 Bedminster residents-remaining professional audience

3. Statutory consultation on draft: Quick Survey

Survey Feedback: Quick Survey

Purpose and Scope

The quick survey was designed to gauge general views on higher density development and tall buildings. The questions did not require respondents to have read the entire SPD.

The survey asked 9 questions related to the key themes of the SPD. Respondents where able to choose which questions to provide feedback on, therefore the following outlines the feedback received from completed submissions.

Who responded?

The quick survey received a total of 665 responses, with 42 partial and 623 completed responses. Of the respondents that answered 91% (560 respondents) live in Bristol, with 8% (46 respondents) working in Bristol and 1% (6 respondents) neither live nor work Bristol.

Of the respondents that answered 9% (59 respondents) are professionally involved in the development sector, 13% (81 respondents) are a member of an amenity group or community planning group that is actively involved in planning matters and 77% (485 respondents) are none of the above.

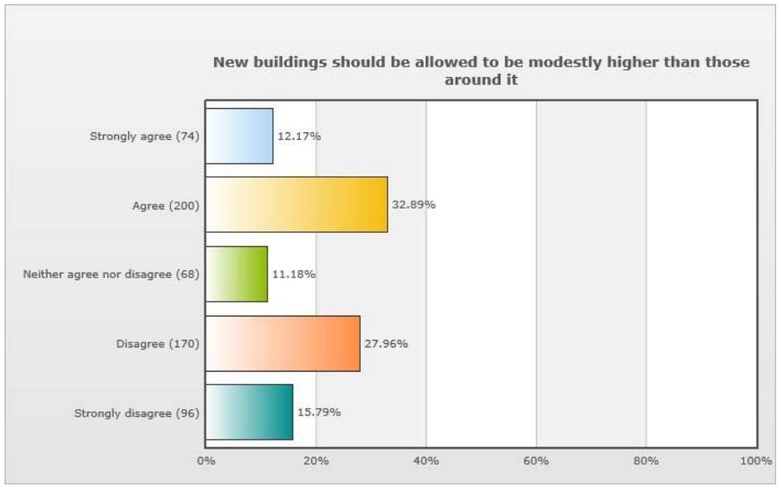
Of the respondents that answered there was a 50% female/ 42% male split, with 8% preferring not to say. The majority of respondents were aged between 25-44 forming 39% of response with 45-64 age group forming 35%% of responses.

The majority of respondents who provided a postcode were from the Bristol area (37% from Bedminster), with 1 respondent from Bath, 1 from Gloucester and 2 from Berrow.

Summary of responses:

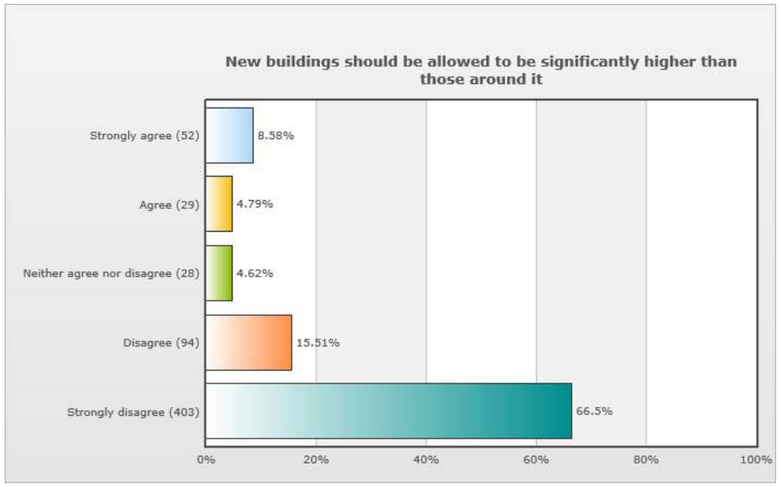
- 50/50 split between respondents agreeing/ disagreeing on whether new buildings should be allowed to be modestly higher than those around it.
- Clear majority strongly disagreed that new buildings should be allowed to be significantly higher than those around it.
- The majority agreed that new building heights should reflect the prevailing building height of those around it.
- Support for the locations proposed for higher density development ranged from 24% (local and district centres) to 58% (large vacant sites), with areas close to existing and proposed transport hubs receiving the second and third highest level of support (47-55%).
- There was strong support for new apartment blocks to be designed for a mix of residents, regardless of their age, family composition, tenure etc.
- There was strong support for new residential development being primarily delivered in low and mid-rise developments, rather than high rise tower blocks.
- There was strong disagreement that Bristol should extensively promote high rise tower blocks to meet its housing need.
- A clear majority agreed that residential units should have access to private external space.
- There was strong support for only allowing significantly higher density development in neighbourhoods where the local infrastructure can support it.

Question 1



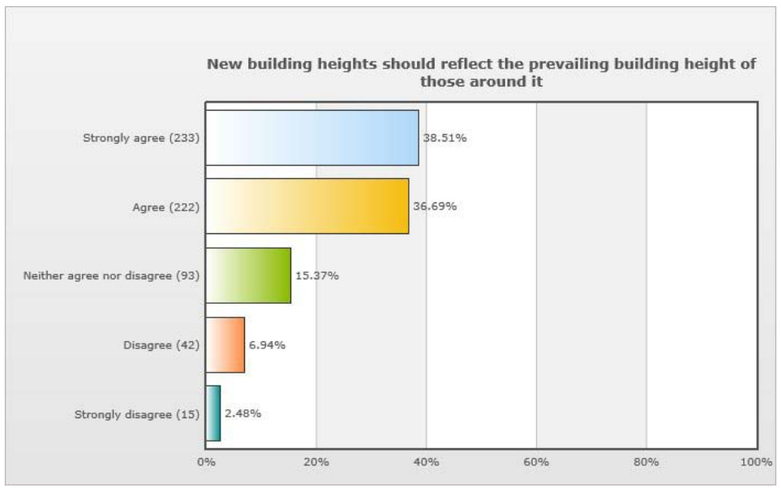
Responded: 608 Skipped: 15

Question 2



Responded: 606 Skipped: 17

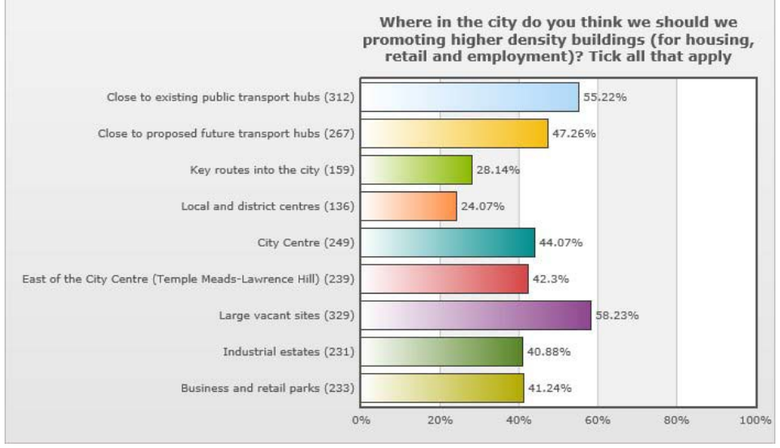
Question 3



Responded: 605 Skipped: 18

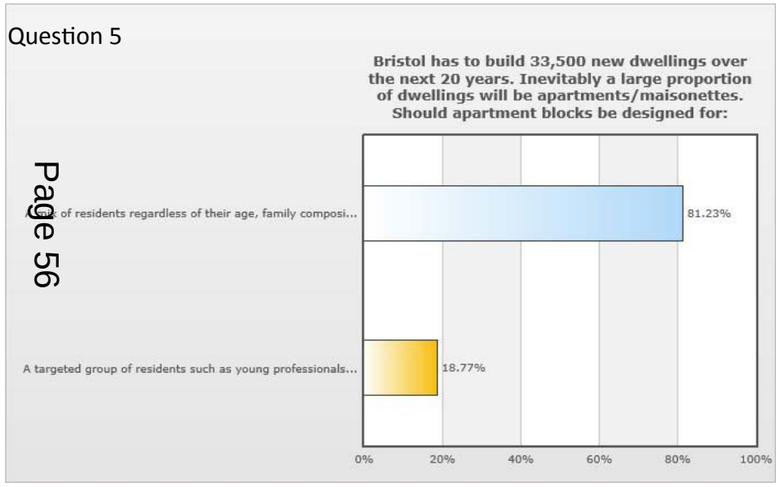
3. Statutory consultation on draft: Quick Survey

Question 4



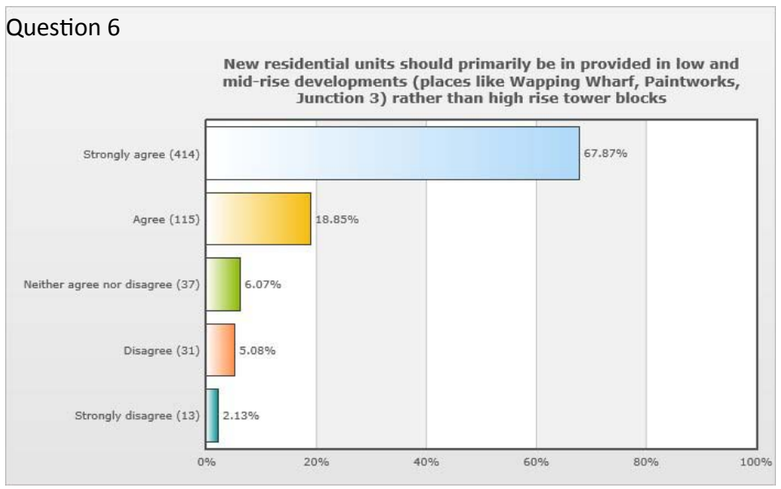
Responded: 565 Skipped: 58

Question 5



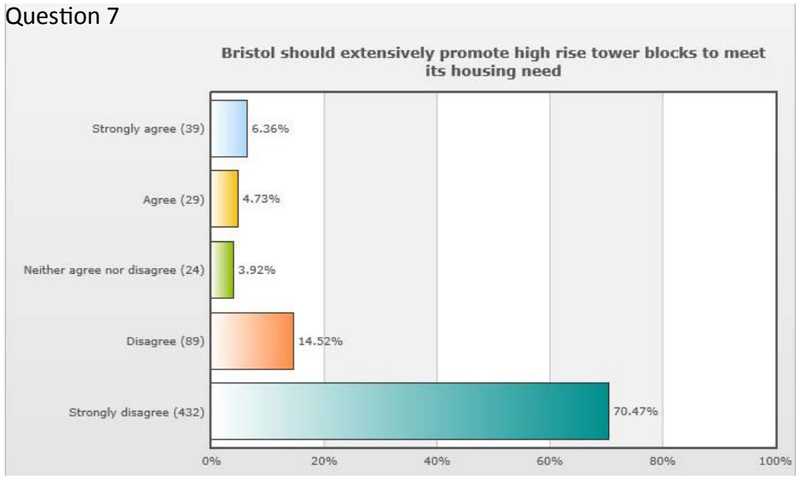
Responded: 602 Skipped: 21

Question 6



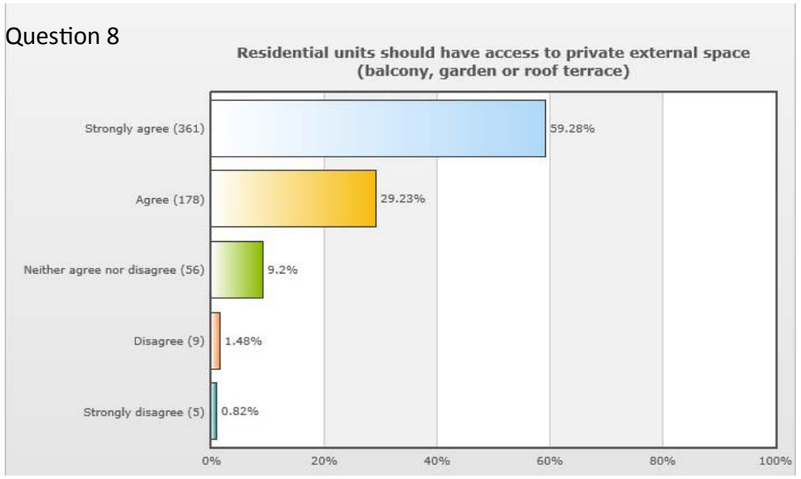
Responded: 610 Skipped: 13

Question 7



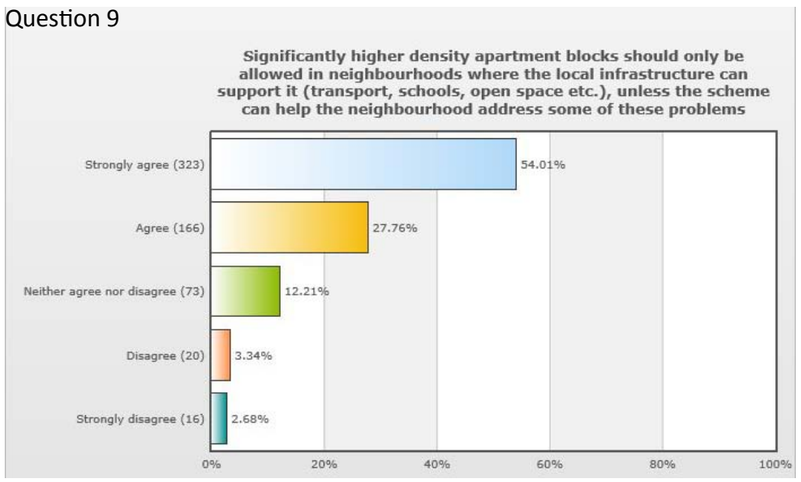
Responded: 613 Skipped: 10

Question 8



Responded: 609 Skipped: 14

Question 9



Responded: 598 Skipped: 25

3. Statutory consultation on draft: Detailed Survey

Survey Feedback: Detailed Survey

Purpose and scope

Targeted at those who had read the entire Urban Living- Making successful places at higher densities consultation draft SPD.

Asks 10 specific questions related to the general design principles for higher density developments (including tall buildings), location of a number of 'Urban Living' focal areas, proposed new residential quality standards and assessment guidance for applicants.

Respondents were able to choose which sections of the document they wished to give their feedback on, including free text sections at the end of each question.

Therefore the following sections outline the feedback received question by question and includes a summary of the free-text responses provided.

Who responded?

The detailed survey received a total of 185 responses, with 110 partial and 75 completed responses. Of the respondents that answered 84% (52 respondents) live in Bristol, with 11% (7respondents) working in Bristol and 5% (3 respondents) neither live nor work Bristol.

Of the respondents that answered 31% (22 respondents) are professionally involved in the development sector, 27% (19 respondents) are a member of an amenity group or community planning group that is actively involved in planning matters and 42% (29 respondents) are none of the above.

Of the respondents that answered there was a 32% female/ 52% male split, with 16% preferring not to say. The majority of respondents were aged between 25-44, forming 41% of responses.

All respondents who provided a postcode were from the Bristol area, the majority from Bedminster forming 49% of responses, with one exception from London.

Summary of responses:

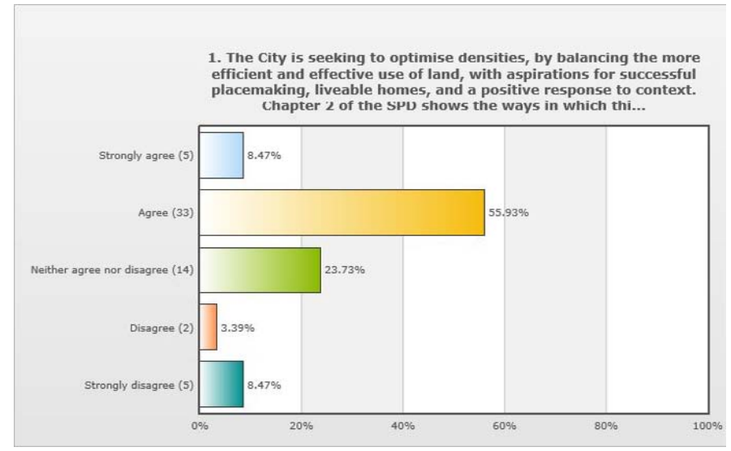
- The majority of respondents supported the aspiration to optimise densities, by balancing the more efficient and effective use of land, with an aspiration for successful placemaking, liveable homes and a positive response to context.
- The majority of respondents supported the aspiration to modestly increase densities within most areas of Bristol and significantly increase densities in identified Urban Living focal areas through a design-led approach, with a spatial plan being prepared for areas of anticipated change. However there were concerns that the design-led approach to determine the level of change needs to precede the identification of areas for significant intensification (see Q2 detailed response summary).
- The majority of respondents supported a minimum net density of 50dph, except where densities below this are essential to safeguard the special interest and character of the area, and an upper threshold, expressed as Hyper-density, over which development would be discouraged and subject to much more rigorous impact testing. However the majority of respondents did not agree with the upper threshold limit of 350dph, citing a lower density threshold around 200-250dph in central areas.
- The majority of respondents supported the introduction of a number of Residential Quality Standards, with every standard receiving a high percentage of support.
- The majority of respondents strongly disagreed with the aspiration to encourage tall buildings, while there was no clear result with regard to the definition of a tall building (of 10+ residential storeys) with a slight bias to disagree with the definition (27.12%).
- The majority of respondents supported the aspiration to require applicants to use a number of new checklists and considered that this would provide greater clarity on what is expected in support of a planning application.
- The majority of respondents supported the aspiration to require additional scrutiny for all tall buildings and major residential developments. However a large percentage of respondents did not agree with the thresholds as currently proposed: 150phd in a suburban setting, 200dph in an urban setting and 350dph in a central area, citing that these thresholds were generally too high.
- The majority of respondents agreed that the future maintenance and management of schemes should be considered at planning stage. A number of respondents commented on what the scope of a Management practice note should include, with general themes related to affordability of management/service charges, maintenance and management of communal spaces, life cycle costs and monitoring the impact within the neighbourhood (see Q8 detailed response summary).
- A number of respondents commented on the document 'Urban Living- Learning from recent higher density developments', with most supporting the idea of using case study review to inform the SPD and the choice of case studies used. However the majority highlighting the need to expand the remit of the document to included other UK core cities and European examples. It was also commented that the document could have included more studies of tall buildings.
- A significant majority of respondents thought the document should be retained as a single document, rather than split into 2 parts: 1) introduction, Design Guidance, Quality Standards and Tall Buildings; 2) Guidance on Planning Applications and Assessment Criteria.

3. Statutory consultation on draft: Detailed Survey

Key Issues emerging from Detailed Survey

1 Strong objection to the promotion of tall buildings to meet housing need from visual, social and environmental perspective.
2 General support for the Urban Living 'Focal area' approach based on the principles set out, but concern that the areas highlighted are not clearly an output of this, and need to more clearly set out anticipated level of intensification (based on a more robust analysis of existing infrastructure and facilities)
3 Strong objection to development of up to 350dph in the Bedminster area.
4 Support for a Hyper-density threshold, but at a lower density than the 350dph currently proposed in the central area and lower again for urban and suburban areas.
5 General support for Residential Quality Standards, but evidence base challenged and some critics suggesting some are too specific and may hinder desired higher density development.
6 Not enough emphasis on green and blue infrastructure within both public and private realm, concern that higher density development will fail to deliver enhancement without stricter guidance.
7 Criticism that the document doesn't provide adequate assessment of context to support and justify location based guidance (e.g. Conservation areas, PIWAs etc).

Question 1:



Response: 59 answered 16 skipped 48 Extended answer

59 Respondents chose to share their opinion on the aspiration to optimise densities, by balancing the more efficient and effective use of land, with aspirations for successful placemaking, liveable homes and a positive response to context, with a clear majority supporting this aim.

48 Respondents provided additional comments related to the design guidance. Those that responded in support of the general aspiration generally cited concerns with regard to:

- The enforceability and deliverability of the standards and guidance
- The need for a plan-led approach to densification in 'Urban Living' focal areas in advance of areas development coming forward, with many citing the need for masterplans
- The inferred link between higher density development and high rise buildings, with the majority of respondents referring to evidence that mid-rise forms produce high densities
- The majority of respondents were not supportive of the promotion of tall buildings
- Those that were not totally opposed to tall buildings were concerned the guidance was not sufficient to guide the siting of tall buildings
- Some respondents expressed concern that the principles set out did not relate to the subsequent identification of Urban Living focal areas; notably areas referred to included Bedminster and Cumberland Basin, with other respondents suggesting the need for a 'graded' approach to the level of intensification in an area (reference made to Fishponds and Henbury)

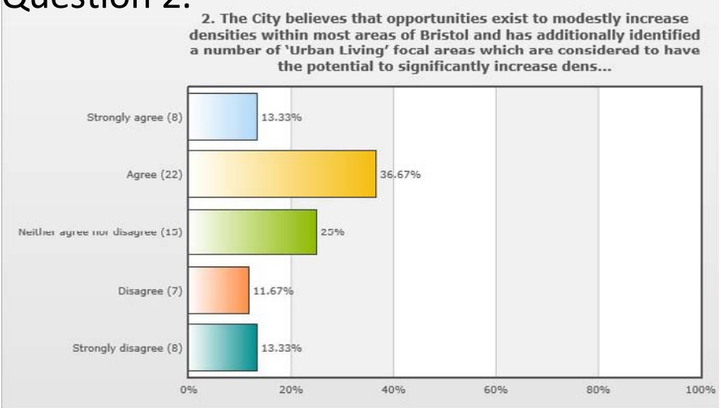
Those that responded who were not in support of the general aspiration cited anecdotal evidence that most people want/ need more living space by way of building more bungalows, larger flats and houses that have a garden.

A number of respondents provided specific comments on the design guidance, with general themes including:

- Green and blue infrastructure- more information and greater emphasis required on how higher density development should incorporate and support the city's existing assets and support resilience to climate change. Reference also made to the inclusion of Active Design
- Sustainability-Greater emphasis on sustainable lifestyles which denser living supports.
- Car parking and ownership- several respondents stating that car-free development should be promoted in the central area.
- Student accommodation- guidance should consider other forms of residential provision including student accommodation and PRS.
- City wide context analysis- several respondents commented that the guidance was not sufficiently informed by the Bristol context and did not make reference to other policies such as PIWAs and Conservation Areas.
- Tall buildings- as above. Some respondents stating the guidance is not sufficient to replace current SPD1.

3. Statutory consultation on draft: Detailed Survey

Question 2:



Response:

60 answered

15 skipped

51 Extended answer

60 Respondents chose to share their opinion on the aspiration to modestly increase densities within most areas of Bristol, and significantly increase densities in identified Urban Living focal areas through a design-led approach, with a spatial plan being prepared for areas of anticipated change. The majority of respondents support this aim.

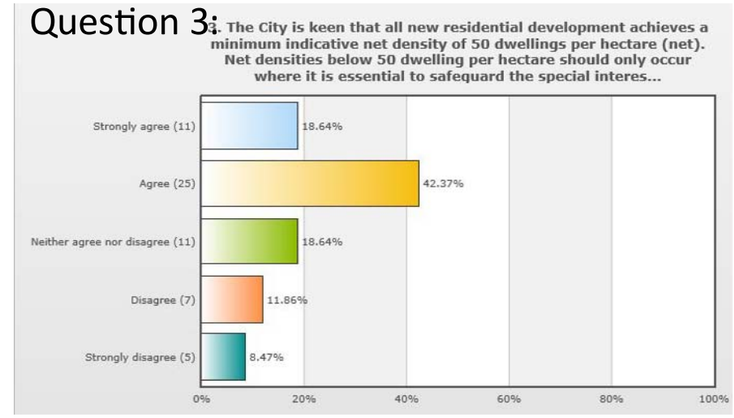
51 Respondents provided additional comments related to the proposed 'Urban Living' focal areas. Those that responded in support of the general aspiration generally commented in support of:

- Focusing development near transport hubs, with the level of density to be informed by the existing and proposed capacity of services (Parson Street and Bedminster train stations cited as examples of where services would need to be significantly improved to support an intensification of density).
- Redeveloping low density industrial areas, particularly to the east of the city.

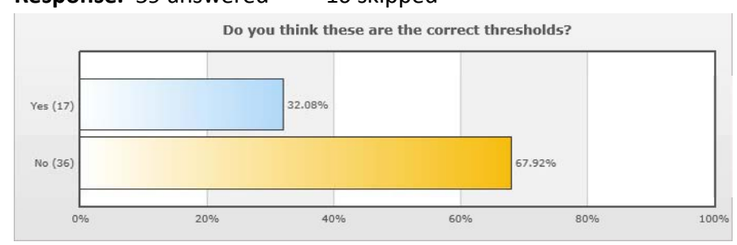
Those that disagreed with the proposed focal areas generally cited concerns related to:

- Greater evidence and analysis of the capacity of facilities in proposed areas.
- Increasing densities should be directed by masterplans in advance of development proposals coming forward.
- Significant concern about the inferred link between areas identified for higher density development and subsequently suitable locations for tall buildings.
- Focusing on these locations potentially limited; reference made to many areas of the city where land is underused and where higher density development may drive improvement in local services- such as supporting better, more frequent public transport.
- Specific objections to Bedminster and Cumberland Basin area as locations for significantly increasing densities and clusters of tall buildings

Question 3:



Response: 59 answered 16 skipped



Response: 53 answered 22 skipped 41 Extended answer

59 respondents chose to share their opinion on the aspiration to achieve a minimum net density of 50dph, except where it is essential to safeguard the special interest and character of the area, and to discourage 'Hyper-density' (above 350dph). The majority of respondents supported this aspiration.

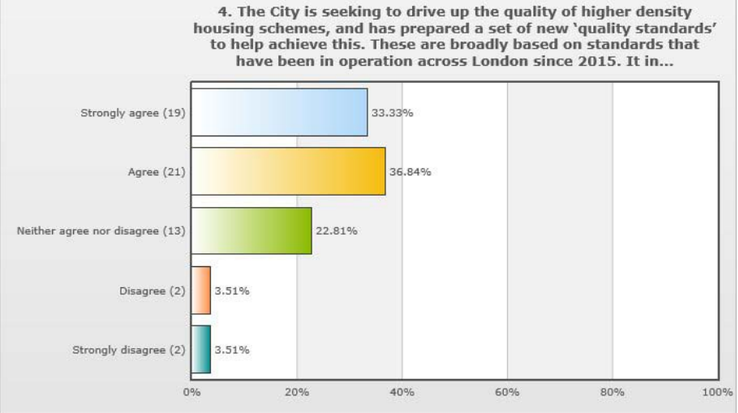
53 respondents provided views as to whether the thresholds proposed were correct. The majority disagreed with the 'Hyper-density' threshold, suggesting that a figure around 200-250dph. Although some respondents suggested there wasn't a need to set an upper limit.

There was general support for the minimum 50dph threshold, with only a few exceptions suggesting this should be lower. There were also comments to allow for additional exceptions to the minimum threshold related to other forms of housing, such as co-housing, which typically results in lower densities, but provides other advantages for residents.

A number of respondents commented that the main determinant of density should be the site characteristics and local context and not simply an arbitrary application of thresholds.

3. Statutory consultation on draft: Detailed Survey

Question 4:



Response:

57 answered

18 skipped

45 Extended answer

57 respondents chose to share their opinion on the aspiration to introduce a series of 20 'quality standards', including a new standard on the provision of open space. There was strong support for this, with a majority of 70% .

Every standard received a clear majority of support, with particularly high levels of support for Standard 5 (93.6%), Standard 6 (91.5%) and Standard 12 (91.8%).

45 respondents chose comment further on whether any of the standards need redrafting, with key themes highlighted below:

- General language is unclear if the standards as mandatory or guidance and how they will be enforceable.
- Some respondents commented that the standards where overly prescriptive and could hinder the delivery of higher density schemes.
- Others commented that the evidence base and justification is not clear to support the standards as proposed.
- More emphasis on the provision of public space as part of development, as well as private and communal space within a development.

Standard specific comments are set out below:

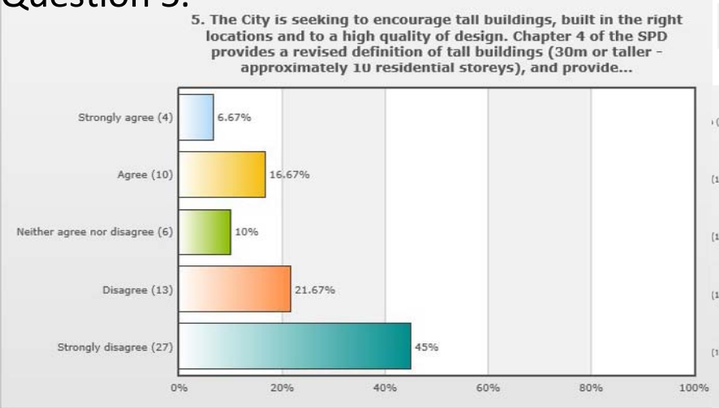
- Standard 1- General consensus that amount of open space could be increased. Majority of units should have direct access to private space. Full height opening windows could be an option if outdoor private space cannot be provided.
- Standard 2- Maintenance standards should be clearly set out and monitored.
- Standard 3-Further clarification is required as to how the number of children in a development is calculated. General feedback related to noise control and definition of doorstep play.
- Standard 7- It is not clear why there are exceptions? Support for standard to apply to student accommodation and PRS/ build to rent.
- Standard 13- Resident car parking should not be provided in City centre developments, but accommodating enough parking into higher density suburban schemes can cause over-spill parking issues. May need to consider the wider use of RPZs.
- Standard 14- developments should make space for integrated recycling storage.
- Standard 15- Could be worded to reflect adaptable to wheelchair user requirements, rather than fully fitted in the first instance. Wording should provide some flexibility to allow for different types of development such as micro-houses/ Tiny House dwellings.
- Standard 16- standard building materials are 2.4m and space standards require 2.3m ceiling height. It is unclear what the justification is for increased height.
- Standard 18- Some north facing apartments can be ok where there is good outlook, with pleasant views and the properties are well insulated.
- Standard 19- Requires clearer criteria
- Standard 20-Requires clearer criteria and should address under heating as well as overheating. Could make stronger references to low carbon energy.

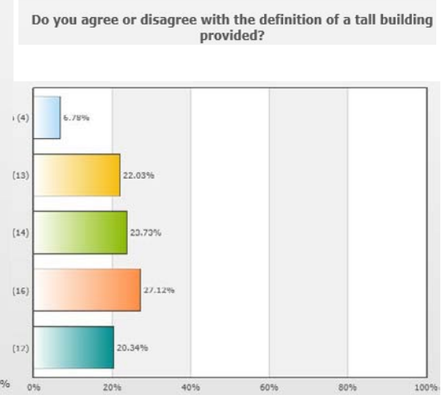
33 respondents choose to provide comments on whether any additional standards were needed, with key themes set out below:

- Standards related to sustainability of buildings- such as insulation and use of renewable energy, passive heating, water capture
- Standards more specifically related to the provision of green infrastructure and SUDs both in the private and public realm.
- Standards for the provision of public open space and sports facilities to be provided off site, if it cannot be accommodated within the development.
- Standards to apply to student flats, build to rent and cluster flats and in private residential to guide mix of units.

3. Statutory consultation on draft: Detailed Survey

Question 5:





Response: 60 answered 15 skipped 50 Extended answer

60 respondents chose to share their opinion on the aspiration to encourage tall buildings, built in the right locations and to a high quality of design. The majority of respondents disagreed with this aspiration, with 45% strongly disagreeing.

59 respondents chose to share their opinion on the definition of a tall building at 10 residential storeys (30m), with a slight majority disagreeing with this definition.

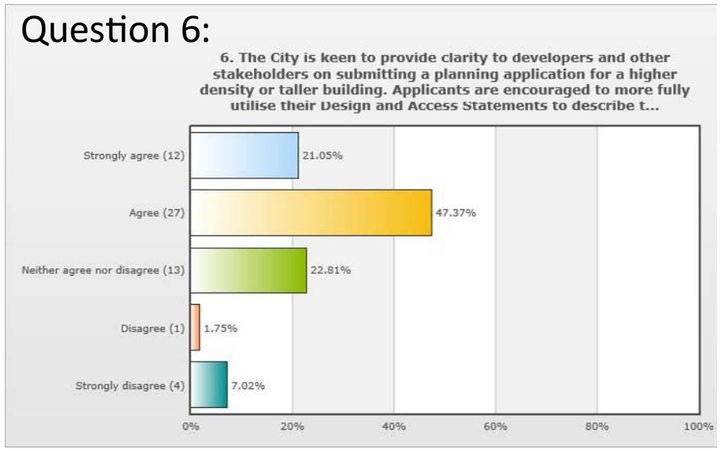
50 respondents chose to provide further comments on what could be added to the guidance of siting a tall building, promoting design excellence or achieving a sustainable design. The majority of respondents disagreed with the aspiration to encourage tall buildings and so the general tone of comments reflect this, with key issues set out below:

- Concerns about the social, health and wellbeing impacts of living in tall buildings, with respondents citing research indicating a number of negative effects including: increased levels of stress and mental health issues, affecting both adults and children, poor social outcomes (even when socio-economic conditions are comparable), increased crime and fear of crime.
- General concerns about the function and liveability of tall buildings such as the provision of private space and access to communal space.
- Expense of building tall makes them less likely to deliver affordable homes and so fails to deliver mixed and balanced communities.
- Concern over impact of tall buildings on both local context, but also city wide character in relation to the city's unique topography. "Scatter gun" approach to location of tall buildings strongly resisted, with many citing the existing SPD1 as providing more appropriate guidance on tall buildings.
- Many respondents suggesting a definition of 8-storeys for a tall building, with support for the contextual definition provided within the guidance.

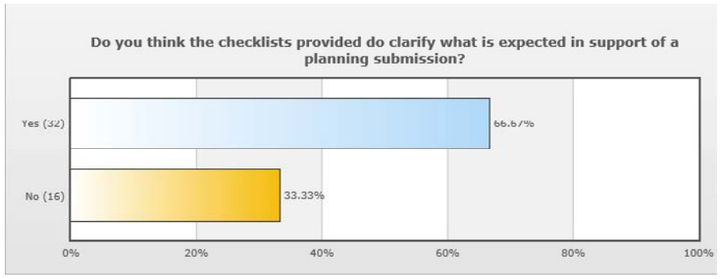
Those respondents who were not opposed to tall buildings in general highlighted the need for further guidance in relation to:

- Incorporating opportunities for urban wildlife within buildings and vertical 'greening'.
- Focus on achieving exemplary sustainable design.
- Life-cycle and whole-life design should form a larger part of the assessment criteria.
- Significantly upping the design quality of tall buildings; greater clarity in the guidance required.
- Reconciling the provision of balconies within tall buildings.

Question 6:



Response: 60 answered 15 skipped 50 Extended answer



Response: 48 answered 27 skipped

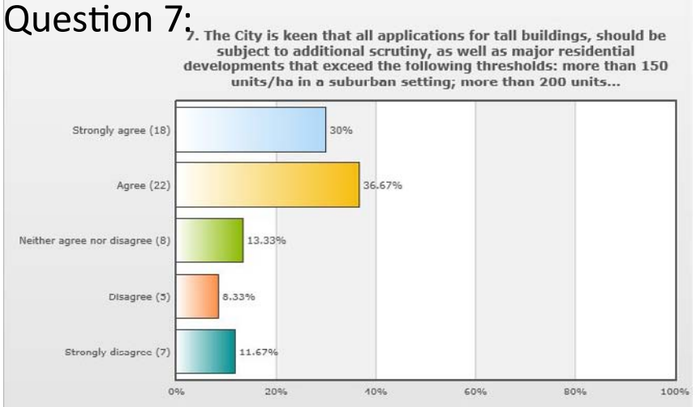
57 respondents chose to share their opinion on the proposed use of three new checklists to support planning applications for higher density or taller buildings. The majority of respondents agreed with this aspiration, with 60% of respondents considering this would clarify what is expected in support of a planning submission.

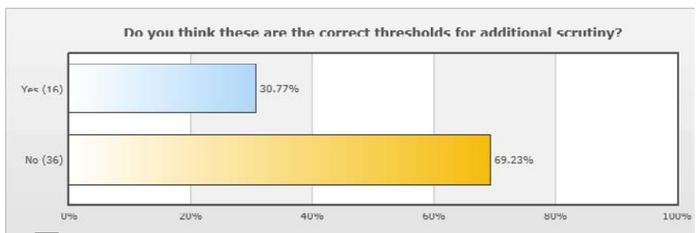
36 respondents chose to provide additional comments on the checklists, with key themes set out below:

- Checklists are a good idea, but how will these be monitored and enforced if applicants do not provide the information requested?
- Suggestions for inclusion: amount of green space provided, walking distance to nearest green space, distance to nearest cycle route, SUDs, life cycle study/ change of use study, existing/ prevailing building height.
- Suggested that measures are shown as a percentage, as well as number of units.
- Reference to design review is supported, but should not specify a particular panel.
- Further guidance should be provided on what is expected from developers to meet requirement for thorough and effective consultation.
- Some of the information required by checklist 1 should already be included in a planning application.
- It is not clear if all the criteria must be met in the positive, if a scoring matrix is to be used, if it will be weighted and what weighting might be.
- Checklist 3 is not adequate to fully assess tall buildings.
- Support for better use of Design and Access statements and recommendations that these become approved planning documents

3. Statutory consultation on draft: Detailed Survey

Question 7;





Response: 52 answered 23 skipped

60 respondents chose to share their opinion on the aspiration to require additional scrutiny of major residential developments that exceed 150dph in a suburban setting, 200dph in an urban setting or more than 350dph in a central area setting. The majority of respondents agreed with this aspiration, but 70% of respondents did not agree with the thresholds set out.

The majority of respondents considered that the threshold in each setting should be lower, with many suggesting 50dph lower in a suburban and urban setting and 100dph lower in a central setting.

Some suggested additional scrutiny should be linked to a percentage increase in proposed density over the existing density of an area.

Respondents also commented that the central, urban and suburban areas need to be more clearly defined.

Response:

60 answered

15 skipped

43 Extended answer

Question 8:

The City recognises that building at higher densities can present a range of on-going management challenges whose resolution will be critical to the success of the scheme. It has not been within the scope of this SPD to address these challenges, but it is hoped that a separate practice note will be prepared later in the year dealing with this. What should the scope of this practice note be?

Response: 44 answered 31 skipped

44 respondents chose to share their opinion on what the scope of a management practice note should be, with key themes set out below:

- Sustainability of the building/ development and resilience to climate change.
- How the design has sought to minimise long term maintenance and management challenges.
- Management of communal spaces.
- Proposed management/ service charges for residents to ensure long term affordability and accountability of management companies.
- Capacity of existing infrastructure, including utilities, to accommodate proposed development.
- Mechanisms to establish resident led management committees, code of conduct and Bristol City list of approved management companies.
- Mechanisms for monitoring the implementation of management plans by the local authority.
- Life-cycle costs, including running and repair cost implications for leaseholders and tenants through service charges.
- Green infrastructure and long term landscape maintenance.
- Management on the public realm and social inclusion.

3. Statutory consultation on draft: Detailed Survey

Question 9:

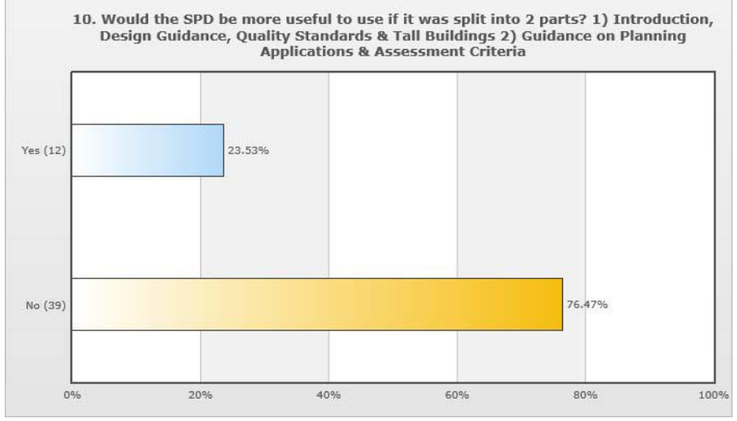
To inform the preparation of this SPD, the City has undertaken a review of a number of higher density schemes recently built in the city, with a view to identifying best practice. It has also held a number of stakeholder events with Bristol's planning, design and development community to better understand the issues involved with delivering good quality higher density schemes. The findings of this can be found in a companion document 'Urban Living – Learning from recent higher density developments'Do you think there are any additional learning points that we have missed through the Case Study review?

Response: 40 answered 35 skipped

40 respondents chose to share their opinion on the companion document prepared in support of the Urban Living SPD, particularly relating to any learning points that have been missed through the case study review. These are set out below:

- Lessons could be learnt from studying areas of historic development, including popular Georgian and Victorian residential areas in Bristol.
- Estate regeneration examples, such as New Gorbals, Glasgow, delivering a high density, mid-rise scheme.
- Gather opinions from residents and neighbours of schemes to understand the day-to-day liveability and experience.
- Look to other core cities which have more experience with tall buildings to draw out key lessons as Bristol has limited examples of successful tall buildings.
- Look to European cities with similar climates such as the Netherlands, Germany and Nordic countries, some of which have gone for tall buildings and some mid-rise high density to draw out key lessons and comparisons.
- Further investigation of the influence of community engagement- at what point in the process were residents consulted? What level of input did the community have?
- Could have looked at less positive examples to identify key failings and how these could be avoided.

Question 10:



Response: 51 answered 24 skipped 26 Extended answer

51 respondents chose to share their opinion on whether the document would be more useful to use if it was split into two parts. Over 70% responded that it would not.

26 respondents chose to provide additional general comments on the draft Urban Living SPD, with key themes set out below:

- Guidance should have greater focus on high density, mid-rise urban form and promotion of this form of densification.
- Ensure higher density development is for the betterment of all residents, including areas surrounding proposals, utilising opportunities to create cohesive, mixed communities.
- The SPD places too much emphasis on tall buildings.
- Higher density development and tall buildings are two separate issues. The SPD confuses this; suggest two separate documents are created to reflect this.
- If the aim is to guide the location and siting of tall buildings, the document needs to include a more detailed study of important views across the whole city.
- Content of the SPD is not considered to be supplementary guidance and so should be incorporated into the local plan review.
- Greater emphasis should be placed on the health and wellbeing of living at higher density, including addressing social inequalities. As such there is general concern that the promotion of residential accommodation in tall buildings (10+ storeys) goes against research which suggests this is not conducive to wellbeing.

3. Statutory consultation on draft: Letters

Feedback by Letter

145 respondents chose to share their views by letter. Of the letters received one third came from Bedminster residents, with the remaining coming from a professional audience.

Views were received from across the bredth of professions including developers, planning agents, architects, special interest bodies such as Historic England, Landscape Institute, Home Builders Federation, Walking Alliance and many others, together with a range of responses from amenity and community groups.

No specific template was set out for response by letter, therefore respondents were able to choose which sections of the document they wished to give their feedback on.

Therefore the following section provides a summary of the feedback received grouped around the key headings of the Urban Living- Making sucessful places at higher densities draft SPD.

Mayor's Foreword

— The statement in the Mayor's forward ('I want Bristol's skyline to grow etc.') must be seriously challenged. Given the unique topography and character of our city the two positions he advocates are irreconcilable: The promotion of tall buildings will lead to a permanent change in the scale, appearance and character of the city. Since it essentially irrelevant to the provision housing it should be with in a separate update to SPD1; Tall Buildings, dealing with all building types.
— We do not support the Mayor's statement, *"I want Bristol's skyline to grow. Tall buildings… built in the right way… in the right places…and for the right reasons…communicate ambition and energy."* There was no public consultation to precede the Mayor's initiative.
— Appreciation of the Mayor's view on the need to protect the unique character of the city and also avoid the planning mistakes of the past.

General Principles

— Conflicting policy agendas - for example employment protection and heritage
— Climate change - Policies on climate change mitigation measures are contained in the Local Plan and should be more clearly referenced in all related documents.
— Reduce focus on tall buildings- Medium rise should be promoted to achieve density not tall buildings
— General Principle recommendation - the need to carefully and sensitively design new residential units within an urban setting to avoid conflict with existing uses which contribute to Bristol's cultural and night-time economy, thus aligning it with the new Agent of Change policy in the Local Plan Review. Additional design guidance required.

1. Introduction

Definition/vision

— Lacks a vision statement/non-technical summary; there is scope for setting out an inspirational vision for living at high density that matches Freiburg, Vauban , Accordia Cambridge or Cambridge-ClayFarm etc.
— There is a clear need to relate new development to the necessary transport infrastructure, schools, GP surgeries, other local amenities and appropriate open spaces. We support moves to create communities on larger sites, or to integrate with existing on smaller sites. To work well this means providing accommodation for families and the elderly as well as young workers and students and alternative tenures. It also means mixed use and live-work provision.
— SPD should refer to the target of 33,500 new homes as a minimum target.
— Concern about the translation of the old slogan "live, work and play" into "live, work and socialise ". The guidance will not ensure adequate space for active play, or opportunities for outdoor exercise.

Role of SPD

— Development management matters such as those referred to within this draft document should be dealt with through the Local Plan and not SPD because SPD is not subject to independent examination or viability testing. Including these prescriptive requirements within an SPD is contrary to the NPPF which states that SPDs should not add to the financial burden of development.
— Assessment of future focus areas for urban living should be undertaken more fully through the Local Plan Review and not be led by an SPD; which is considered to be a premature output of the Local Plan Review.

Understanding Context

— Policy context required
— Character and identity of the city needs describing, including blue and green infrastructure, unique topography, conservation areas and interrelationship of built form accentuating and dramatising these topographical features.
— Recognition of the individual character of different parts of the City would be welcome and create a relationship to character appraisals within Local Plans.
— The guidance should reinforce the message that design should always respond to and reinforce its particular context
— SPD will need to clarify how higher densities can be achieved within historic contexts that safeguard Bristol's unique character and the significance of its heritage assets, avoiding the planning mistakes of the past
— Local distinctiveness is not explored at 'City Scale'
— Increased densities should be considered with an overall Masterplan for the city, not in a piecemeal way

3. Statutory consultation on draft: Letters

— A future draft of this document might be better if the Urban ring is subdivided to reflect the historic high density and generally affluent Georgian and Victorian suburbs (which have little scope for comprehensive redevelopment) and areas with significant amounts of inadequate post war light industrial space - no longer attractive to likely users due to its condition and location.

2. Optimising Density – Design Guidance

Location Guidance

— Locational guidance should take account of landscape setting and social infrastructure
— Lacks a vison for intensification
— Future focus for urban living should be undertaken more fully through the Local Plan Review and not be led by an SPD
— Broadly support Eastside plan (Figure 5), but seek written clarity and a clearer link with Bristol Local Plan Review (Proposal CDS2 and CDS3) and clarity required on how this plan should be interpreted (providing sliding scale or guidance on building heights).
— New map required which clarifies where optimal densities, city centre living and tall buildings will be acceptable
— The whole of the purple area (Fig 5) should be designated as an area which tall buildings might be considered by the Council to be appropriate
— Fig. 5 is already being misinterpreted as indicating sites for tall buildings. The relationship between these and Important city centre landmarks and important city centre vantage points needs to be examined in greater depth, taking account of the city's topography and skyline.
— Fig 5- the seven 'focus areas' which indicate the potential for tall buildings seem somewhat arbitrary – for example, in respect of Temple Quarter a relatively limited area is defined which has the potential to stifle the future innovative development and the regeneration of that locality, an area recognised to be of great opportunity for the City.
— Figure 5. not explained, requires additional analysis and explanation
— Figure 5 omits a number of key vantage points in the harbour area, for example views east to the Cathedral and city centre from the vicinity of Hotwells/Nova Scotia; and north to the gorge and Clifton Suspension Bridge from the A370 approach and adjoining open spaces.
— Vantage points -clarity required on the role of the vantage points identified in Fig 5
— The central area has and continues to be a focus for investment and there are no signs that this is stopping. However, the same momentum is not evident in the suburbs and therefore in instances where private developers are actively looking to invest in these more peripheral areas, they should be encouraged to do so rather than hindered in any way. We therefore consider that higher (including hyper) densities can be delivered within suburban areas as well as the central areas on appropriate sites e.g. Broadwalk Shopping Centre in Knowle which is not currently highlighted as an Urban Living Focal Area in Fig 4
— Should include proximity to shops selling fresh food

— Focal Areas - Arbitrarily selected; too prescriptive; will stifle innovation in design of higher density development; likely to be unviable outside Bristol City Centre
— The areas identified for a focus on urban living should be amended to 'This will involve focussing growth on transport hubs, district centres, the city centre and areas of underused land and low-density development with good access to services and facilities'.
— Concern Fig 20 could imply tall buildings might be looked on favourably in areas shaded deep purple

Site/ development specific comments:

— Welcome Ashton Gate's inclusion, but support for higher density living in the area should not be contingent on the railway at Ashton Gate coming forward - the potential already exists for densities between 100-350dph as the area already has excellent access
— Brislington: Urban Living SPD welcomed as timely in identifying the changing nature and potential of this part of Brislington from industrial to residential, and are welcomed for facilitating this spatial shift.
— Amend Fig 5 to show a focal area in East Bedminster, between Philip Street and St. Luke's Road
— Supports the identification of land to the south of Castle Park for urban intensification as it contains the Central Health Clinic
— Fig 5 should be amended to include Unite's forthcoming mixed-use development at Old Bristol Infirmary Building, Marlborough Street
— Figure 5 should conform with Policy CDS7. 44-47 Coronation Road should be included
— Request that the focal areas in Figure 5 are defined with greater clarity and the Western Harbour area is extended southwards to encompass the area comprising the Bonded Warehouse (C-Bond), Thomas Ware Tannery and Payne's Shipyard.
— The City Centre Framework identifies The Galleries Shopping Centre and parts of Horsefair as appropriate locations for buildings of amplified city scale and tall buildings but this is not reflected in Figure 5
— 'Western Harbour' is not a place name or geography (Cumberland Basin is)
— Whilst Figure 5 identifies Temple Quarter as an area with potential for higher density it is considered the "hotspot" should be enlarged to accommodate Silverthorne Lane which is considered (by the representative) to be suitable for tall buildings. The hotspot areas in general terms should be examined more closely as they should be more precise.
— Ashton Gate considered good location for tall buildings
— We are very concerned that the document at the moment seems to suggest that urban living as described for parts of the Central area, is going to come to Hengrove, Inns Court, Hartcliffe Way - perhaps through speculative planning applications based on the current document. This concern is based on the presumption that local services/ infrastructure would not be provided which will support residents; and that any changes will be unnecessarily out of character with the local area

3. Statutory consultation on draft: Letters

and change perceptions of what is a very physically green area with informal routes for people and wildlife.

— the Urban Living SPD fails to include large parts of the city centre as having the potential for optimising density through the urban living approach. These are the locations the Council considers can most readily accommodate tall buildings. In particular the area around Fusion Tower is excluded despite already having a cluster of taller buildings including those to the north of Lewins Mead (Number 1 Bristol, Whitefriars & Premier Inn). New tall buildings in this location would fit in with the prevailing character it is therefore considered the boundary should be reconsidered. It is acknowledged that rises in land levels further north could make taller buildings more challenging.

Bedminster

— The scale of the development (both in terms of residential densities and height of buildings) is proving highly unpopular in the local community. This has been articulated very strongly through this consultation period ((61 written responses; 38 detailed survey responses with Bedminster postcodes). Key concerns can be summarised as follows:

1 Very high density (350 dwellings per hectare) is too much for Bedminster – from a community and environmental perspective.
2 New large-scale development needs supportive infrastructure, such as schools and doctors' surgeries.
3 Bedminster already exceeds the legal limit for air pollution.
4 Very tall buildings aren't the only solution to increasing housing stock and are inappropriate for Bedminster.
5 Homes shouldn't come at the expense of current employment space.
6 Bedminster has a unique and historic character.
7 Bedminster is an urban area, not an inner-city area.
8 Bedminster should have a joined-up overall plan (a master-plan) that is developed with the community.

— Bedminster Conservation Area should be expended to include Bedminster Green

Density

General

— Densification without high-rise advocated: *"There is no question that high urban densities are important, but the question is how high, and in what form," says architect Lloyd Alter. "There is what I have called the Goldilocks density: dense enough to support vibrant main streets with retail and services for local needs, but not too high that people can't take the stairs in a pinch. Dense enough to support bike and transit infrastructure, but not so dense to need subways and huge underground parking garages. Dense enough to build a sense of community, but not so dense as to have everyone slip into anonymity.....At the Goldilocks density, streets are a joy to walk; sun can penetrate to street level and the ground floors are often filled with cafes that spill out onto the street, where one can sit without being blown away, as often happens around towers. Yet the buildings can accommodate a lot of people: traditional Parisian districts house up to 26,000 people per sq km; Barcelona's Example district clocks in at an extraordinary 36,000."*

— Residential - Top down plan required instead that identifies precise housing targets and provides a clear planning strategy where increased height and densities can be delivered
— Too much focus on units per hectare
— SPD should measure density in terms of people per hectare then there would be an opportunity to introduce more 3-bed dwellings.
— Agree that it is appropriate to encourage the development of higher densities in appropriate locations such as those benefiting from good public transport connections but an increase in density across most areas should be applied with caution. The broad definition of Central, Urban and Suburban contained within the proposed SPD is pictorial and descriptive giving insufficient guidance on exactly where or how the Council's proposals would be implemented.
— General premise that height correlates to residential density is however fundamentally flawed.
— Support high density developments in the appropriate locations such as areas with existing facilities and employment opportunities.
— Mid-rise is acceptable
— Development should be in keeping with the area. Smaller developments should be lower rise.
— Environmental issues should be considered
— Support high density if the are planned long-term to create healthy communities
— Support high density but not by default tall buildings
— Document should indicate how high density development can deliver affordable housing
— Should include employment opportunities, especially artist and creative industries
— Encourage mix of housing typologies
— Support higher density ensuring it is designed with high quality public realm
— Supports high density in locations indicated
— Support general principles
— High density development should include mixed uses and high quality public realm
— Midrise is more successful than tall building for people's well being
— High density should be supported along high streets
— Infill suburb site should also have increased development density
— Medium rise delivers the same occupational density as tall buildings
— High density can be achieved with tight grain rather than tall buildings
— Create developments that support people's well-being
— High density should be achieved through medium rise not high rise
— SPG is not balanced and should define essential amenities, consulting with local communities and producing a master plan for urban living locations.
— High density housing can just as easily be achieved in buildings of 9 storeys where supportive infrastructures can be incorporated in characterful architectural designs.

3. Statutory consultation on draft: Letters

- High density should be innovative, bold and brave.
- Governing bodies refuse to follow the wishes of the people
- Green based buildings should be considered
- Solar rooftops should be considered
- High quality designs should be used
- What is appropriate/inappropriate housing? What rationale is used when determining higher densities? Are the densities and building heights suggested really appropriate for housing or are the calculations for commercial use simply being applied?
- SPD does not consider housing for a whole life cycle, calculating densities for different planning uses and traffic impact assessments
- We agree that increasing density is desirable for the reasons noted in the SPD and conclude that this can largely be achieved by increasing heights quite widely as suggested.
- Supportive of aspiration to develop at higher densities and flexibility within Policy ULH3 and Urban Living SPD to entertain new types of design, scale and form within the city.
- The guidance should also recognise the importance of viability and delivery.

Hyper density

- Rigorous impact testing of densities over 350dph is not unreasonable but it should not be to the extent that hyper density is precluded as a viable model for sites where context makes it appropriate for a tall building
- Advice on hyper-density (over 350dph) is confusing with the document stating that it is discouraged but then goes on to say it would be subject to rigorous impact testing - our view is the latter is more appropriate
- Lower than 350dph to trigger increased scrutiny
- The hyper-density threshold of 350dph should not be 'discouraged'
- Higher densities might be more workable in the Build for Rent sector, and with good design and good amenities most qualities could be maintained.
- Additional scrutiny should be applied to all 7-9 storey buildings.

Lower density

- The City is already missing opportunities to increase density that wouldn't involve tall buildings by accepting developments at or near the policy minimum, including on land the Council owns e.g. Alderman Moore's and Hengrove Park
- A minimum density of 50dph-we doubt whether that is appropriate and achievable in many areas beyond the urban core. Wording is different from the adopted Core Strategy which 'seeks densities of 50dph' rather than' requires a minimum of 50dph'. Object to the removal of this standard from the Local Plan where it could be examined

City-scale

- Industrial/trading estates (p19)- needs to be consistent and clear policy messaging required across Local Plan and SPD in terms of range of uses appropriate for intensification
- The emphasis on better use of under-used industrial land could be further emphasised. Text suggestion: Those industrial and distribution areas that are not protected solely for employment use in the Local Plan should be redeveloped at higher density for a mix of uses, including city living and new forms of workspace.
- Missed opportunity to create a more positive and enabling policy environment for using higher densities to help make suburban areas more successful places. This is a particular issue for a number of highly disadvantaged low density estates on the edges of Bristol, where low densities compound and intensify disadvantage (e.g. Knowle West)
- Support for 'opt-in' citizen-led densification could include: a Community Design Code to set requirements around parking, access, space standards, design quality etc; a cap on the number of micro-sites that can be developed within a neighbourhood, with the cap being set at the most devolved level possible; prioritising the development of micro-sites that are close to amenities, public transport routes etc.

Neighbourhood scale

- It is essential that sufficient local services are in place prior to occupation of urban apartment communities.
- Is it the intention to use the 500m placemaking circle for developments of only 10no. dwellings or will there be a sliding scale of distance relative to the size of the project?
- Text suggestion 'In some instances, higher density development will be appropriate beyond the catchment of local centres and in more transitional areas. Development in these areas should consider the same principles in defining the layout, density and mix of uses across the site.'
- Assessment requirement threshold of local facilities should increase to schemes of 100 homes and above.
- Neighbourhood design diagram - concern that the cycle route takes a meandering path largely bypassing the local centre and cycling is not included along the main distributor road; reference should be made to the emerging Cycling and Walking Infrastructure Plan; more reference required to traffic restraint measures; Strategic cycle Network needs adding to accessibility diagram with maximum distance as defined in the Bristol Cycling Strategy
- Needs expanding to include the contribution blue and green infrastructure, pedestrian and cycling routes and street making can make. Health and well-being needs adding as an aim
- Concern about lack of requirement for developers of small schemes to contribute to creating walkable compact neighbourhoods .
- Concern about lack of traffic control. Need to reduce number of vehicles to make walking more attractive.

Street/Block scale

- Co-ordination required with the Council's proposed Transport Management Guide, with both adopting the approach advocated through Manual for Streets
- Diagram required showing high density perimeter block that conveys that higher densities can be

3. Statutory consultation on draft: Letters

achieved through good placemaking
- Street / block scale: The principle of direct sunlight to active streets is sound, but there are many successful examples in Bristol of streets with spill out which receive less than of 5 hours sunlight at the Autumn Equinox and so proposals should be judged on a case by case basis.
- Street enclosure ratios – recognition should be given to the fact that greater height to width ratios than 1:1 can be successful given careful design. Historic examples include streets in the Old City in Bristol and Shad Thames in London. The definitions of 'very strong', 'strong' and 'enclosure' senses of enclosure could be supported by reference to existing Bristol streets, exemplars from elsewhere and to character appraisals of the relevant parts of the city. This section should be considered in the context of updated highway standards and critical dimensions for utilities and tree planting. There are possible unintended consequences in the guidance; for example, the street width of 1:3 applied to three-storey houses in a suburban area produces a distance between buildings of 27m which is in excess of the old bye-law standards. Essex Design Guide and the London Housing Design Guide refer to other factors that may affect the perception of width: with a series of observations provided.
- Block/street: Text suggestion 'Large scale developments (those above 2 hectares) need to incorporate a variety of typologies within the scheme which are suitable for families, elderly, co-living and those with specific accessibility needs.'
- Daylight and sunlight guidance - too prescriptive; highlights NPPF consultation draft which advocates flexible approach
- Lack of sun-light to rooms on the street frontage can be mitigated if living spaces and rear gardens receive sun (i.e. with East-West orientation)
- Block scale -Fig. 9 Transition between prevailing building height and increased scale of new development. The unintended consequence of this, (if taken literally by Development Control) this could result in some very banal architecture that is out of character with its surroundings. Parts of Bristol are characterised by abrupt changes in building height. The Tall Buildings section provides some safeguard against buildings being overwhelmed by their neighbours.
- Street/block scale -The text (page 28) sets out general principles, which might be better condensed into bullet points.
- Text suggestion: *Required* changed to *encouraged*- Within large scale residential developments, a variety of housing offers is encouraged. The mix may include provision for some of the following; single people and couples, families, elderly people, private renting, students and co-living, depending on need, existing provision and site context.
- Need to address the impact of densification on transport (advocates use of PTALS)
- Parking - assumption that city centre residential should have car parking should be challenged
- Parking -Lack of car parking within new developments impact local residents; Create more dwellings with adequate car parking spaces
- Parking - concerned about emphasis on on-street parking; vehicle parking in a street context should be considered as a matter of last resort after all other options have been exhausted; on-street parking prohibits uptake of electric vehicles as charging infrastructure will not be possible; valuable highway space should be prioritised for people movement, not parked vehicles
- Concern about passive acceptance of future changes in travel behaviour rather than active enabling of walking, cycling and public transport through design.

Building scale
- Key diagram required setting out a range of built form spanning from a) small scale infill b) new housing at 3-4 storeys c) apartments at 6 storeys in perimeter blocks d) tall buildings
- Adaptable buildings guidance requires reinforcing and the term long-life loose fit including.
- Building scale: We would hope that the language describing off-site construction would recognise that it is not always suitable rather than prescribing it as a preferred method
- Building scale: allow for future possibilities to adjust internal walls to allow flexibility as between uses or to oversize access areas to allow for more intensive future occupation) could be an expensive and potentially inappropriate focus for design-in an urban context
- Building scale: For conversions, infill sites and constrained block/ street contexts the flexibility to orientate in relation to sun path may not exist.
- should be recognised that multiple entrances are generally not compatible with some of the forms of development encouraged by the SPD, for example private rented apartments and tall buildings

Masterplans
- SPD imposes restrictive requirement for masterplans to be prepared
- Text suggestions on when a masterplan is required-*A Masterplan will normally be required for developments having any one or more of the following characteristics, with exceptions to this to be agreed through the pre-application process:'*
- It is not clear why a masterplan is required for developments that include a tall building

Housing
- More consideration should be given to other forms of residential tenure, social housing and student accommodation, as well as changing tenures (e.g. retrofit of hotels and offices to residential). A 'long-life, loose fit' approach may be appropriate.
- Dwelling mix and location of family housing: there is a need for guidance on this. The majority of schemes currently coming forward within the areas designated on Fig.5 are for one- and two-bedroom dwellings.
- Differentiation of housing type: consider student accommodation along with what was previously called 'Housing for the Young and Mobile', separately from family housing. This is much more suitable to high-rise.
- Build for Rent is not represented in this document beyond passing reference. Text in glossary should say that Government and the Council are seeking to promote Build for Rent. Reference should also be made to encouraging Co-Living to diversify the development model and provide choice of housing for people. This model fits particularly well with Build for Rent schemes

3. Statutory consultation on draft: Letters

- The Council's proposals are unlikely to provide a variety of typologies to meet the housing needs of different groups. The Council should not under-estimate the challenge of encouraging households other than a transient population focussed on students and young professionals to embrace urban living in high density developments.
- The growing population is mostly of young families whose needs are not met by high rise living – better a higher density of low rise housing making easier for parents to care for their children and for those children to get fresh air and play out in open space.
- *"I have lived in neighbour hoods that are predominantly 1 & 2 bed apartments, with student flats, and they are not places where people invest themselves, by nature they are transitory, and that does not promote healthy social cohesion, or good mental health. What is needed is a broader range to include not just individuals or couples, but families and the elderly".*
- Document should include affordable housing targets.
- Ensure at least 40% affordable homes is delivered.
- Greater controls on rent and landlords, giving tenants more rights and protections legally would go much further to tackling the issues people face today.
- Keen to see housing that creates long-term, well planned, stable and balanced communities that have the future needs of the residents in mind

Infrastructure

- Page 18 refers to the need for infrastructure to be in place to facilitate Urban Living - it's not clear what infrastructure is being referred to - is it saying that if there aren't enough doctors and dentists to support a residential development then it won't be permitted? If not, it needs to.
- The SPD proposes that development is contingent on the provision of infrastructure and public transport services and if necessary, development should be phased. Given the funding and lead-in times involved in providing infrastructure such proposals are unlikely to be conducive to the delivery of needed housing or infrastructure
- *"We believe that successful 'densification' will only happen if there is strong leadership from the planning system to ensure that quality infrastructure is provided as an integral part of development. We regret that these factors do not figure more strongly, for example in the proposed quality standards for residential schemes, checklists and requirements of Design and Access statements. We hope that the proposed Transport Development Management Guide will be of great relevance in this context".*
- With regard to infrastructure, how can traffic impact assessments be made when the densities that generate additional congestion are still to be determined?
- Underground usage should be considered

Public Realm/private realm/green infrastructure

- Green amenity should be considered as part of densification
- Increasing density should include good public realm
- Green space should not be built on
- Outdoor shared garden space with space for fruit trees and other fruit and vegetable growing should be part of every development. In Copenhagen the green space, growing space, and play space for high density apartment blocks are thought of as 'private parks' i.e. people understand the shared use of a park, rather than as 'communal gardens' i.e. which implies that one is forced to share something that ought to be private. It would be good to promote this kind of shared culture within Bristol's urban living realm
- We note that the norm in new developments in Bristol is to have hard surfaces just about everywhere outdoors with only the odd tree poking through. We believe that the default should be different, with earth, trees, pollinator friendly planting, and sustainable urban drainage schemes being the norm, and hard surfacing only used where essential
- The design needs to ensure that daily deliveries can easily be made to the retail and cafe units, and that recycling and food waste collections are easy
- Design for the growth in use of active travel (walking and cycling) and ensure that children can be safe and independently mobile, this means safe routes, permeability, and plenty of indoor and outdoor bike storage and parking
- SPD should reference the role of the West of England GI Plan in helping to meet the challenges of creating a high quality public realm as part of higher density development
- The public realm can be adversely affected by tall buildings, creating overshadowing and wind tunnels
- Further emphasis should be given to the role of trees in providing 'human scale' in the street scene. Trees provide a key tool in successful urban design at higher densities, providing shelter, intimacy of space, progression in scale to substantial buildings and focal features, aside from the range of amenity and other environmental benefits they bring.
- For all higher density development we need to ensure that people have easy access to clean open space for recreation and exercise.

Spatial Frameworks

- The proposal for a 'spatial plan' to be prepared for areas of anticipated change is unclear. This is assumed to mean broad development frameworks for large areas of change (like the one prepared for the Enterprise Quarter, for example). Such an approach should be applied proportionately and flexibly where land is in a number of ownerships and areas might come forward at different stages. Its needs to be made clear how what role such 'spatial plans' would play in the planning process. For example, it is unclear what weight is presently attached to the Temple Quarter Enterprise Zone Spatial Framework.
- The areas for Urban Living need stronger design guidance (BCC should publish a schedule of Spatial

3. Statutory consultation on draft: Letters

Frameworks it intends to do)

- It will be necessary for the Council's housing trajectory to incorporate appropriate timeframes for such master planning.
- The SPD should recognise that physical, environmental and social infrastructure must be identified and defined early in the planning process and that it may be incumbent on more than one development partner to facilitate and fund such infrastructure. If time and resources are limited the identification of infrastructure requirements should take priority over the preparation of spatial frameworks. Whilst Historic England guidance 'Tall Buildings - Advice Note 4' argues for a plan-led approach to the location of tall buildings this does not necessarily mean that spatial frameworks for areas of anticipated change are required as this may stifle innovation and the ability of the market to respond to changing demands.
- We believe that the successful development of the 'Urban Living focal areas' will require spatial frameworks setting out clear expectations of developers. We are concerned that leaving this to 'stakeholders' will not prove satisfactory, and we would like to see the Council taking the lead.
- Can be subjective and potentially restrictive e.g. Temple Quarter Spatial Framework. When will they be prepared and by whom? Could delay the development process
- Support the development of 3-dimensional spatial frameworks/masterplans for key sites, providing these are developed at an early stage with adequate public consultation and an awareness of market expectations.

3. Residential Quality Standards

General

- This one size fits all approach does not address the needs of those who are looking for something different. Bristol needs to diversify the design and supply of housing types and develop products that are better suited to specific lifestyles, demographics or occupation housing that is location and shared amenities, not just size sensitive. This new type of housing like Tiny House Community Bristol will be smaller, smarter and more community focused. It will be for those that do not require, and/or cannot afford, the familiar solutions that will come out of these new space standards.
- The standards are too prescriptive and will result in unintended consequences; potentially inhibiting the delivery of higher density.
- It is not the role of an SPD to impose higher or different standards than those set out in adopted planning policy.
- The standards should not add to the financial burden of development; should be subject to viability testing through the Local Plan Review process.
- Evidence base and justification for a number of the standards are weak/ missing. Bristol should produce its own evidence to justify standards.
- The Residential Quality Standards should be clearly defined as objectives, rather than minimum standards.
- SPD should build in flexibility to standards for different residential typologies- such as PRS/ Build to rent and student accommodation.
- Challenging to apply standards to alterations or extensions to existing buildings.
- Concern that there is a lack of standards for public space, including soft landscaping and tree planting, and walking routes.
- More child-friendly standards are required to determine the quality and safety of spaces around the home.
- Very difficult to achieve all the standards in any scheme; even more challenging in constrained higher density schemes- evidenced by the fact many of the (case study) schemes referenced do not comply.
- Standards should be tighter.
- It is unclear if the standards apply to all major schemes (10+ units) or just flatted developments.

Private Outdoor Space (QS1-4)

- Focus should be on well-designed communal area that is suitable for all.
- Particular concern is raised over the requirements for external amenity space for all units, play requirements, core provision and emphasis on direct access to sunlight that will significantly reduce the achievable quantums and viability of schemes - particularly on constrained sites;

RQS1:

- Standard is too prescriptive.
- Large balconies may not always be appropriate where they might impact negatively on the setting/ historic character, where they are north facing or in noisy environments.
- Should be flexibility to allow open space to be provided communally if balconies are not appropriate, or scope to provide open space requirement offsite where sites are particularly constrained or where there is close proximity to high quality parks and open space.
- Question whether private outdoor space is always necessary for residential accommodation in the most urban contexts. In the case of conversions of existing buildings and tight infill developments it may be difficult or impossible to include. Examples of high value/ highly regarded apartments without private external space can be found in both historic and recent development contexts.
- If there is any possibility of a child living in a unit it should have its own private and immediately accessible outdoor space in addition to communal open space where residents can interact and children can play together.

RQS3:

- Further guidance and agreement on how child yield is to be calculated to allow developers to fill in the required information in Checklist.
- The intent of this standard is reasonable but the size of the space should equate to the number of children provided for, not the overall number of residents.
- Definition of door step play is ambiguous.
- Should allow flexibility which takes into account proximity to appropriate play facilities, which would otherwise result in inefficient use of space, as is the case in the London Housing SPG, which allows an exception where existing play facilities are within 100m.

3. Statutory consultation on draft: Letters

— The standard lacks the detail set out by the Mayor of London's Housing SPG, on which it is based, which cross references the Mayor of London's Play SPG. Beyond a defined area, what encompasses suitable provision for under 5's is not stated and this also ignores provision for older children.

RQS4:
— General agreement that 1500mm is a preferred guidance dimension for a usable balcony but (in constrained site circumstances) would not wish to preclude design options for lesser balconies that may (in conjunction with full height doors) still be worth including rather than have none.
— 3m x 1.5m is a good and useful size for a balcony.
— References to 'sunny' should be clarified to refer to direct sunlight where possible and access to sufficient daylight as it may not always be possible to locate balconies away from north facing elevations for all units.

Shared Internal Circulation Space (RQS 5-11)
— Unclear evidence base.
— Standard 10 and 11 are best handled under Building Regulations.
— Standard 7, 10 and 11 are not legitimate planning issues.

RQS6:
— Delivery methods are changing rapidly and this is not considered to be a planning issue.
— This may be straightforward to include where concierge facilities are proposed, but not in many other cases.

RQS7:
— Generally, it is likely that this limit would be complied with as a matter of course. However, there is a need for flexibility and any such restriction needs to be based on evidence and a clear setting out of sound reasons.
— Disagree with limiting to 6 dwellings to a core (London recommends 8); 10 units is suggested by one respondent so as not to undermine building efficiency and viability.

RQS9:
— Should not be set as a minimum given that widths of 1.2m-1.5m have been successfully applied on other schemes, with Build for Rent schemes often increasing to 1.8m because of more furniture moves. Should consider narrower widths where corridors serve fewer units from a core or that narrow at their end.
— Utilising opportunities for natural light is agreed as a starting point. It is however difficult to provide natural light to all circulation spaces consistently, as by their nature they service dwellings which would be prioritised for outlook/access to light.
— Increasing minimum widths beyond 1.2m will affect net to gross efficiency and scheme viability.

RQS10:
— Question the interaction of planning and building regulations/ fire safety standards.
— Note that the provision as drafted would appear to preclude 'penthouse' units.

RQS11:
— Configuring living rooms next to living rooms and bedrooms next to bedrooms in vertical and horizontal arrangement will be difficult to achieve in many cases, especially where a mix of accommodation and uses is to be provided (as required by other sections of the guidance). It is reasonable to require design to consider/ limit noise transmission but noise insulation as well as layout is relevant and the layout aspect must be presented as a suggestion rather than a requirement.

Parking and Servicing (RQS 12-14)

RQS12:
— Flexibility required. The provision of naturally lit storage areas is likely to be unrealistic.
— Cycles are vulnerable in large communal stores- they should be provided on core by core basis.
— Double stacking and 45 degree cycle stands are essential to be able to accommodate the very large numbers of cycles required by standards within the building. They also hold each bicycle which is why cyclists prefer them to Sheffield stands where the bike is more susceptible to damage. Not covered in the SPD, but we also feel that the ratio of cycle parking should be reviewed to ensure against over provision.
— Question the need for the communal cycle storage to provide space for prams given that accommodating sufficient secure cycle provision on site is already challenging and that prams should surely be stored in individual dwellings.
— Charging points and secure storage locations for electric bikes, mobility scooters and electric wheelchairs should be provided

RQS13:
— Parking standards could reflect the impact of falling car ownership, the greater number of electric vehicles and anticipate the implications of autonomous vehicles.
— Infrastructure will need to be in place to facilitate a transition to alternative fuels. SPD should require the inclusion of the infrastructure to every parking bay to enable the future connection of a charger appropriate for overnight charging, including to the roadside with charging via lampposts.
— The standard as proposed is reasonable, although we would comment that Parking Standards that are cross-referenced also need to evolve to fully embrace the Urban Living agenda. The associated notes in trying to cover a wide range of possible typologies (from the very urban to the near-suburban types of urban living) are generally helpful but can be over-prescriptive in precluding options that may be appropriate in site specific contexts (e.g. private garages can work successfully in a 'mews' context). For the most urban schemes which have little or no parking provision and have very good public transport access some of the suggested requirements for on plot or on-street parking seem inappropriate (including for example the suggested requirement to provide a car parking space for each wheelchair accessible dwelling).
— Concern about encouragement of on -street

3. Statutory consultation on draft: Letters

parking. Visually obtrusive, and crossing roads between parked cars is difficult and dangerous. Cars cruising around looking for spaces are also intrusive and dangerous.

RQS14:
- Should include ability to recycle human waste.
- Waste storage doesn't always have to be integrated into the building mass if alternative storage can be well integrated elsewhere (e.g. as part of well thought out landscaping design.)

Individual Dwellings (RQS15-20)

RQS15:
- Units required to be designed to Building Regulations M4(3) should be "wheelchair adaptable" as opposed to "wheelchair accessible". These allow these units to be appealing and marketable to either wheelchair or able bodied residents. Designing the remaining units to BR M4(2) is very onerous and will impact viability. It also precludes stepped access in any circumstances. The scrapped Lifetime Homes standards, which had similar standards to Building Regulations M4(2), allowed dispensation on this matter where site conditions e.g. steep gradients, prevented reasonable provision of step free access.
- Believe 10% wheelchair user dwellings is too high - and could only reasonably be imposed on Affordable Units
- The Local Plan must either adopt the Nationally Described Space Standard or have no space standards; it should not be set in an SPD.
- Exception should be made to allow Tiny House dwellings and smaller module homes (around 26sqm) should be considered as part of the solution to the housing crisis.
- Generally supported, however, we note the Government's consultation on Build to Rent development standards which raises the question as to whether such standards (amongst others) are appropriate for Build to Rent developments and suggest flexibility in the approach where different building typologies are proposed.
- Consideration should be given to the flexibility of a given space in reference to acoustic standards between rooms. The old Liftetime Homes Standard included flexible alternatives to room use that made provision for the positioning of plumbing for future living patterns without compromising the living experience with removable partitions.

RQS16:
- Flexibility required. The London Design Guide proposed a ceiling height based upon room depth that gave more flexibility to the design whilst ensuring daylighting standards were respected.
- This is borrowed from the Mayor of London and was designed to help prevent overheating. The evidence for this is flimsy; generous windows, cross-ventilation and sun -shading are more important.
- 2.3m acceptable in circulation spaces, kitchens and bedrooms with heightening ceilings towards the windows and in the living areas

- Agree that (if building heights and costs are unconstrained) 2.5m ceiling heights are desirable, our experience is that when working within tight urban constraints (including existing buildings and height limitations imposed by urban design and views considerations) this may not always be achievable. The overall effect of imposing a combination of increased minimum floor areas, ceiling heights and circulation and servicing areas will be a significant increase in costs per unit and reduction in viability. The effects of this will be most particularly evident for the market entry level smallest units.
- No evidence base of rationale to support the height specified.

RQS17:
- Greater clarification on what constitutes adequate.
- Adequate privacy can be achieved in a number of ways and applying 'rules' such as 21 metres, will not allow the dense urban environments that can work well.

RQS18:
- A flexible approach is required, taking account of possible design mitigations; as currently drafted the standard proposes to preclude both North Facing and larger (3 bed plus) single aspect units.
- Recognise the benefits of dual aspect units but also their implications on the built form which will limit their use. Some north-ish facing single aspect units are inevitably part of the mix on many dense urban sites and can provide a good quality environment.
- Many urban living schemes have a significant proportion of single aspect units. This is for a number of reasons notably the benefits that such dwellings offer in terms of net/ gross efficiencies, the efficient use of land from using relatively deep building blocks, the inherent flexibility of central corridor layouts which typically allow access to two lift/ stair cores, and the structural and mechanical and electrical efficiencies of a central spine within each block.

RQS19:
- Full height openable window requirement is overly prescriptive.
- This may also be inappropriate in historically sensitive sites

RQS20:
- The approach is agreed with as a starting point. However, the use of mechanical ventilation will likely be necessary in some 'Urban Living' situations to address air quality constraints. Where this is the case it could also be utilised as a means to overcome any overheating concerns to allow for further flexibility. Otherwise, where such a solution is proposed this could be mitigated by additional renewable energy provision to offset the additional resultant energy demand, which would again provide further flexibility, while mitigating any negative impacts.
- Building Control Standards cover this issue.

4. Tall Buildings

General

- SPD1 Tall Buildings (2005) should not be cast aside so quickly
- The approach to tall buildings would benefit from maintaining defined SPD1 areas and thresholds in the absence of detailed area studies in the interim.
- Sceptical of the Council's ability to deliver more tall buildings (defined as 1.5 times higher than the prevailing height) in the short term due to significant environmental and contextual challenges to be overcome including a change in the outlook of residents to accept re-development at higher densities which may not be forthcoming.
- Requiring additional scrutiny of buildings of 30+ metres (10 storeys) may result in not achieving the yields expected from tall buildings.
- Difference in language/message between Local Review (encourage high quality tall buildings in the right places and the right design) and SPD. For example the Local Plan Review proposal (ULH4) to 'encourage high quality tall buildings in the right places and of the right design' is omitted from the SPD. The SPD recognises the benefits of taller buildings in strategic locations, but does not positively encourage their development in the same ilk as the Local Plan Review.
- Local support should not be a test over the acceptability of a tall building on the basis that strong local support is unlikely to be achieved in any location within the City
- Requires a separate draft SPD that deals with all building types and allows full consultation on the potential impact on the city. The key views of the city and its topographical integrity are more vulnerable not only to tall residential buildings but commercial buildings.
- Tall buildings should embrace green technology
- In specific locations, e.g. to emphasise key points in the urban fabric, there may be opportunities for buildings of more than 10 stories, but do not see this as a primary contribution to higher urban densities. The economics of tall buildings are likely to limit their appeal to the market, particularly outside the city centre. The historic context of the centre will also limit much taller buildings.
- Tall buildings will not contribute to the provision of more truly 'affordable' homes due to their building and management costs. It is also not clear how they are to be "designed to meet changing needs of occupants". Their design, as noted, will be critical and we are aware of the challenges this presents and of unsatisfactory examples.

Definition and threshold for tall building assessment

Tall Buildings:

- Definition of "tower" is needed as opposed to "tall building".
- Rationale for increasing the definition of a "tall building" from the earlier SPD 1 level of 9 storeys/27 metres by a single storey/3 metres is not clear. This does not indicate an ambition to change the city's skyline, but rather a continuing reluctance to change.
- SPD's assertion that the prevailing building height is typically 4-6 storeys in the City Centre is misleading because a notable proportion of buildings exceed 6-storeys.
- The Urban Living document states that "tall" buildings, except in the very centre of the city itself, start at 10 storeys. In the British urban context, certainly in Bristol, "tall" starts at 5 storeys maximum.
- Additional scrutiny not appropriate for additional floor or essential rooftop plant to an existing building.

Prevailing and amplified heights:

- Definition is overly constraining, resulting in disproportionate information/assessment requirements at the lower scale. 1.5 times of consistent heights of 1 or 2 storeys (which are evident in many industrial areas proposed for intensification) would result in schemes of 2-3 storeys being applied an unreasonable level of assessment. It is recommended that a minimum storey threshold of 4 storeys be set, which could potentially be increased for the following stated higher information/assessment requirements of 6 storeys. This would broadly reflect the previous guidance in SPD1.
- 1.5 increase in height from existing to new development is not a modest increase; tall buildings should be limited to 1 storey above adjacent properties

Siting tall buildings

- The content and scope of guidance covering tall buildings is limited and does not sufficiently update/ replace guidance in the current SPD1: Tall buildings to appropriately facilitate the delivery of high quality tall buildings in the right location through a coherent city-wide approach/ strategy.
- SPD might usefully incorporate a Views Protection Framework and incorporate a criteria in relationship to the historic environment to inform the location for tall buildings similar to that in SPD1 (BCC 2005), referring to this in General Principles. The use of a 3-D modelling should also be considered.
- The Tall Buildings Advice Note 4 prepared by Historic England does not refer to spatial frameworks but does recommend a role for local plans in identifying locations appropriate for tall buildings. There is therefore need for clarification of the provisions in the draft SPD on this matter and what the expectations are in respect of the local plan process and in respect of planning applications.
- Need to review the statement 'that locations where a tall building should not be located include where it "has a detrimental impact on the city's historic environment", as it fails to recognise current policy and guidance with regard to heritage assets as set out in the NPPF paragraphs 132,133, and134 which include the need to give great weight to the asset's conservation but also to consider any degree of harm and to weigh such harm against the public benefits of the proposal.
- The SPD needs to be more precise about which areas of the city are suitable for tall buildings identifying specific sites. These should be informed by Urban Characterisation and Building Heights studies. This might also in areas of the city where clusters of tall buildings already exist.

3. Statutory consultation on draft: Letters

— Suggested separation distances between tall buildings considered both too restrictive and not restrictive enough in terms of ensuring sufficient open space between towers.

Design excellence

— Concern that the analysis of any tall buildings into three parts: top, middle and base is too restrictive and does not reflect the approach to many popular tall building types and forms, including a tower coming straight to ground, rather than sitting on a lower base block as suggested.

Sustainable design

— It is not clear how a single page of text in an SPD on Urban Living can even begin to address the complexities of the design of such buildings.

— Guidance to mitigate the difficulties of installing smart meters – or ideally installing smart meters at initial construction - should be part of the Environmental Impact Assessment for tall buildings. This is particularly the case for residential buildings of multiple occupancy.

Arguments for tall buildings

— Tall buildings good to accommodate students

Arguments against tall buildings

— Regularly sited criticisms include:

— Detrimental impact on the topography and skyline of Bristol; the poor impact they are likely to have on Bristol's historic character and hence tourist trade; their production of generic cities that look like each other; their poor impact on the street environment; the failure of post-war high rise estates to deliver higher densities than 19th century neighbourhoods; high costs involved in initial build and subsequent maintenance; their unsuitability for many groups of people but particularly families with children; their negative impact on quality of life; their limitations in delivering housing for the less wealthy; their poor impact on health and well-being of residents; high energy usage compared to mid-rise; their ugly visual appearance; safety concerns, particularly after the Grenfell tradgedy; tendency to isolate people; lack of sufficient infrastructure in Bristol to support tall buildings; poor neighbours, overshadowing surrounding development; tendency for disappointing designs.

— *"I am completely against these. My mum grew up in one in Birmingham in the 50's/60's when the knocked down her house in Aston. It started off nice enough, but by the time she moved out in 1969 it was deteriorating. I remember vividly feeling scared as a 5 year old travelling there to see my nan in the 70's before we moved her out because it had become an unsafe environment"*

5. Guidance on submitting a planning application

Scrutiny

— There should be more rigorous impact testing where proposals differ from the current neighbourhood context, building form and building mix (not just hyper-density)

Design and Access Statements

— SPD should provide clarity to applicants as per NPPF (paragraphs 154 and 56-66)

— Design and Access Statements require a dedicated section, spelling out the requirements.

Checklists

— Checklists could be a useful aid in understanding the metrics of the scheme and should be included in the DAS. However some of the information required can be difficult to provide in the early stages of a proposal and so flexibility is required.

— More guidance is required on how the checklists will be used and how the quality of information managed.

— Checklist 1 is too prescriptive and duplicates what should already be in a DAS.

— Requirement for additional supporting information should be set out through the local list of validation requirements, not in the SPD.

— Issues with conflating additional scrutiny of tall building applications with higher density schemes through checklist 3- i.e. the visual impact of a low-rise higher density scheme is unlikely to be assessable by visual impact section.

Consultation

— Planning applications should have more consultation with surrounding community

Case Studies/Evidence Base

— General support for the promotion of low/mid-rise high density schemes identified in the case study report. However noted that a number of the schemes reviewed do not, and could not, meet the requirements set out in the proposed Residential Quality Standards.

— The evidence base lacks context analysis. There is particular concern that the case study evidence base is too narrow, being only Bristol based. Also does not sufficiently address the theme of tall buildings; including only one example.

— Other good examples referenced include recent development in London (mid-rise with single tower elements of 9-10storyes), European countries with similar climate e.g. Netherlands, Germany and Nordic countries and North American/ Canadian cities such as Vancouver's model for mid-rise and tall buildings.

— None of the examples in the report reflect the proposed scale and density at Bedminster Green.

Other

— Language needs strengthening where guidance/ standards are proposed; greater clarity is required identify which elements comprise guidance as opposed to commentary.

— Clearer navigation and wayfinding required throughout the document.

— Image selection needs reviewing as many of the examples selected would not conform to the standards/design guidance being proposed or the issues they are illustrating are not clear.

— Need for a steering group to review document annually.

— DM officers need a sense of ownership over the SPD.

— Developers have too much power when it comes to making decisions about the density of urban

3. Statutory consultation on draft: Letters

development projects and more emphasis should be placed on local authorities and professional designers.

- It could as easily be argued that high densities and tall buildings embody greed and represent the triumph of developers over local citizens.
- UL SPD is not consistent with the City Centre Framework
- No regard is had to the employment/businesses that are displaced as a result of encouraging high density residential on brownfield land.
- Maritime small businesses need to be protected. The premises should be retained in their current form, and not redesigned into a bland and sanitised version of 'heritage'.

Management

- Management practice note should cover; fire safety, health and well-being, waste disposal, communal areas, roof gardens etc. Arrangements for ongoing responsibility for future management should be addressed by the original development company.
- No details provided in the SPD as to what "a detailed assessment of the scheme's future maintenance and management plans" would mean in practice. At application stage an operator or developer may not necessarily have sufficient information to provide "detailed assessment" of the schemes future maintenance and management plans – a proportionate approach should therefore be taken bearing in mind the specific circumstances of the case. For example providing framework details of the future management and maintenance plans at application stage, with further details, to be provided by means of condition.
- The relationship between residents of 'affordable housing' and leaseholders can be difficult; there is currently no requirement for Management Companies to include a representative of the affordable units or from the social housing provider.
- What part of the Town and Country Planning legislation deals with scrutiny of maintenance and management of buildings- What skills are there within the Council to understand and meaningfully comment on the maintenance and management of a tall building? Maintenance and management of buildings can change over time. Will such a change invalidate a planning permission, or will a new application to implement a changed maintenance and management regime be required?

Consultation on draft SPD

- Sceptical of consultation process; consultation was not considered a 'proper consultation' with the window for feeding back on this document considered to be very narrow and consultation overall has been poor.
- The title 'Urban Living' and even the phrase 'higher-density' does not draw attention to the prime content of the SPD, which a replacement to the present Tall Buildings SPD. This could be considered misleading and is likely to produce a lower response than if it were titled honestly 'Tall Buildings in Bristol'. The consultation document is inappropriately biased, introduced as it is by an exhortation in favour of tall buildings, personally championed by the Mayor. It is not even-handed in its approach, and as such fails the primary test of a consultation and is fundamentally undemocratic.

4. Consultation themes and responses

Page 179

4.0 Key Issues raised on the Urban Living SPD

This section summarises feedback received through the consultation. The range of issues touched on through the consultation has been broad. It has therefore not been possible to provide a response to all the issues raised. Instead, the key re-occurring issues have been highlighted, with an initial idea of how we are likely to respond as we draft the final publication of the report. Our responses have in part also been informed by the White Paper on the NPPF which was released for consultation in March 2018, and the findings of the Hackitt Report (May 2018).

4.1 Optimising density by balancing the more efficient and effective use of land, with aspirations for successful placemaking, liveable homes, and a positive response to context.

There has been support across the board for this principle. The NPPF White Paper further confirms support for 'optimising' densities. However a general concern has been expressed by many respondents that the SPD is overly promotional of tall buildings in this context. There was also a concern that existing policies designed to protect context could undermine abilities to optimise densities

Response: The definition of Urban Living will be amended to omit reference to tall buildings. The SPD will make it clearer that whilst tall buildings are one way of potentially optimising densities, they aren't the only way, and aren't appropriate in all circumstances. The Local Plan review will look to make changes to Policy DM26 to allow plan-led deviations to the prevailing building heights to take place.

4.2 Urban Living Focal Areas

There has been general support for the 'Urban Living Focus Areas' identified, with the exception of the Bedminster Green area (see 4.8). However, the plans have been widely criticised for being ambiguous, and lacking clarity around the level of intensification anticipated. There is a concern that insufficient contextual analysis has been undertaken to inform the selection of areas.

Response: Guidance relating to specific locations for intensification will be contained in the Local Plan rather than the SPD, and expressed as Growth and Regeneration Areas, thus enabling further analysis and then scrutiny of those areas through the more protracted Local Plan process.

4.3 Spatial Frameworks

There is general support for the preparation of spatial frameworks for areas of anticipated change, but concerns that uncertainty about who will lead on their preparation and to what timetable, could delay the delivery of much needed homes in the city

Response: To date, Bristol City Council has led on the production of spatial frameworks (parts of the city centre, Temple Quarter and Hengrove), although landowners have been asked to come together to prepare a spatial framework for Bedminster Green. Bristol City Council's 'Growth and Regeneration Board' are currently prioritising which areas require spatial frameworks and who will produce them.

4.4 Residential density thresholds

The lower density threshold of 50dph was widely supported. Whilst there was significant public support for the principle of an upper density threshold at which proposals would be subject to greater scrutiny, the levels promoted by the draft SPD were considered too high. There was some concern from development professionals that the setting of thresholds for additional scrutiny were overly restrictive.

The lack of clarity in defining Central, Urban and Suburban areas was widely criticised.

Response: It is proposed that the lower density threshold is retained at 50dph. We will review whether a range of minimum indicative density thresholds will be provided across the city, supported by a new plan showing where these thresholds would apply. Minimum thresholds will be included in a rewritten policy within the new Local Plan. Upper density thresholds at which more scrutiny of proposals is required will be revised downwards and be retained within the SPD (but possibly not the Local Plan), and will also be supported by a plan showing where these thresholds would apply.

4.5 Residential Quality Standards

There has been divided opinion between public and residential amenity groups, who overwhelmingly support the introduction of standards, and development industry professionals who are largely opposed to the introduction of standards as a means of determining planning applications. The lack of a Bristol-specific evidence base and the legitimacy of introducing standards (considered to be over and above the requirements of Local Plan policy) has been widely challenged.

Other criticism has included the overly prescriptive wording, which may lead to unintended consequences and the fear of an overly mechanistic application of standards through the development management process. Clarification sought on whether the standards would apply solely to flatted developments. Questions rose over their applicability to PRS/ Build to Rent schemes, student accommodation, to building conversions and on highly constrained sites.

The NPPF endorses the industry backed 'Building for Life 12' as the preferred tool for assessing residential quality.

Response: Guidance will be redrafted as a series of prompts for discussion at the pre-application stage, using a format very similar to Building for Life 12 's traffic light system for assessing schemes. Whilst BfL12 provides a potentially useful tool to assess the placemaking qualities of a scheme, it is limited in terms of assessing the internal liveability of residential scheme. It is therefore proposed that quality standards relating to private outdoor space, shared internal circulation space and individual dwellings are retained, but rewritten as Liveability Indictors which are assessed in a similar way to the BfL12 criteria.

Elements of the standards that require clear policy links are proposed to be elevated into the emerging Local Plan with a new 'Liveability in residential development' policy being provided. This will include Space Standards, and requirements relating to Private Outdoor Space (quantity, dimensions of balconies, and requirement for doorstep play for the under 5s). Bristol is currently benchmarking itself against other local authorities to establish what further evidence may be required in respect to these new policies.

4. Consultation themes and responses

Page 74

4.6 Tall Buildings

Again this was a topic that divided opinion between a strong public opinion against the avocation for tall buildings, both in principle, but also as a means for delivering higher density development and affordable housing, and some support from development industry professionals for the more positive approach to tall buildings. Although this was not consistent across all representations, with some professionals expressing caution around the general deliverability of tall buildings in the Bristol market, given the higher construction costs associated with building tall buildings.

Response: Guidance will be updated to acknowledge some of the criticisms of tall buildings raised through consultation, whilst at the same time making clear the significant differences in the development model, building typologies and aesthetic between tall buildings coming forward today compared with those people are familiar with from the post-war era.

Some disappointment expressed by the development industry that the SPD does not indicate specific areas where tall buildings would be encouraged or discouraged. This was considered a step backwards from the existing approach taken in SPD1 Tall Buildings.

Response: The Urban Living SPD provides guidance at a city-wide scale, whilst the Tall Buildings SPD1 provided guidance for just the city centre. The challenge of replicating the necessary context appraisal work that underpins SPD1 at a city-wide scale should not be under-estimated, and we have reluctantly concluded that this is beyond the scope of the Urban Living SPD. For instance, the City does not have a city-wide 3D model which it could use to test out viewpoints.

It is proposed that the existing view protection framework included in SPD1 Tall Buildings is reviewed and included in the revised document.

4.7 Understanding context

A concern was expressed that there was insufficient consideration of Bristol's unique physical context within the SPD (its topography, heritage assets and much valued townscapes).

Response: Guidance will be updated to include a new plan which better shows the relationship between existing urban character, existing intensity of usage and the potential for future intensification, highlighting the planning tools that would be required to unlock this potential.

4.8 Bedminster Green

A significant proportion of respondents have objected to proposals coming forward for the Bedminster Green area. The SPD has been widely misconceived as promoting residential densities of up to 350dph in this area

Response: The inclusions of a settings plan, will clarify that that Bedminster is an urban area rather than the central area, and as such the threshold level at which additiona scrutiny of schemes is lower.

Appendix A:
Attendance List
March 2017

Organisation	Organisation
A	L
ABC	Lamber Smith Hampton
AHMM	The Landmark Practice
Alec French Architects	LPC Ltd
Arup	N
B	Nash Partnership
Beaumont Homes	Neighbourhood Planning Network
Bond Dickinson	NOMA Architects
Bristol Civic Society	O
Bristol Urban Design Forum	O'learyGoss Architects
The Bush Consultancy	OXF Architects
C	P
Cater Business Park	The PG Group
CSJ Planning Consultants Ltd	S
Cubex Property Developer and Investor	Savills
CPRE Avonside	Simon Mundy Projects
D	Sisman Property Consultants Ltd
Deeley Freed	Stride Treglown
DLR Property Development Ltd	T
Don Dickinson	Thrive
E	Turley
ESHA Architects	U
F	Urban Tranquillity Developments Ltd
FirstFox Architecture Ltd	V
G	Vivid Regeneration LLP
gcp Chartered Architects	W
The Guiness Partnership	Windmill Hill and Malago Community Planning Group
GVA	
H	
Highways England	
Historic England	
J	
JLL	
K	
Key Transport Consultants	

Appendix A:
Attendance List
September 2017

Organisation	Organisation
A	O
ABC	O'learyGoss Architects
AHMM	Origin 3
Alder King	P
Atkins Ltd	Pegasus Life
B	ProjectWorks
Bath and North East Somerset Council	
Barton Willmore LLP	S4L
Bond Dickenson	Savills
Bristol Civic Society	South Bristol Business
Bristol Urban Design Forum	Stride Treglown
The Bush Consultancy	Studio Hive
C	U
Colliers International	United Communities
Context 4D	University of the West of England
CSJ Planning Consultants Ltd	Urban Design Practice Ltd
Cubex Property Developer and Investor	Urbis Living Limited
E	W
ESHA Architects	Windmill Hill and Malago Community Planning Group
G	White Design
GVA	WYG
H	**Y**
Historic England	YTL Developments
J	
JIA Architects	
JLL	
K	
Keep Architecture	
L	
Local Agenda Ltd	
N	
Nash Partnership	
Neighbourhood Planning Network	
NOMA Architects	
Novell Tullet	

Appendix B: Consultation Letter

Telephone 0117 922 3748
E-mail citydesigngroup@bristol.gov.uk
Date February 2018

Urban Living Supplementary Planning Document Consultation

We are seeking your views on a draft Urban Living Supplementary Planning Document (SPD). This has been prepared to proactively communicate the council's ambition for higher density, quality developments across the city. The SPD will add further detail to a new Urban Living policy in the Bristol Local Plan which is being consulted upon at the same time. On adoption, the Urban Living SPD will replace the Tall Building SPD1.

The results of the consultation will feed into the final document which will be adopted by the Council in late Summer 2018 after which it will be a material consideration when assessing planning applications.

You can view the Urban Living SPD Consultation at www.bristol.gov.uk/urbanliving. Alternatively reference copies are available to view at libraries or at the reception at City Hall.

How to respond

Comments should be submitted by **13th April 2018**.

The online survey can be completed here www.bristol.gov.uk/urbanliving.

Comments can also be submitted to the following address:

By e-mail: citydesigngroup@bristol.gov.uk

By post:

City Design Team
Bristol City Council
City Hall
PO Box 3176
Bristol, BS3 9FS

Yours sincerely,

Vicky Smith
Service Manager
City Design Group

Appendix C: Consultation launch press release

New planning guidance proposed to help shape Bristol's skyline

01 Mar 2018

Share:

Communities in Bristol are invited to comment on new planning guidance to help increase the density and height of future developments in the city.

Bristol City Council has launched a consultation on the new Urban Living Supplementary Planning Document alongside a review of the Local Plan, which outlines the council's policies for deciding planning applications.

The Urban Living proposals are designed to support a significant increase in new and affordable homes in Bristol by encouraging the best use of land through more concentrated building and welcoming high quality taller buildings in the right places.

Marvin Rees, Mayor of Bristol, said:

"We have the opportunity to be much more ambitious in order to meet our growth requirements, while at the same time protecting the unique character of Bristol. This document is intended to encourage well-designed, connected and accessible neighbourhoods with a focus on regenerating brownfield land across the city. We need to take bold and innovative steps to make Bristol a joined up city, linking up people with jobs and with each other.

"I am confident this positive guidance can help meet the competing demands which developments need to fulfil in a busy urban environment like Bristol and ensure we have the right balance alongside our historic environment. Most areas of Bristol do have the potential to accommodate more growth and regeneration, which would see an increase in housing densities.

"This is about creating good places to live for everyone and, importantly, establishing new neighbourhoods which everyone has a stake in, where no one gets left behind."

The guidance also identifies a set of quality standards designed to deliver high density quality homes and good places to live for all ages.

Cllr Nicola Beech, Cabinet Member for Spatial Planning and City Design at Bristol City Council, said:

"I'd encourage everyone in Bristol to take time to review what we are proposing and give us their feedback. The future development of our city is incredibly important if we want to continue to attract people and investment.

"Recent developments at Wapping Wharf and Paintworks are good examples of what we would like to see more of. There is already significant development interest in parts of the city centre's eastern fringes including Temple Quarter, Bristol's Shopping Quarter, Old Market and North Redcliffe, all of which are supported by established planning and design guidance, setting out a clear vision for these areas. We are keen to extend this interest eastwards, promoting renewal to some of Bristol's poorest communities."

You can view the Urban Living Supplementary Planning Guidance Consultation at www.bristol.gov.uk/urbanliving. Alternatively reference copies are available to view at libraries. Comments should be submitted by 13 April 2018.

The Bristol Local Plan Review consultation can also be viewed on the council's website at www.bristol.gov.uk/localplanreview. Copies are also available at libraries and the deadline for comments is 13 April 2018.

Downloads

Wapping Wharf development - CB Bristol Design 2017
View | Download

Appendix B2

Urban Living SPD- Making successful places at higher density:

Statutory Consultation

August 2018

Themes and Responses

Number of responses

137 responses which breakdown approximately as follows:

Amenity groups: 12%

Public: 70%

Professionals: 18%

General Themes

The headline responses were a general support for the new format into 3 parts but there is a continued perception that the SPD is encouraging Tall Buildings (part3) against the weight of public opinion and the need for further clarification on the areas of character map.

Feedback from the second round of consultation has been grouped as follows:

1. Tall buildings;
2. Relationship with the Local Plan;
3. Assessment Criteria;
4. Masterplans;
5. Bedminster; and
6. Other comments.

1. <u>Tall buildings</u>

General themes

- Many amenity groups and members of the public disagree with the current definition, arguing it should be 6storeys +.
- SPD is too encouraging of tall buildings. Greater focus should be on mid-rise high density forms.
- Developers and agents object to statement relating to Outline Applications not being suitable for tall buildings.
- The current SPD1- Tall Buildings more appropriate guidance for tall buildings.

Comments on tall buildings including:

- Disagreement with definition of tall building. Most respondents who disagreed specified 6-storeys would be more appropriate definition.
- SPD does not reflect previous consultation responses, and clear, strong rejection of tall buildings.
- Greater emphasis on the flexibility of tall buildings to be converted to other uses.
- Tall buildings are not suitable living environments, particularly for families.
- SPD should not encourage tall buildings; language should be changed to be 'will be considered'.
- SPD 1-Tall buildings more appropriate for assessing tall building applications.
- Objection to SPD stating that Outline Applications are not suitable for tall buildings; not within the remit of an SPD, or the Local Plan to preclude this.
- Tall buildings are not suitable in a Bristol context, due to impact on skyline, lack of human scale, and poor living environment.
- Greater constraints needed on tall buildings.
- Location criteria too broad to restrict tall buildings in unsuitable areas.
- Location criteria likely to lead to 'scatter-gun' approach.
- Tall buildings should be located in clusters.
- Case Study Report-needs to include more tall building examples; making clear the downsides of this form of development.

Officers Comments

Whilst it is worth noting that the SPD has been written to give guidance on tall building design and their assessment - and is not a document advocating tall buildings - it is apparent from the nature of responses to this round of consultation that this is how it is being interpreted by a variety of groups and individuals.

In response to this, the following changes have been made to the SPD:

- **The preface has been amended to say that 'whilst tall buildings are one way of potentially optimising densities, they aren't the only way, and aren't appropriate in all circumstances';**
- **The critique of tall buildings (page 48) has been edited to more clearly differentiate tall buildings from other high density building typologies;**
- **Fig 12. Locational criteria (page 51), has been amended to say 'Tall buildings are more likely to be supported in locations….' rather than 'Tall buildings will be encouraged in locations….'**

We believe that the Tall Buildings SPD has been a useful and effective planning tool since it was adopted in 2005, but that some aspects of the SPD need updating for the following reasons:

- The 10 assessment criteria do not allow for the assessment of a building's liveability
- The guidance on which areas are appropriate for tall buildings only considers the city centre, and therefore does not acknowledge that a number of the city's future Growth and Regeneration areas are outside the city centre
- In terms of the City Centre, a more robust 3D analysis of specific sites suitable for tall buildings can now be found in the Temple Quarter Spatial Framework (adopted 2016) and the City Centre Framework (currently being updated following consultation)
- Some of the technical advice relating to undertaking visual impact assessments and daylight/sunlight assessments has moved on sine the publication of SPD1 in 2005..

The following table summarises some of the key differences and similarities between the two documents:

	Tall Buildings SPD1	Urban Living SPD
Definition of a tall building	9 storeys and above Or *'those that are substantially taller than their neighbours and/or which significantly change the skyline.'* Discretion of officer when the guidance is used	10 storeys and above to bring it in line with the Building Regs definition 0r 2 x prevailing building height Discretion of officer when the guidance is used
Assessment criteria	10 questions	15 questions + 8 additional questions for residential tall buildings
Siting a tall building	Generic criteria. Plan indicating where tall buildings are considered suitable in the city centre, supported by city centre urban design appraisal & view protection framework	Generic criteria. Expectation that 3D spatial frameworks will be required for all Growth and Regeneration Areas, supported by context appraisal and these will highlight scope for any tall buildings
Outline planning applications	Discouraged	Discouraged

Outline planning applications are discouraged both within the current Tall Buildings SPD 1 and in the draft Urban Living SPD. This is consistent with the Historic England Advice Note 4 on tall buildings which states (P7):

> *Submitting a detailed planning application will require the applicant to provide sufficient information to enable the local planning authority to assess the impact and planning merits in taking a decision. Outline applications are only likely to be justified in exceptional cases where the impact on the character and distinctiveness of local areas and on heritage assets can be assessed without knowing the detailed form and finishes of the building. This is likely to be rare. If an outline application is sought in these circumstances it is important to ensure that the parameters for development are derived from a thorough urban design analysis that clearly demonstrates impact.*

2. <u>Relationship to the Local Plan</u>

- Policy context for the SPD is not clear, referencing both current and emerging policy. Suggestions that SPD should not be adopted prior to completion of Local Plan Review.
- Housing targets were questioned - citing independent evidence that suggests the need will be higher.
- Reference to minimum density thresholds is unclear and premature where they reference emerging Local Plan review policy proposals.
- Setting of minimum density thresholds contrary to design-led, context based approach advocated elsewhere in the document.

- Optimum densities set out are not useful and do not provide sufficient scope for higher density schemes to come forward.
- Methodology for calculating net density, taking measurements from the middle of the road for tight urban sites, disputed.

Officers Comments

The SPD does not set an upper limit to density. However, schemes which propose densities significantly higher than those set out in the SPD, will require earlier engagement and a more collaborative approach with the Local Planning Authority to ensure all urban living objectives and other policy considerations are met.

The guidance acknowledges that measuring density 'can be complex on large schemes and may involve an element of judgement about whether open spaces, roads, parking and non-residential uses are an integral part of the development or serve a wider neighbourhood role'. However, what is important is that density is measured in a consistent way across the city. The methodology used is adapted from the Maccreanor Lavington methodology adopted in London.

In response to comments made, the following changes have been made to the SPD:

- In relation to the housing target figure (Page 10) the text has been changed to reflect Local Plan wording of 'at least 33,500'.
- Reference to the emerging local plan in relation to minimum density thresholds and optimum densities has been removed, and replaced with the wording from current adopted policy (Page 12);
-

3. <u>Assessment Criteria</u>

- Amenity groups and members of public request stronger wording around these, while developers and agents maintain that these are introducing standards by the 'back-door' and should make clear that exceptions should be considered. Particular objection to private open space and play space requirements.
- Not enough emphasis on content and quality of Design and Access Statements.

Officers Comments

The assessment criteria are articulated as a series of questions to be used during the pre-application stage, accompanied by a series of recommendations as to the sort of design response we are looking for. Guidance is based on a range of best practice guides including the Urban Design Compendium, Building for Life 12 and the London Housing SPG. The criteria will be used to assess the applications NOT determine the applications. The Local Plan has a suite of policies that will continue to be used to determine applications.

The SPD adopts an approach that is based on the NPPF endorsed and industry backed 'Building for Life 12' traffic light system of assessment at the pre-application stage. Building for Life is credited with raising residential quality standards. The intention is to periodically review the use and effectiveness of the Urban Living SPD to ensure that it is similarly delivering quality schemes on the ground, and to update and strengthen the Urban Living SPD if that is considered necessary.

The Urban Living SPD advocates that the assessment criteria are set out and addressed in the schemes Design and Access Statement, with the objective of significantly improving the quality of these important documents.

A new 'Liveability in residential development' policy is being developed as part of the Local Plan Review. This is likely to require developers to take account of guidance set out in the Urban Living SPD in respect to the quantity and design of private and communal open space.

In response to comments made, the following changes have been made to the SPD:

- **Fig 3 (Page 23) has been retitled as 'City-wide context appraisal' and amended to improve the clarity of the plan, and to better communicate the impact townscape character is likely to have on the opportunity for urban intensification.**
- **Fig 4 (Page 25) Accessibility Criteria has been slightly amended to show that there is an expectation that doorstep play will be provided within 100m of a development as stated elsewhere in the document**
- **Fig 6 (Page 31) has replaced a diagram with an extract from an indicative masterplan which better communicates a number of the key principles relating to the design of blocks and streets**
- **A number of small text changes have been made to Pages 32-35 (Q1.6) relating to parking and servicing. The text clarifies the position on rear parking courts in a suburban context**
- **There has been a slight amendment to Q2.1 and Q2.2 (Pages 38-39)as a result of feedback from a trial use of the questions to assess a scheme**
- **A number of images have been substituted (Pages 41 & 45)**

4. <u>Masterplans</u>

- Most support the design-led, context based approach to optimising density, although some objection from developers and agents to the criteria proposed for when Masterplans are required. Most stating this is too onerous and difficult to prepare.
- Masterplans should be a requirement, not just recommended, where a proposal seeks to increase density.

Officers Comments

Current adopted policy (DM27) provides guidance on this issue stating that "Proposals should not prejudice the existing and future development potential of adjoining sites or the potential for the area to achieve a coherent, interconnected and integrated built form. Where such potential may reasonably exist, including on sites with different use or ownership, development will be expected to either progress with a comprehensive scheme or, by means of its layout and form, enable a co-

ordinated approach to be adopted towards the development of those sites in the future". The SPD builds on this guidance, and best practice, to recommend the production of masterplans.

5. Bedminster Green

- Concerned that Bedminster is identified for significant intensification, without sufficient community facilities to support this.
- SPD does not recognise the historic character of Bedminster.
- Not suitable for a cluster of tall buildings.

Officers Comments

Bedminster Green is identified in the SPD as a potential new character area. Figure 3 states that significant potential exists for intensification informed through an area wide framework (aka Spatial Framework). Fig 3 goes on to acknowledge that the area has existing contextual constraints. The SPD does not state that Bedminster Green is suitable for tall buildings. It is not within the scope of the document to say which areas are appropriate or inappropriate for tall buildings. Instead, the SPD advocates the preparation of Spatial Frameworks for areas of anticipated change such as Bedminster Green.

6. Other Comments

Additional Scrutiny

- Public consultation should be required prior to pre-application and SCI should be agreed by all parties.
- Management and maintenance needs to be understood from the outset.
- Should be no requirement to progress schemes through BUDF.

Affordable Housing

- Expectations for affordable housing should be re-emphasised and viability statements for previous schemes on sites made public.

Community Infrastructure

- Lack of emphasis on providing community facilities as part of higher density/ tall building schemes.

Community Involvement

- Strengthen the commitment to community engagement in high density developments
- SPD should set out what community engagement should entail.

Consultation on the Urban Living SPD

- SPD does not reflect the consultation responses on the previous draft.
- The consultation was not sufficiently publicised to have meaningful consultation.
- Should be called in for Full Council debate.

Context

- Reference to context is not robust enough.

General

- No mention of Neighbourhood Plans.
- Fig 2 and 3 are hard to read and need to be made clearer.
- Tall building guidance should be made separate to Urban Living.
-

Heritage

- SPD should explicitly reference 'Our inherited city' and S66 and S72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Housing typologies and density

- Too much focus on apartment living, need to recognise other forms of development, including lower density.

Officers Comments

The majority of these latter concerns are addressed in the SPD and officers do not believe there is a need to add further to the text . Some of the points of concerns lie outside the scope of the SPD, to clarify the SPD provides:

- Quality expectations for higher density development in the city, including tall buildings
- Guidance on making liveable higher density residential schemes
- Broad-brush city-wide character appraisal
- Questions to consider during design development/pre-app linked to traffic light assessment
- Best practice precedents
- Technical assessment guidance

It does NOT provide:

- Area/site guidance
- Locations appropriate for tall buildings
- Density thresholds for residential developments

Bristol City Council Equality Impact Assessment Form

(Please refer to the Equality Impact Assessment guidance when completing this form)

Name of proposal	Urban Living Supplementary Planning Document
Directorate and Service Area	Growth & Regeneration, Planning
Name of Lead Officer	Vicky Smith

Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

1.1 What is the proposal?
The Urban Living SPD gives guidance on the design and quality of high density schemes and tall buildings. The Urban Living SPD seeks to achieve this by providing further guidance to the relevant policies contained within the Bristol Core Strategy (adopted 2011), the Site Allocations and Development Management Policies (adopted 2014) and the replacement Local Plan (expected adoption Autumn 2020).

Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

2.1 What data or evidence is there which tells us who is, or could be affected?
This proposal will affect all citizens living in the city including those with protected characteristics. We have referred to census data and key information e.g. from State of Bristol Key Facts 2017-18. Full details of the documents which have helped inform the SPD are listed in Appendix G of the SPD.
2.2 Who is missing? Are there any gaps in the data?
There are gaps in diversity data for the city which are being addressed outside the scope of this proposal.

2.3 How have we involved, or will we involve, communities and groups that could be affected?
We have held 2 public consultations and 3 public workshops over two years to develop on the proposals. Details of the consultations, the responses and how we have acted on these are available in appendix B of the Cabinet Papers. There will be ongoing review and monitoring of the SPD and its impact on the planning applications over the next 18 months. It is envisaged a revised document will be issued after this period.

Step 3: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigourous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?
The proposal will impact on all citizens in the city including those with protected characteristics.
3.2 Can these impacts be mitigated or justified? If so, how?
The purpose of the SPD is the mitigate the impact that poorly designed and located high density schemes can have on all citizens by providing liveability indicators to assess the quality of housing schemes. Particularly attention has been paid to the impact high density living can have on children.
3.3 Does the proposal create any benefits for people with protected characteristics?
As above
3.4 Can they be maximised? If so, how?
Yes by adopting the document and reviewing and monitoring the impact the document will have on the design of high density schemes and tall buildings across the city

Step 4: So what?

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?
Consideration of the needs of equalities groups has been integral to the development of this document.
4.2 What actions have been identified going forward?
Continuous reviewing and monitoring as detailed above. Continuous working with community groups to understand needs; the development of a child yield calculator; review and improvement of walking distances of citizens to local facilities and amenities
4.3 How will the impact of your proposal and actions be measured moving forward?
Through monitoring of planning applications the collection of data about the density of schemes and the mix of accommodation types and tenures and through ward level demographics. The delivery of good quality schemes that people what to live, work and play in.

Service Director Sign-Off: Zoe Willcox	Equalities Officer Sign Off: Duncan Fleming
Date: 24/10/18	Date: 24/10/18

APPENDIX F

Eco Impact Checklist

Title of report: Urban Living Supplementary Planning Document				
Report author: Vicky Smith, Service Manager City Design				
Anticipated date of key decision 6th November				
Summary of proposals: The Urban Living SPD is supplementary to the existing Local Plan. It provides quality design principles and guidance for adoption in November 2018. This SPD will also contribute in forming the new Local Plan, to be produced and consulted on in 2020.				
Will the proposal impact on...	Yes/ No	+ive or -ive	If Yes…	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	Neutral	The SPD provides guidance on some areas of energy efficiency.	The SPD is intended for use alongside all of the BCC planning policies, key environmental impacts and mitigation of these are considered in the following existing planning policies: BCS13 Climate Change BCS14 Sustainable Energy BCS15 Sustainable Design and Construction BCS16 Flood Risk and Water Management. Energy Efficiency advice is outlined in the Tall Buildings guidance section, including connection to heat networks and usage of renewable energy. Some considerations within this policy do help to mitigate negative impacts major development have, for example encouraging the inclusion of natural light for homes, ensuring tall buildings do not interfere with existing Solar PV arrays. Provision of electric vehicle charging

				is highlighted for consideration.
Bristol's resilience to the effects of climate change?	No			
Consumption of non-renewable resources?	No			.
Production, recycling or disposal of waste	No			
The appearance of the city?	Yes	Neutral	The SPD provides guidance on the design of new developments including tall buildings	15 questions + 8 additional questions for residential tall buildings Landscape and Visual Impact Assessments required for all tall buildings
Pollution to land, water, or air?	No			
Wildlife and habitats?	No			

Consulted with:
Non-statutory preparation consultation: Stakeholder Events- 16th March 2017, 28th September 2017, 13th June 2018

Statutory consultation:
19th February -13th April 2018 via the Council's Consultation Hub
28th August – 25th September 2018 via Council's Consultation Hub

Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>

The Urban Living SPD provides guidance to developers. It references some environmental areas and links developers to the BCC planning policies already in place around sustainability and environmental resilience.

The net effects of the proposals are neutral, the plan itself will trigger no major environmental impacts however it does point developers to positive measures to mitigate environmental impacts.

Checklist completed by:

Name:	
Dept.:	
Extension:	
Date:	16/10/2018
Verified by Environmental Performance Team	Nicola Hares

Decision Pathway Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 06 November 2018

TITLE	City Leap – Options Appraisal Development		
Ward(s)	City-wide		
Author: David White		**Job title:** Head of Energy Services	
Cabinet lead: Cllr Dudd		**Executive Director lead**: Colin Molton	
Proposal origin: BCC Staff			
Decision maker: Cabinet Member **Decision forum:** Cabinet			
Purpose of Report: Request for funds to develop the City Leap options appraisal and recommendation.			

Evidence Base: The response to the City Leap Prospectus (which was published in May following May Cabinet approval), has exceeded expectations (180 expressions of interest from the industry). In order to ensure that the soft market testing exercise is fully capitalised upon, further funding is required to maintain the existing project team and deploy specialist financial and legal advice to support the development of a robust options appraisal and viable recommendation(s) for Cabinet to consider (at the March 2019 meeting).

Option 1 - Deliver services in house:
The budget request for this has been calculated based on the cost of continuing the Energy Service City Leap project team until 31 March 2019 and anticipated time required by specialist colleagues internally.

OR

Option 2 – Outsource specialist advice:
The budget request for this has been calculated based on the cost of continuing the Energy Service City Leap project team until 31 March 2019 and externally procuring external advisors. Previous experience has been used to estimate this consultancy budget requirement.

OR

Option 3 – Combination of Option 1 and 2:
The budget request for this has been calculated based on the cost of continuing the Energy Service City Leap project team until 31 March 2019 and estimates for options 1 and 2.

All options have been costed in detail, summary is shown below:

Table 1	Scenario 1	Scenario 2	Scenario 3
In-house service costs	£287,559	£168,003	£168,003 > £287,559
Externally procured advice	£0	£320,000	£0 > £320,000
Project management costs	£205,693	£205,693	£205,693
Contingency @ 10%	£49,325	£69,370	£49,325 > £69,370
City Leap Funds Required > March 2018	**£542,577**	**£763,066**	**£542,577 > £763,066**

The reason for outlining the three options is because it is likely that we will be able to deliver some of the required deliverables in house but not all. Flexibility is required in order to ensure that the required deliverables are met on time.

Cabinet Member Recommendations:

That Cabinet:

1. Authorise the continuation of the project team in its current form until 31 March 2019.
2. Authorise specialist advice, (legal and financial) being sought to supply the advice required to develop a robust options appraisal and recommendation(s) for consideration at Cabinet (targeted for March 2019).
3. Delegate to the Head of Legal Services, in consultation with the Service Director responsible for Energy and the Cabinet member with Responsibility for Energy Waste and Regulatory Services, the decision as to where the specialist advice will be sought from, i.e. Option 1, 2 or 3 as outlined in Table 1.
4. Note that should this recommendations be approved, it is likely that the next Cabinet report (targeted for March 2019) will contain the options appraisal to be developed with specialist advice, the associated recommendation(s), funding for the project team and further legal and financial advice in order to support and facilitate contractual negotiations and set up for the City Leap solution.

Corporate Strategy alignment:
The City Leap Prospectus is intended to deliver the £800m to £1bn investment referenced under the second Wellbeing Key Commitment in the Corporate Strategy 2018-23, which was approved by Full Council in February 2018, 'Keep Bristol on course to be run entirely on clean energy by 2050 whilst improving our environment to ensure people enjoy cleaner air, cleaner streets and access to parks and green spaces.'

City Benefits:

- Keep Bristol on course to be run entirely on clean energy by 2050 by delivering £800m to £1bn of investment in the city's low carbon, smart energy system.
- Improve our environment to ensure people enjoy cleaner air through supporting the further deployment of renewable energy generation and electric vehicles.
- Improve physical and mental health and wellbeing by making residents' homes warmer and cheaper to heat, reducing inequalities and the demand for acute services.
- Tackle food and fuel poverty by reducing energy bills.
- Create jobs, contributing to a diverse economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person.

Consultation Details:
10+ briefings provided to the Mayor, CMB's and Senior Officers July 2018 to present.

Revenue Cost	**-**	**Source of Revenue Funding**	**-**
Capital Cost	**£540,777 > £763,066**	**Source of Capital Funding**	**PL19**
One off cost ☒	**Ongoing cost ☐**	**Saving Proposal ☐**	**Income generation proposal ☐**

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice:
This report requests funding to progress the City Leap options appraisal and to produce a recommendation for Cabinet consideration.
£0.100m for initial soft market testing has previously been approved (May 2018).
The incremental funding here requested ranges from £0.543m to £0.763m for extension of the existing project team plus engagement of additional specialist advice.
It is intended that the additional development costs would be funded from Capital Programme Scheme PL19 which relates to 'Energy Services Phase 2 investment & commercialisation opportunities' and holds £3m for '18/'19.
It is anticipated that the outcome of the development work will be improved or enhanced assets to the Council. However there is a risk that if this does not happen, then the development costs will be deemed abortive and require

revenue reversion, for which there is currently no provision. This would require the identification of compensatory savings from the revenue budget at some point over the period of the medium term financial plan.

It is stated that a further request is expected to come to Cabinet (March 2019) to extend funding of both the project team and further legal advice relating to the contractual negotiations and set up phases of the City Leap solution.

Finance Business Partner: Jemma Prince 16/10/18

2. Legal Advice:
Whenever the Council is procuring services from external consultants, the Council will need to procure the services in compliance with either the Council's procurement rules (if the value is between £15k and £181k) or the Public Contracts Regulations 2015 (if the value is over £181k) and an exemption is not available. The relevant officers will need to obtain legal advice on the process to be followed once the value is finalised.

Legal Team Leader: Sinead Willis, Corporate and Governance Team Leader, advice provided on 1 October 2018

3. Implications on IT:
There are, at this stage, no identifiable IT implications of this initiative. In due course, though, some synergies with BCC enabled technologies, including network capabilities such as BNet, may become apparent. Engagement with IT and other technology partners at the appropriate time will help to ensure that such opportunities help support this initiative.

IT Team Leader: Ian Gale, Head of IT 3/10/18

4. HR Advice:
Resources in the team comprise of a Project Officer on a fixed term contract who will be replaced in December (when maternity leave commences), and a permanent member of staff. Therefore there are no identified HR issues or implications associated.

HR Partner: Celia Williams 2/10/18

EDM Sign-off	Patsy Mellor	3/10/2018
Cabinet Member sign-off	Councillor Dudd	4/10/2018
CLB Sign-off	Mike Jackson	2/10/2018
For Key Decisions - Mayor's Office sign-off	Mayor's Office	8/10/2018

Appendix A – Further essential background / detail on the proposal	**YES**
Appendix B – Details of consultation carried out - internal and external	**YES**
Appendix C – Summary of any engagement with scrutiny	**NO**
Appendix D – Risk assessment	**YES**
Appendix E – Equalities screening / impact assessment of proposal	**YES**
Appendix F – Eco-impact screening/ impact assessment of proposal	**YES**
Appendix G – Financial Advice	**NO**
Appendix H – Legal Advice	**NO**
Appendix I – Combined Background papers	**NO**
Appendix J – Exempt Information	**NO**
Appendix K – HR advice	**NO**
Appendix L – ICT	**NO**

Appendix A – Further essential background/detail on the proposal

City Leap – Options Appraisal Development

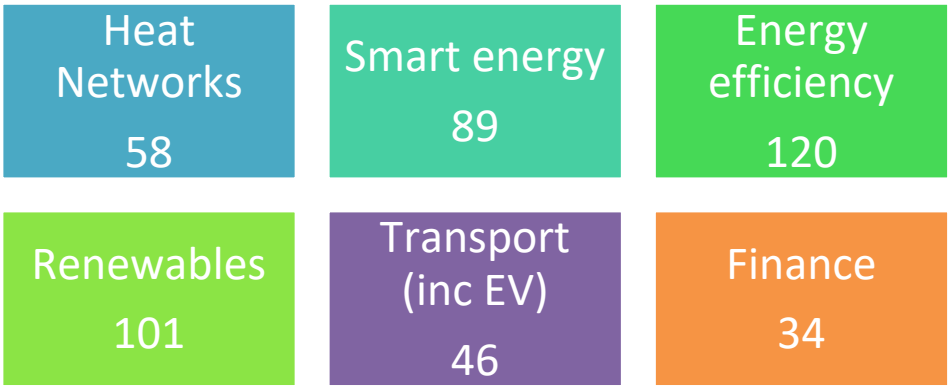
Background

Bristol is leading by example in taking action on climate change and is committed to being a carbon neutral city by 2050. Since 2005, Bristol City Council has delivered a wide range of energy efficiency and investment initiatives, investing in tens of millions of pounds in renewable energy generation and energy efficiency and meeting our 2020 target three years early.

The future low carbon, smart energy system will need to include low carbon heat and power generation, heat networks, private wire, battery storage, energy efficiency and low/no emission vehicle infrastructure, connected by innovative digital technologies to minimise energy consumption and maximise value generation. It is estimated that the potential investment opportunity for City Leap partners in relation to energy over the next decade is of the order of £800m to £1bn.

There is a collective understanding that we as a council need to build on all that we have achieved and work with partners, both within the city and beyond, to up the pace of delivery in order to meet our 2050 target. The purpose of the City Leap Prospectus was to communicate this ambition and seek long-term partners to work with us to achieve our shared goals and build a resilient city where no one is left behind.

Following the launch of the Prospectus in May 2018, the Expression of Interest window has now closed. A total of 180 Expressions of Interest (EOI) were received from a broad and notable range of organisations keen to be a part of the future City Leap solution. From the soft market testing that has been done to date, it is apparent that the City Leap aspirations are of interest to local, national and international organisations across the whole industry and across the areas of activity as set out in the Prospectus (see below for an analysis of areas of interest from organisations that have submitted an EOI):



Next steps

The City Leap Prospectus has allowed us to fully test the market and listen to a wide range of proposals about how we might achieve our goals. A detailed options appraisal, reflecting feedback received during the soft market test, now needs to be undertaken in order to enable the project team to present a recommendation to Cabinet (currently targeted for March 2019).

In order to ensure that the options appraisal and ultimate recommendation is thorough and robust, as well as the project team and in-house specialist resource, specialist consultants are required to provide advice that considers all potential short medium and long term risks, issues and opportunities.

Appendix B – City Leap – Options Appraisal Development

City Leap Public Engagement Activities

Participation, education and behaviour change is a key outcome for our work to transform the city's energy system. We've factored in a comprehensive approach towards communication, dissemination and engagement with our communities since the launch of the City Leap Prospectus and the Council's ambitions in May 2018.

Our engagement plan has included tapping into existing community forums like the Bristol Energy Network, but also creating new, bespoke channels to bring the public along on our journey.

Below is a list of the main events that our team has attended to engage with local people, community groups and the business community.

6 June	Mayor's Investor Day – Presenter: James Sterling
19 June	Regen Smart Energy Marketplace, Exeter - Presenter: James Sterling
5 July	Bristol Green Capital Partnership Green Mingle Bristol - Presenter: James Sterling
5 July	JBIC investor event, London - Presenter: David White
7 July	Bristol Energy Network Meeting - Presenter: James Sterling
9-12 July	DIT, Singapore/Kuala Lumpur investor events - Presenter: Marvin Rees
24 July	Low Carbon South West Business Breakfast - Presenter: James Sterling
2 August	Bristol Green Capital Partnership Green Mingle - Presenter: David White
19 September	Costain Event - Presenter: David White
17 October	GGBW: Financing the Low Carbon Economy Event - Presenter: David White
18 October	GGBW: The Time is Now for EV Event - Presenter: James Sterling

RISK LOG

PROJECT NAME:	City Leap	**PROJECT ID**	
PROJECT MANAGER:	Sarah Sims	**DATE LAST AMENDED**	25/09/18

KEY:

Category - **'E/F'** Economic/Financial'; **'E'** Environmental; **'L'** Legal/Regulatory; **'O/M'** Organisational/management; **'P'** Political; **'S/C'** Strategic/Commercial; **'T/O'** Technical/Operational

Likelihood - **4 =** Likely to happen frequently (>75%) **3 =** Probably Happen at Intervals (>50%), **2 =** Possibly happen on several occasions **1 =** Might happen rarely **Impact: 7 =** Catastrophic, 5 = Critical, 3 = Significant, **1 =** Marginal

Priority Score - Purple (22-28: Catastrophic Risk); Red (13-21: Critical Risk); Amber (6-12: Significant Risk); Green (1-5: Marginal Risk)

ID	Type	Category	Description	Likelihood	Impact	Priority	Date identified	Countermeasure or response	Residual Likelihood	Residual Impact	Residual Priority	Owner / Actioner	Notes	Date of last update	Status	Related RID ID
R01	Risk	S/C	The Council does not respond adequately to responses received in relation to the Prospectus as a result of inadequate governance arrangements, employee expertise and resource available.	4	5	20	19/03/18	1. Robust governance arrangements to be put in place. 2. Funding requested for staff and legal support. 3. No authority to enter into partnerships provided under this Cabinet Report.	2	3	6	David White	Length of time to respond has extended due to volume (180) therefore meetings going > end Oct.	17/09/18	Open	
R03	Opportunity	S/C	Receive overwhelming number of responses	4	5	20	19/03/18	1. Robust governance arrangements to be put in place. 2. Funding requested for staff and legal support. 3. No authority to enter into partnerships provided under this Cabinet Report.	2	3	6	David White	Volume of responses mean that 1st stage meetings are extending in to Mid / Late October. Potential impact on timelines.	10/09/18	Open	
R05	Risk	T/O	Small project team, therefore there are key person dependancies should anyone be off work for any period of time.	3	3	9	10/07/18	Processes and methodology for operational work is up to date and knoweldge shared at all opportunities in an auditable way	2	3	6	Sarah Sims	Annual leave overlapping during key development periods and potential other unknowns are possible.	20/08/18	Open	
R06	Risk	O/M	Selection / non-selection methods for next steps with companies that have submitted an EOI needs to be fair and transparent in case of challenge.	2	3	6	25/07/18	Publicly available finance information is being reviewed and overview of company being done and added to dashboard to identify key informaiton. Further to this, no organisations are being discounted, however, certain ideas / business routes that we plan to proceed with may lead to the exclusion of certain proposed business models.	2	1	2	Sonya Bedford		20/08/18	Open	
R07	Risk	S/C	Target of completing all EOI initial meetings by end of Sept may become unfeasible depending on number of EOI's submitted in final week. This could impact the target decision pathway, i.e. January Cabinet.	3	3	9	01/08/18	Anticipating to complete these by end of October. Aiming for March Cabinet now.	2	5	10	Sarah Sims	Currently on schedule.	20/08/18	Open	
R08	Risk	S/C	Opportunities that have arisen from City Leap could be wasted as the current budget will be spent by end of September for resource to manage the formulation of an options appraisal.	2	7	14	24/07/18	Budget request has been submitted for additional funds to support the resource requirements and bring in specialist advice to support the Options Appraisal. This now has to go to November Cabinet.	2	5	10	Sarah Sims	Paperwork is on track for November cabinet.	20/08/18	Open	
R09	Risk	T/O	Interested third parties wanting to harvest benefits prior to appropriate due diligence being done.	1	7	7	03/09/18	If incomplete information is given and then preferred options and recommendations change, the strategic benefit and outcomes of city leap might be jeopordised.	1	5	5	David White		25/09/18	Open	
R10	Risk	S/C	Unknown outcomes relating to Brexit mean that our proposed recommendation for Cabinet could be impacted where there are international partners that may be part of the solution	4	7	28	11/09/18	Communicate and raise in discussions with potential partners.	2	3	6	David White		25/09/18	Open	
R11	Risk	S/C	City Leap strategy does not achieve full potential and/or does not effectively deliver BCC agreed strategic objectives / aims of programme.	3	5	15	18/10/18	BCC Leadership/Project Team/stakeholders building a cohesive project execution plan that includes for transparent monitoring and gateway approvals at key strategic milestones.	2	5	10	Project Team	Expected completion date: End Q1/2021	18/10/18	Open	
R12	Risk	L	The programme does not deliver a fully compliant City Leap delivery vehicle / mechanism which ,fully adheres to all necessary Acts of Parliament, regulations , legal duties, etc.	1	7	7	18/10/18	BCC Leadership/Project Team/stakeholders building a cohesive project execution plan that includes for transparent monitoring and gateway approvals at key strategic milestones.	1	5	5	Project Team	Expected completion date: Target Q4/2019	18/10/18	Open	

ID	Type	Category	Description	Likelihood	Impact	Priority	Date identified	Countermeasure or response	Residual Likelihood	Residual Impact	Residual Priority	Owner / Actioner	Notes	Date of last update	Status	Related RID ID
R13	Risk	O/M	Failure of BCC team to secure sufficient / appropriate resource (prior to City Leap delivery vehicle operational) resulting in misalignment of BCC / Cabinet / stakeholder / 3rd party priorities.	3	5	15	18/10/18	Project Team/stakeholders procuring external consultant expertise aligned with requirements of the City Leap project execution plan.	2	5	10	Project Team	Consultants anticipated to start on 13th Nov.	18/10/18	Open	
R14	Risk	E/F	City Leap seed / committed funds do not deliver agreed strategic objectives / aims / returns anticipated at approval.	2	5	10	18/10/18	BCC Leadership/Project Team/stakeholders building a cohesive project execution plan that includes for transparent monitoring and gateway approvals at key strategic milestones.	1	3	3	Project Team	Expected completion date: Target Q1/2021	18/10/18	Open	
R15	Risk	P	City Leap project does not deliver against all agreed short and/or medium term strategic objectives / aims of the City Council.	2	5	10	18/10/18	BCC Comms team aligning communication strategy with key gateway approvals at City Leap strategic milestones.	1	3	3	Project Team	Taget completion date: Short: Q4/2019 (target) Medium: end Q1/2021 Long: Q4/2029	18/10/18	Open	
R16	Risk	S/C	BCC aims and objectives are not agreed prior to engagement of potential City Leap delivery partner(s).	1	5	5	18/10/18	Ongoing BCC stakeholder engagement to capture requirements	1	3	3	Project Team	Target completion date: End Nov 2018	18/10/18	Open	
R17	Risk	O/M	Key City Leap team members and Business Partners are unavailable for extended durations of time due to other BCC commitments.	2	7	14	18/10/18	Full engagement of BCC leadership with City Leap process so that key resource(s) are made available to plug into City Leap strategic deliverables.	2	5	10	Project Team	Target completion date: End Oct 2018	18/10/18	Open	
R18	Risk	P	City Leap strategy fails to engage the Bristol community and BCC existing partners.	1	7	7	18/10/18	Project Team to build a cohesive communications plan to leverage off the demonstrable external 3rd party interest shown during the Prospectus phase of the strategic timeline.	1	5	5	Project Team		18/10/18	Open	
R19	Risk	S/C	City Leap fails to annotate / build a persuasive value proposition of what intangible benefits bcc adds to city Leap process / delivery vehicle	3	5	15	18/10/18	Project Team to engage with BCC stakeholders and advisors to capture key messaging.	2	5	10	Project Team	Target completion date: Q1/2019	18/10/18	Open	
R20	Risk	P	Risk of not meeting manifesto & corporate strategy commitments if investment is not sought. Increased environmental risk of not meeting 2050 targets.	2	7	14	18/10/18	Key local, influential stakeholders will be briefed in advance of any Cabinet papers being published to ensure they understand where the funding could come from and how it will lever improvements to our energy system and infrastructure and progress towards 2050 targets.	1	3	3	Project Team	Target completion date: Q4/2019	18/10/18	Open	

APPENDIX E

Bristol City Council Equality Impact Relevance Check

This tool will identify the equalities relevance of a proposal, and establish whether a full Equality Impact Assessment will be required. Please read the guidance prior to completing this relevance check.

What is the proposal?	
Name of proposal	City Leap
Please outline the proposal.	Request for funds to develop the City Leap options appraisal and recommendation.
What savings will this proposal achieve?	None at this stage
Name of Lead Officer	David White, Head of Energy Services

Could your proposal impact citizens with protected characteristics? (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.
None identified
Please outline where there may be significant negative impacts, and for whom.
None identified

Could your proposal impact staff with protected characteristics? (i.e. reduction in posts, changes to working hours or locations, changes in pay)
Please outline where there may be significant opportunities or positive impacts, and for whom.
None identified
Please outline where there may be negative impacts, and for whom.
None identified

Is a full Equality Impact Assessment required?	
Does the proposal have the potential to impact on people with protected characteristics in the following ways: • access to or participation in a service, • levels of representation in our workforce, or • reducing quality of life (i.e. health, education, standard of living) ?	
Please indicate yes or no. If the answer is yes then a full impact assessment must be carried out. If the answer is no, please provide a justification.	No – We do not anticipate at this stage that the development of an options appraisal and recommendation will have an impact on people with protected characteristics. However the scale of this programme will require that a full EqIA takes place as the plans

	become more refined so that decision makers can give due regard to any potential impact on protected groups.
Service Director sign-off and date: Patsy Mellor 26/10/2018	Equalities Officer sign-off and date: Duncan Fleming 23/10/2018

Eco Impact Checklist

Title of report: City Leap Prospectus				
Report author: David White, Head of Energy Services				
Anticipated date of key decision: 6th November 2018				
Summary of proposals: Request for funds to develop the City Leap options appraisal and recommendation.				
Will the proposal impact on...	Yes/ No	+ive or -ive	If Yes…	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	N/A		See Summary below	
Bristol's resilience to the effects of climate change?	N/A		See Summary below	
Consumption of non-renewable resources?	N/A		See Summary below	
Production, recycling or disposal of waste	N/A		See Summary below	
The appearance of the city?	N/A		See Summary below	
Pollution to land, water, or air?	N/A		See Summary below	
Wildlife and habitats?	N/A		See Summary below	
Consulted with:				
Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>				
This proposal has the potential to deliver highly significant environmental benefits at a citywide scale, and these will be considered in future Cabinet reports. The options appraisal does not have any direct significant environmental impacts so a full Eco Impact Assessment checklist is not needed at this stage and no mitigation is proposed.				

Checklist completed by:	
Name:	
Dept.:	Environmental Performance
Extension:	
Date:	23/10/2018
Verified by Environmental Performance Team	Nicola Hares

Decision Pathway Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 06 November 2018

TITLE	**Joint Development and Land Agreement for Engine Shed 2, Temple Square and Station Approach.**
Ward(s)	**Lawrence Hill**
Author: Oliver Roberts	**Job title: Project Manager**
Cabinet lead: Cllr Cheney	**Executive Director lead: Colin Molton**
Proposal origin: BCC Staff	
Decision maker: Cabinet Member **Decision forum:** Cabinet	

Purpose of Report:

1. To receive updates on the status of decisions made at the Cabinet Meetings of 1st March 2016 and 6th September 2016, including the progress on entering a Joint Development and Land Agreement with Skanska UK and the acquisition of the Grosvenor Hotel.
2. To note the submission of a Full Business Case to the West of England Joint Committee in support of securing funding with a value of up to £4m to support the delivery of Engine Shed 2.
3. To review funding requirements to meet obligations under the Joint Development and Land Agreement with Skanska UK Ltd.
4. To review the option for the purchase of the Station Approach site, at Temple Meads from Skanska UK Ltd under the Joint Development and Land Agreement.
5. To seek authority to acquire land required for the Temple Square development by agreement and also to promote Compulsory Purchase Order(s) to acquire land if agreement with the current owners is believed to not be possible within a reasonable timeframe.
6. To approve the way forward including allocation of necessary funds

Evidence Base:

Engine Shed 2, Temple Gate and Station Approach are key regeneration sites within the Temple Quarter (all falling within the Enterprise Zone boundary.) Delivery of these key gateway sites is a Council priority and pace of delivery will be fundamental to contributing towards Enterprise Zone targets and in supporting the overall regeneration of Temple Meads.

On 1 March 2016, Cabinet approved that the Council would enter into a joint development and land agreement with Skanska UK Limited relating to their land ownership at Temple Meads, and the Council's land ownership at the George & Railway and Temple Gate to achieve comprehensive regeneration and development of the land.

On 1 March 2016, Cabinet further approved that the Strategic Director: Place be given delegated authority to approve purchase of the Grosvenor Hotel by negotiation at market value. If this could not be achieved within the timeframe judged necessary by officers to efficiently progress and support the wider regeneration project for the Temple Quarter area, a further report would be bought to Cabinet outlining the alternative options that the Council could consider in relation to acquiring the Grosvenor Hotel Site. These options are covered in this Cabinet Paper.

On 6 September 2016, Cabinet approved that the Council would enter into an agreement for lease with Skanska subject to their development and completion of Engine Shed 2; and a sub-lease to an incubator manager for them to manage and operate Engine Shed 2. Lawyers are engaged on finalising the detailed agreements. Skanska have

committed significant resources to make strong progress with the project in advance of completing legal agreements, including securing full planning permission for Engine Shed 2 and outline permission for the Temple Square plots.

Development of Engine Shed 2 is proposed as the first phase of the overall project. Engine Shed 2 will deliver new office and incubator accommodation within the Enterprise Zone for small and medium sized businesses. This will support growth in key sectors, help drive business rates growth and deliver jobs within the Enterprise Zone in order to meet key Council commitments. To help the scheme come forward, Bristol City Council has secured outline agreement for £4m of Local Growth Fund round 2 (LGF2) funding from the LEP and Government to support its development. Discussion around the potential substitution of LGF2 for Economic Development Fund (EDF) or an alternative funding stream are taking place with the LEP as mitigation against programme delivery risks of not meeting the LGF2 spend deadline of March 2021. A Full Business Case for funding is being developed for submission to the West of England Joint Committee for approval, with a target date for review of 30th November 2018.

It is proposed to dispose of the George and Railway site at Temple Meads, and neighbouring car park, to Skanska. Skanska will provide or secure funding for the development and use their proven expertise to deliver the development project. Bristol City Council will lease the property from Skanska on a long term basis to secure the facility for the city; the Council will then lease the space to Science Research Foundation (SRF), part of the University of Bristol for the operation of Engine Shed 2.

It is intended that land between 100 Temple Street, Engine Shed 2 and Temple Square, will be developed to create a new high quality area of public realm called Temple Square Plaza.

The proposed funding includes receipts from the sale of the George and Railway to Skanska for the Engine Shed 2 development; receipts from the future sale of the Temple Square plots and grant funding, via the West of England Joint Committee for Engine Shed 2. Allocation of £2.1m strategic Community Infrastructure Levy funds is requested to cover the costs of utility diversions required for the site assembly of the Temple Square plot. There are a number of costs to the Council associated with delivering the joint land and development agreement, which Cabinet are asked to approve the funding are summarised below:

- Acquisition of Grosvenor Hotel, by mutual agreement or Compulsory Purchase Order of this site and also unregistered land within the highway;
- Repayment of a grant supporting the purchase of the George and Railway hotel from the Homes and Communities Agency (HCA), now known as Homes England (HE);
- Engine Shed 2 fit out works;
- Works required for the site assembly of the Temple Square plot;
- Option for the purchase of the Station Approach site from Skanska ;
- Funding the establishment of meanwhile uses on Temple Square prior to redevelopment of this plot.
- Allowance for any adjacent public realm and landscaping works not undertaken by Skanska as part of the Engine Shed 2 and Temple Square developments.

Further details of the above requirements and costs are outlined within section 5 of Appendix A and detailed in full within the exempt Appendix J.

Cabinet Member Recommendations:

1. To authorise the Executive Director Growth and Regeneration, in consultation with the Deputy Mayor for Finance Governance & Performance, to progress Compulsory Purchase Order(s) for the comprehensive regeneration and development of the land shown edged red on the draft Order Map attached to this report as plan 2 of Appendix I; and itemised below:
   a) unregistered land within the highway and
   b) the Grosvenor Hotel should negotiations fail to deliver an acceptable resolution.
   The authorisation shall include the detailed recommendations for the progression of the Compulsory

Purchase Order(s) within Section 7 of Appendix A, which will be included on the recording form of the decision.

2. To approve a £4m budget on the Capital register for the Engine Shed 2 project, subject to confirmation of grant funding from the West of England Joint Committee.

3. To approve a £6.86m budget on the Capital register for the purposes of achieving the comprehensive regeneration and development of the Temple Square land, including adjacent public realm.

4. To approve the allocation of £2.1m of strategic Community Infrastructure Levy towards the cost of utilities diversion infrastructure required to bring forward the regeneration and development of the Temple Square land.

5. To authorise the Executive Director Growth and Regeneration, in consultation with the Deputy Mayor for Finance Governance & Performance, the Chief Financial Officer and the Monitoring Officer, to exercise the Option under the proposed Joint Development and Land Agreement with Skanska UK Ltd for the purchase of the Station Approach site based on an externally validated market valuation, for the purposes of the comprehensive regeneration of Temple Meads.

Corporate Strategy alignment:
The proposals align with a number of corporate priorities, including:

- Develop a diverse economy that offers opportunity to all;
- Make progress towards being the UK's best digitally connected city, and;
- Reduce social and economic isolation and help connect people to people, people to jobs and people to opportunity.

The proposals will also support the Council in meeting key Enterprise Zone commitments, including around business rates income and jobs delivery. The Council is committed to delivering 17,000 jobs within the (original) Enterprise Zone area by 2037.

Engine Shed has been named the best university business incubator in the world. The Bristol and Bath region is also the UK's only 'fast growing and globally significant tech cluster' by McKinsey and Co in 2015 and Engine Shed has been key in supporting this growth. Expanding the scale and scope of Engine Shed, as part of the wider regeneration that will be delivered in the Temple Quarter as part of the a joint development and land agreement, will deliver:

- growth of priority sectors including creative, digital, low carbon and cross cutting high tech industries, by providing incubation support and encouragement and space for collaboration within and between sectors;
- jobs and a high profile, high quality development focused on driving economic growth in the heart of the Temple Quarter, which is accessible and provides opportunity to all;
- ES2 will act as a multiplier for jobs and growth, attracting new occupiers wanting to locate nearby and provide a source of demand for space from businesses ready to leave the facility, because they have been incubated successfully and/or are moving to expand.

City Benefits:
Delivery of Engine Shed 2 (ES2), the redevelopment of Temple Gate and the purchase of Station Approach will demonstrate progress in a key area of change and development within the city, supporting Council ambitions to promote the redevelopment of the wider Temple Meads and Temple Quarter areas.

Significant city benefits will be delivered as an outcome of the long term economic growth driven by the ES2 project alongside the wider regeneration achieved through the joint development and land agreement. The development will have the potential to achieve high sustainability outcomes, based on design proposals and the excellent accessibility of the developments at the heart of the Temple Quarter and near to Temple Meads Station.

The ES2 Project includes proposals for working with schools and universities to deliver a sustainable flow of talent

into priority sectors, and to promote and support entry into the world of entrepreneurship by disadvantaged groups. Focus on incubators in Clean Energy and Social Innovation will help increase the gender diversity that we currently do not see within a purely high-tech environment.

Consultation Details:
This work has been discussed with key partners including the West of England Combined Authority (WECA), Homes England, stakeholders involved in Engine Shed, University of Bristol, Government departments and elected members. There has been publicity of proposals through the Temple Quarter newsletter and additional consultation was conducted by Skanska in support of the planning application they submitted for Engine Shed 2 and the outline application for the proposed Temple Square development. The item has not been presented before the scrutiny panel to date.

Revenue Cost	**£1.6m**	**Source of Revenue Funding**	**Forecast future rental income from Engine Shed 2**
Capital Cost	**£17.5m**	**Source of Capital Funding**	**Grant/ prudential borrowing against receipts from land sales / Strategic CIL.**
One off cost ☒	**Ongoing cost ☒**	**Saving Proposal ☐**	**Income generation proposal ☒**

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice:

The report seeks authority to undertake a number of actions in order to progress the previously agreed Joint Delivery and Land Agreement with Skanska and facilitate the redevelopment of this part of the Temple Meads area.

The authority to progress the CPO of the Grosvenor Hotel site and adjacent land will complete the land assembly and enable disposal of the wider Temple Square site for redevelopment. The cost of the CPO and associated works, including highways diversion, landscaping and utilities (required as part of the SDLA), along with some expenditure to facilitate meanwhile use are assumed to be offset, in the longer term, by the capital receipt. It is anticipated that overall, there will be a net receipt generated by the proposal, should land assembly be successful.

The report seeks approval for inclusion within the capital programme of £6.86m, of which £2.1m is recommended to be funded through the reallocation of Community Infrastructure Levy receipts. Pending the delivery of the capital receipt for the site, the balance of £4.76m would need to be financed through prudential borrowing. This may require other schemes within the capital programme to be re-profiled to ensure that the MTFP resourcing principle of no additional net prudential borrowing is met. Subsequent disposal of the site will need to demonstrate best consideration.

Approval is also sought to incorporate into the capital programme £4m, subject to final approval of Local Growth Fund (LGF) grant from the West of England Joint Committee, to support development of the Engine Shed 2 on the current George and Railway site. This will support fit out and associated costs of the development. The main redevelopment, under the SDLA will be undertaken by Skanska following disposal of the site to them. The Council will then take on a long term head-lease for the Engine Shed 2 building. Detailed in appendix A to the report is the potential for seeking a substitution of Economic Development Fund (EDF) for the LGF due to delivery timescales. Should that be the case then it should be noted that up-front prudential borrowing would be required to finance the fit-out, pending completion of the scheme. Substitution of EDF is subject to a detailed business case submission to the West of England Joint Committee. It should also be noted that there is no guarantee that substituted LGF would be reallocated to alternative scheme(s) within the City.

Furthermore should final approval of the LGF or EDF not be forthcoming then alternative financing would need to be sought or financed in full from prudential borrowing. The Council will therefore bear the financial risk (approximately £150k per annum), and may not be possible to recover this from sub-lease of the facility. The updated draft capital programme will be submitted to Council for approval on the 19th February 2019.

It is anticipated that the capital receipt for the site will be required for repayment to Homes England who funded the initial acquisition of the site.

It is intended that Engine Shed 2 be leased to the Science Research Foundation. There is a risk that residual costs fall as a charge to the Council, and these will need to be factored into future financial planning. Furthermore there will be a need to ensure the lease arrangements do not breach state-aid rules.

Authority is also sought to negotiate the purchase of the Station Approach site which is seen as a key element of the wider regeneration, and ensure that future development of the site aligns with emerging masterplanning. This will need to be incorporated into the capital programme, to be considered as part of the 2019/20 budget process, along with funding arrangements. Whilst it is anticipated that there are currently sufficient capital contingencies within the capital programme over the MTFP period, these will need to be reviewed in light of other agreed and emerging priorities.

Finance Business Partner: Chris Holme, Interim Head of Finance. Date of Advice: 26/10/2018

2. Legal Advice:
Advice on the potential acquisition by CPO of land known as Bristol Temple Circus, including the Grosvenor Hotel, was sought from Counsel. This states that the CPO should be made under section 226(1) (a) of the Town and Country Planning Act 1990 to facilitate development or redevelopment of the CPO land and, if new rights need to be created over the CPO land, section 13 of the Local Government (Miscellaneous Provisions) Act 1976. To comply with statutory and policy requirements, the design and functional relationship between the Grosvenor Hotel site and the wider scheme need to be demonstrated and its anticipated benefits. At this stage Counsel does not foresee any difficulty in meeting these legal requirements and justification.
As ever, reasonable steps should be taken to seek to secure land by negotiation before exercising CPO powers.
The council must continue to review its state aid obligations during the project.

Equalities
The Public Sector Equality duty requires the decision maker to consider the need to promote equality for persons with "protected characteristics" and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it.

The Equalities Impact Check/Assessment (as set out at Appendix E to this Report) is designed to assess whether there are any barriers in place that may prevent people with a protected characteristic using a service or benefiting from a policy. The decision maker must take into consideration the information in the assessment before taking the decision.

A decision can be made where there is a negative impact if it is clear that it is necessary, it is not possible to reduce or remove the negative impact by looking at alternatives and the means by which the aim of the decision is being implemented is both necessary and appropriate.

Legal Team Leader: Gillian Dawson, Legal Services. Date of advice: 26/10/2018

3. Implications on ICT:
There are no direct IT implications in the proposals laid out in this paper.

ICT Team Leader: Ian Gale, Head of IT. Date of advice 17.08.2018

4. HR Advice:
Management of this project is currently resourced on an interim basis. If the recommendations are approved, this arrangement may need to be strengthened.

HR Partner: James Brereton (People & Culture Manager), 21st August 2018

EDM Sign-off	Colin Molton	1st August 2018
Cabinet Member sign-off	Cllr Craig Cheney	20th August 2018
CLB Sign-off	Colin Molton	21st August 2018

For Key Decisions - Mayor's Office sign-off	Mayor's Office	3rd September 2018

Appendix A – Further essential background / detail on the proposal	**YES**
Appendix B – Details of consultation carried out - internal and external	**NO**
Appendix C – Summary of any engagement with scrutiny	**NO**
Appendix D – Risk assessment	**YES**
Appendix E – Equalities screening / impact assessment of proposal	**YES**
Appendix F – Eco-impact screening/ impact assessment of proposal	**YES**
Appendix G – Financial Advice	**NO**
Appendix H – Legal Advice	**NO**
Appendix I – Combined Background papers	**Site Plans**
Appendix J – Exempt Information Exempt and not for publication by virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (Information relating to the financial or business affairs of any particular person (including the authority holding that information))	**YES**
Appendix K – HR advice	**NO**
Appendix L – ICT	**NO**

Further essential background / detail on the proposal APPENDIX A

Joint Development and Land Agreement for Engine Shed 2, Temple Square and Station Approach.

1 PURPOSE OF REPORT

1.1 This report has been prepared to appraise the Mayor and Cabinet of the progress and status of the decisions made at the Cabinet Meetings of 1st March 2016 and 6th September 2016, including the progress on entering a Joint Development and Land Agreement (JD&LA) with Skanska UK Limited, including the proposed acquisition of the Grosvenor Hotel. The paper provides details of finance and funding matters associated with the regeneration proposals and developments plots covered within the JD&LA with Skanska, including grant funding sought for Engine Shed 2 via the West of England Joint Committee.

1.2 This report seeks authority to acquire the required land by agreement and also to promote Compulsory Purchase Order(s) to acquire land if agreement with the current owners is believed to not be possible within a reasonable timeframe.

2 RECOMMENDATIONS PUT FORWARD

1. To authorise the Executive Director Growth and Regeneration, in consultation with the Deputy Mayor for Finance Governance & Performance, to progress Compulsory Purchase Order(s) for the comprehensive regeneration and development of the land shown edged red on the draft Order Map attached to this report as plan 2 of Appendix I; and itemised below:
   a) unregistered land within the highway and
   b) the Grosvenor Hotel should negotiations fail to deliver an acceptable resolution.

   The authorisation shall include the detailed recommendations for the progression of the Compulsory Purchase Order(s) within Section 7 of Appendix A, which will be included on the recording form of the decision.

2. To approve a budget of up to £4m on the Capital register for the Engine Shed 2 project, subject to confirmation of grant funding from the West of England Joint Committee.

3. To approve a £6.86m budget on the Capital register for the purposes of achieving the comprehensive regeneration and development of the Temple Square land and adjacent public realm.

4. To approve the allocation of £2.1m of strategic Community Infrastructure Levy towards the cost of utilities diversion infrastructure required to bring forward the regeneration and development of the Temple Square land.

5. To authorise the Executive Director Growth and Regeneration, in consultation with the Deputy Mayor for Finance Governance & Performance, the Chief Financial Officer and the Monitoring Officer, to exercise the Option under the proposed Joint Development and Land Agreement with Skanska UK Ltd for the purchase of the Station Approach site based on an externally validated market valuation, for the purposes of the comprehensive regeneration of Temple Meads.

3 Background

3.1 The regeneration of Temple Quarter is a Council priority; the deliverables that will be achieved under the JD&LA with Skanska will significantly contribute to achieving the pace of redevelopment that is fundamental to overall success of both the Enterprise Zone and wider Temple Quarter.

3.2 Development of Engine Shed 2 is a priority for the overall project. The role of a further business incubator development is a key one, helping to deliver job opportunities, drive business rates growth and support growth in key business sectors within the Enterprise Zone. The project builds on the proven success of Engine Shed 1, which opened in the Old Station at Temple Meads in December 2013 and has been named the best university business incubator in Europe and the second best in the world. The new building will provide 44,348 sqft of floor space, providing room for business incubation, offices for businesses to grow on and grow into, meeting and collaboration space, with ancillary café/restaurant uses at ground floor level and other associated amenities.

3.3 Skanska submitted the following planning applications for Engine Shed 2 and Temple Square:

- *16/06828/P - Engine Shed & Temple Circus Hybrid Application*
- *16/06842/LA – Listed Building Application for George and Railway Hotel*

These applications were approved at Planning Committee on 8th November 2017. A planning decision notice will be issued following Skanska entering a Section 106 Agreement, which is contingent on them having an interest in the site following the Council entering the JD&LA.

3.4 To help the scheme come forward, Bristol City Council has secured outline agreement for £4m of Local Growth Fund round 2 (LGF2) funding from the LEP and Government

to support its development. Discussion around the potential substitution of LGF2 for Economic Development Fund (EDF) or an alternative funding stream are taking place with the LEP as mitigation against programme delivery risks of not meeting the LGF2 spend deadline of March 2021. A Full Business Case (FBC) for funding is being developed for submission to the West of England Joint Committee for approval.

3.5 Under the JD&LA the George and Railway site at Temple Meads, and neighbouring former surface car park (currently used as a construction site compound), would be sold to Skanska to develop it to house the second phase of the Engine Shed project – Engine Shed 2. Skanska would provide or secure funding for the development and use their proven expertise to deliver the development project. Once development is completed Bristol City Council would lease back the property from Skanska on a long term basis to secure the facility for the city and long term provision of incubator space. The Council would then lease the space to Science Research Foundation (SRF), part of the University of Bristol, for the operation of Engine Shed 2. This provides Skanska and the Council with good quality tenants and guaranteed rentals. This increases the yields and financial viability of the project.

3.6 It is important to note that whilst the priority in these discussions is to deliver space to meet the needs of Engine Shed 2, the Council is seeking to ensure that the building will be attractive, both in terms of design and cost, to other commercial occupiers should the operators of Engine Shed not renew their lease after the initial term..

3.7 Station Approach (named 'Bristol and Exeter Yard' in previous Cabinet papers) is a key location being considered as part of the masterplanning for Temple Meads Station, which will look at ways to open up access to, and through, Bristol Temple Meads from the east of the city and the potential to bring forward new development including retail, office, housing and leisure facilities around the station and wider Temple Quarter district.

3.8 Skanska presently own Station Approach (identified in Appendix I, plan 5) and the Council has ensured that, to protect the future of this site and its effects on the entrance to Temple Meads, the proposed JD&LA restricts Skanska from developing or selling the site whilst the masterplanning exercise determines the most beneficial future uses of this land. The JD&LA further provides the Council with an option to purchase the site from Skanska, following satisfaction of the Council's obligations under the agreement.

3.9 The Temple Gate highway improvements will release land, which combined with the Grosvenor Hotel property forms part of a phase 2 of the development known as the 'Temple Square' plot of land (as shown in plans 1 and 6 within Appendix I). Skanska will have the option to purchase this land under the JD&LA for the purposes of

comprehensive regeneration and redevelopment. The acquisition of the Grosvenor Hotel is considered essential for the comprehensive regeneration of Engine Shed 2 and Temple Square as it is located in the middle of these two parcels of land. Despite previous approaches by the Council's officers to purchase the hotel from its current owners, attempts to secure a negotiated agreement have not been successful to date. Attempts at negotiations will continue, but in order to address the long term dereliction of this key site and ensure that the regeneration of Engine Shed 2 and Temple Square is successfully delivered in a timely manner, compulsory acquisition of the Grosvenor Hotel is likely to be necessary.

3.10 In any event a number of areas of the development land are in unknown ownership and it is envisaged compulsory purchase of the land shown in plan 2 of Appendix I is necessary to give the developer and occupiers certainty that development may proceed. The land acquired, together with the land held by the Council already, will be taken in to or appropriated to the Council's planning purposes to allow the Council to use its powers under S203 etc of the Housing and Planning Act 2016 to override any third party interests in land.

3.11 In setting the CPO boundary, detailed in plan 2 of Appendix I, Officers considered the inclusion of the disused petrol filling station opposite the George and Railway Hotel site, as the redevelopment of this derelict site will be important as part of the future regeneration of the Temple Quarter. The disused petrol filling station site has not been included within the boundaries of the CPO as it is outside of the land covered by the JD&LA. The future uses of this land are however being considered as part of the Temple Meads masterplanning work and Officers will report back to Cabinet on options regarding this land following completion of that work.

4 UPDATE ON STATUS OF PREVIOUS CABINET DECISISONS

March 2016 Cabinet

4.1 The 1 March 2016 Cabinet approved that the Council would enter into a Joint Development and Land Agreement (JD&LA) with Skanska relating to their land ownership at Temple Meads, and the Council’s land ownership the George & Railway and Temple Gate to achieve comprehensive regeneration and development of the land. The paper also considered options for the acquisition of the Grosvenor Hotel and provided delegated authority to approve its purchase by negotiation at market value.

4.2 Updates on the status of decisions taken by the Mayor at the March 2016 Cabinet are provided below:

March 2016 – Decision 1
Agreed that the Council enter into a joint development and land agreement with Skanska UK Limited relating to their land ownership at Temple Meads, the George & Railway and Temple Gate to achieve comprehensive regeneration and development of the land on terms set out in the report.

The terms of the JD&LA have been substantially agreed with Skanska. In summary the agreement covers:

An overriding agreement between the Council and Skanska which will permit Skanska to develop out Engine Shed 2, Temple Square and the Grosvenor Hotel and for the Council to purchase Skanska's Station Approach land in the form of:

I. An option for Bristol City Council to purchase Station Approach land at Temple Meads, following satisfaction of the Council's obligations within the agreement.
II. An option for Skanska to purchase and develop the Temple Square land (released through the Highways works currently underway).
III. An option for Skanska to develop Engine Shed 2, including the purchase of the George & Railway site from the Council for this purpose, following the Council entering into an Agreement for Lease.

A Plan showing the boundaries of the above sites is provided in Appendix I, plan 1 of this report.

The JD&LA places obligations on the Council for site assembly, including the acquisition through agreement or compulsory purchase of the Grosvenor Hotel and completion of Temple Gate works. The Council is also required to provide some cost indemnity (detailed within the exempt Appendix J) to Skanska for costs they incur, should the council not meet its obligations; this is considered to be a reasonable and prudent financial requirement of Skanska. Officers have considered it prudent to secure greater project certainty that the various Options are agreed, particularly concerning the compulsory purchase of the Grosvenor Hotel, prior to entering the JD&LA with Skanska.

The financial and funding implications of the agreement are summarised in Section 5 of this report.

March 2016 – Decision 2
Agreed that the Strategic Director: Place be given delegated authority to approve purchase of the Grosvenor Hotel by negotiation at market value and resolve any other land issues from the funds previously approved notwithstanding a purchase price may be in excess of £500,000. These purchases are required to secure comprehensive redevelopment of the Temple Gate area.

Discussions and negotiations with the owners of the Grosvenor Hotel have been conducted by officers following the March 2016 Cabinet decision and have most recently been led by

Colin Molton – Interim Executive Director Growth and Regeneration. The negotiations have included the Council making an offer to purchase the Grosvenor Hotel at market value, however to date these negotiations have been unsuccessful. It is not anticipated the successful development by Skanska of the Temple Square (Phase 2 site) will be possible without progressing a Compulsory Purchase Order for the purchase of unregistered highway land and the Grosvenor Hotel. The 'funds previously approved' are those agreed at 4 August 2015 Cabinet to be available for the purchase of properties within the Bristol Temple Quarter Enterprise Zone. To date this budget has not been called upon.
March 2016 – Decision 3 **Agreed that if the acquisition of the Grosvenor Hotel by agreement cannot be achieved within the timeframe judged necessary by officers to efficiently progress and support the wider regeneration project for the Temple Meads / Temple Quarter area, the Strategic Director Place shall bring a further report to Cabinet outlining the alternative options that the Council can consider in relation to acquiring the Grosvenor Hotel Site.**
The Council has been unable to date to secure the purchase of the Grosvenor Hotel by negotiation at market value over a 26 month period following the March 2016 decision. Officers have therefore considered the use of Compulsory Purchase Order (CPO) powers under section 226(1)(a) of the Town and Country Planning Act 1990 to secure the land for redevelopment and regeneration purposes, which are detailed in section 6 of Appendix A. This report recommends that the Council progress a CPO for the acquisition of the Grosvenor Hotel. Legal Advice regarding this recommendation is provided in the executive summary. The estimated financial impact of the CPO is included in exempt Appendix J.
March 2016 – Decision 4 **Agreed that the Strategic Director: Place be authorised to seek advice on the active marketing of the land for regeneration and advice on the prospects of such development proceeding in a reasonable time frame.**
The Council appointed external valuation specialists – CBRE, to provide property and cost advice in respect of the JD&LA with Skanska. The outputs of the development appraisals are included in the finance information in exempt Appendix J. Skanska securing in 2017 detailed planning for Engine Shed 2 and outline planning for the Temple Square development has significantly increased the level of certainty that the development will be able to proceed within a reasonable time frame following the Council entering into the JD&LA.

September 2016 Cabinet

4.3 The 6 September 2016 Cabinet approved that the Council would enter into an agreement for lease with Skanska subject to their development and completion of Engine Shed 2; and a sub-lease to an incubator manager for them to manage and operate Engine Shed 2. Lawyers are engaged on finalising the detailed agreements. Skanska have committed significant resources to progress the project in advance of completing legal agreements, including securing detailed planning permission for Engine Shed 2 and Outline permission for the Temple Square plots.

4.4 Updates on the status of decisions taken by the Mayor at the March 2016 Cabinet are provided below:

September 2016 – Decision 1 **Agreed that the Council will enter into an agreement for a lease from Skanska UK Limited subject to development and completion of Engine Shed 2 by Skanska.**
Lawyers are engaged on finalising the terms of the Agreement for Lease (AfL). The AfL falls under the Joint Development and Land Agreement with Skanska. The Council propose to enter the AfL after entering the JD&LA with Skanska and securing approval of the Full Business Case for funding from the West of England Joint Committee, further details of which are detailed in section 4 of this report.
September 2016 – Decision 2 **Agreed that the Council will also enter into an agreement to grant a sub-lease to an incubator manager for them to manage and operate Engine Shed 2. Commitment on these two agreements for lease will be managed on the basis that there is no net revenue cost to the Council from the rent commitments over the length of the sub-lease.**
As reported within the September 2016 Cabinet paper, the Council intends to lease the Engine Shed 2 to Science Research Foundation (SRF), part of the University of Bristol for its operation. Lawyers are engaged on finalising the terms of the agreement to sub-lease with SRF. It is proposed that the agreement to sub-lease would be entered contemporaneously with the AfL with Skanska.
September 2016 – Decision 3 **Authorised for the Strategic Director: Place to approve the detailed terms of the agreement for lease and sub-lease following briefing of the Cabinet Member for Place, and to approve completion of the agreements.**

A briefing on the detailed terms of the agreement for lease and sub-lease will be provided to Deputy Mayor Craig Cheney, who has taken on the relevant responsibilities previously held by the Cabinet Member for Place.

Colin Molton as interim Executive Director Growth and Regeneration has subsumed the roles and responsibilities previously held by the Strategic Director: Place and following a briefing to Cllr Cheney will approve the detailed terms of the agreement for lease and sub-lease.

5. FINANCE AND FUNDING

5.1 Summary details of finance and funding are provided below. More detailed financial information, incorporating commercially sensitive information is provided in exempt appendix J.

Engine Shed 2

5.2 Skanska will develop Engine Shed 2 in accordance with agreed plans, which following completion the Council will then lease on a 35 year term. As a land transaction the Council are not contributing any capital costs to this development.

5.3 A grant of £2.2m was received from the Homes and Communities Agency (HCA), now Homes England (HE) for the purchase of the George and Railway Hotel. The Council is required to repay the grant from any proceeds received from the sale of the property to Skanska at market value, less asset management costs relating to the Property. Under the grant agreement the Council will produce a Market Value Business Plan detailing the basis on which market value will be secured through the JD&LA with Skanska.

5.4 The Council has secured outline agreement for £4m of Local Growth Fund round 2 funding from the West of England Local Economic Partnership (LEP) and Government to support the project delivery, including fit out works required for the development and project management, design and consultancy costs. Discussions with the LEP will determine the best funding stream for the project objectives and programme, with particular consideration of substitution for Economic Development Fund (EDF). A Full Business Case is being developed which will be submitted to the West of England Joint Committee, with a target date for approval of 30th November 2018. Cabinet are asked to approve a budget on the Capital register of up to £4m for Engine Shed 2, subject to confirmation of funding by the Joint Committee.

5.5 In progressing the project and entering the head lease, the Council will incur costs not covered by the grant funding. These may include; BCC staff and Consultancy costs, rental payments during the fit out of works required for Engine Shed 2; duties as landlord during Operation and activities required to re-market the property at the end of the Lease. To this end there will be rental differential between the head and under lease, calculated so that over the length of the sub-lease the Council will achieve an aggregate position on rents received against costs incurred including rents paid that involves no net revenue costs.

Temple Square Finance Requirements

5.6 There are estimated costs of £6.86m associated with fulfilling the Council's obligations under the JD&LA with Skanska; and for public realm and meanwhile uses which will need to be expended in advance of any sale of the Temple Square plots to Skanska (and thus any capital receipts). The total of these costs includes contingency sums and prudential borrowing costs. A summary of the cost items are detailed below:

5.6.1 **Grosvenor Hotel**

The costs associated with the acquisition of the Grosvenor Hotel, including those associated with the progression of a Compulsory Purchase Order. The estimates of costs associated with the CPO, including an estimate of market value and contingency allowances are detailed within exempt appendix J.

5.6.2 **Temple Gate Utility Diversion Works**

In order to enable the Temple Square development site the Council has agreed to free the land of services, including a deep sewer that runs beneath the site. The identified services to be diverted are telecommunications cables (BT), a water main (Bristol Water), and a sewer line (Wessex Water). For reasons of efficiency and economy it was agreed that these services would be diverted as part of the Temple Gate scheme. The estimated value of these infrastructure works is £2.1m, the cost of which it is recommended is covered by the use of strategic Community Infrastructure Levy.

5.6.3 **Deferred Temple Gate Works**

The cost of works that it will not be possible to complete as part of the Temple Gate highway works, due to site constraints relating to scaffolding on the Grosvenor Hotel and George and Railway Hotel. If the Council does not undertake these works the cost may be deducted from the land value, with Skanska then undertaking them as part of the Temple Square and Engine Shed 2 developments. The estimated value of these works is £160,000.

5.6.4 **Meanwhile Uses**

The Temple Square development site will be finished with a self-binding aggregate as a temporary surface finish to allow public use and meanwhile uses following the completion of the Temple Gate highway works. The site will be available for public and meanwhile uses up until Skanska enact an option to purchase the land under the JD&LA. The site's size and key city centre location will make it ideal for various meanwhile uses and it is therefore proposed to set up a budget of £100,000 to cover the costs of establishing these, including any infrastructure works, such as temporary power or water connections.

5.6.5 **Public Realm, including Temple Square Plaza**

The delivery of the Temple Square Plaza is expected to be via a planning condition or obligation of the Temple Square development. An allowance for the Council undertaking any interim or permanent public realm works has been included as a call on receipt of the land value secured from the future sale of the Temple Square plots.

Station Approach Finance Requirements

5.7 Station Approach is a key location being considered within the masterplanning exercise for Temple Meads Station. The JD&LA to be entered with Skanska will provide the Council with effective control of any decision to instigate development of Station Approach and a right to acquire the site at Market Value if it considers that appropriate.

5.8 CBRE will produce a valuation appraisal of the market value of Station Approach, for the agreement with Skanska of the market value of the site. Once agreed the market value will be fixed for two years within the proposed JD&LA; if the Council exercise the option after this period a new valuation will be required.

5.9 The option to purchase Station Approach will be available for six months following satisfaction of the pre-conditions for its enactment. To allow for this to be exercised during this option window it is recommended that Cabinet authorise the Executive Director: G&R to exercise the Option under the proposed JD&LA with Skanska UK Ltd for the purchase of the Station Approach site based on an externally validated market valuation.

Temple Square and Station Approach Funding

5.10 The 4 August 2015 Cabinet approved prudential borrowing of up to £5,000,000 from capital to be available for the purchase of properties within the Bristol Temple Quarter Enterprise Zone. This funding would be used in the instance that

the Council exercised the purchase Option for Station Approach under the proposed JD&LA with Skanska.

5.11 This report recommends the allocation of £2.1m of strategic Community Infrastructure Levy towards the cost of utilities diversion infrastructure (as described in section 5.65) that are required to bring forward the regeneration and development of the Temple Square land. It is recommended that the £2.1m is reallocated from the £8m of CIL previously prioritised by Cabinet in March 2016 for infrastructure works associated with the Bristol Arena.

5.12 CBRE have produced a development appraisal that identifies a market value that could be realised through the future sale of the Temple Square land to Skanska under the JD&LA, further details of which are provided in Appendix J. Costs outlined in section 5.6 of this paper, associated with fulfilling the Council's obligations under the JD&LA with Skanska; and for public realm and meanwhile uses will need to be covered in advance of securing this receipt and will therefore need to be covered by prudential borrowing (except for utilities diversion works that it is proposed should be covered by CIL). The forecast borrowing costs are detailed in appendix J.

5.13 Cabinet should note that Skanska have the option to call down the land in separate plots, so the income received from the land sale(s) may be spread over several years. For this reason the use of CIL for utility diversion infrastructure works has been recommended to reduce prudential borrowing requirements and mitigate risks of the Council not securing sufficient income to repay borrowing within the forecast repayment period.

6. FURTHER DETAILS AND BACKGOUND IN SUPPORT OF THE USE OF CPO POWERS

6.1 Proposals for use of CPO powers – Background

6.1.1 The site is located in the Bristol Temple Quarter Enterprise Zone, and is identified in the Spatial Framework as being a key site for generating the economic benefits associated with the Enterprise Zone. The site is also considered important in respect of delivering improvements to pedestrian and cycle links and to the public realm in what is clearly an important gateway to the city.

6.1.2 As has been explained above, the Cabinet has on several occasions now indicated its potential consideration of positive land assembly powers to bring forward suitable development at this key site for the city.

6.1.3 Whilst some of the land identified on the plan 2 of Appendix I to be included in compulsory purchase processes is held by the Council, other areas of land are in third party ownership or ownership is unclear. Land is also subject to occupation by other parties including statutory utilities.

6.1.4 Whilst the Council will continue to seek to acquire all interests required by agreement where possible, it is inevitable that compulsory powers will be acquired to allow for comprehensive land assembly with certainty of title that provides comfort to developers and funders to proceed with development.

6.1.5 The Council has compulsory purchase powers in s226 of the Town and Country Planning Act 1990 to acquire land necessary for the development, redevelopment or improvement of land in its administrative area. The Council when promoting compulsory purchase must be satisfied that the use of the powers would be for one or more of the purposes of the Council's economic, social or environmental wellbeing purposes. Section 226(3) of the 1990 Act also allows the Council to acquire land that is required to facilitate or is incidental to the development of other land. Section 227 of the 1990 Act allows acquisition of land by agreement for the Council's planning purposes.

6.1.6 If appropriate, s13 of the Local Government (Miscellaneous Provisions) Act 1976 allows the Council to acquire new rights over land rather than freehold. Officers will seek legal advice as to whether the acquisition of new rights rather than freehold would be proportionate and appropriate in the current circumstances. At the current time it is anticipated that all acquisitions will be by way of freehold title acquisition.

6.2 Description of the Order Land

6.2.1 The Order Land contained within the redline at plan 2 of Appendix I principally consists of highway and verge land. Works to the Temple Circus Gyratory mean that the carriageways for the highways in this area have been altered, which

frees up areas of land for redevelopment, subject to any title issues, utility diversions and stopping up where highway status still exists.

6.2.2 Historically the area has been subject to positive land assembly in the past, most notably for the proposals by the Council to establish the former inner ring road. Prior to this statutory intervention by the Council much of Temple Street was used for residential and occupational purposes and the title pattern largely reflects this.

6.2.3 Also as a result of the previous land assembly processes, much of the title is already in the Council's ownership. To ensure that no historic third party interests exists, it is proposed that all of the land shown in plan 2 of Appendix I will be included in the compulsory purchase processes to allow for an unencumbered title to be provided to the developer.

6.2.4 Immediately to the north of Portwall Lane East is the Grosvenor Hotel. This is the only structure within the Order Lands. Grosvenor Hotel is the well-known and much criticised derelict building which does not present an appropriate gateway for those arriving into the city from Temple Meads Station or from the Metrobus route.

6.2.5 The occupation of the Grosvenor Hotel ceased many years ago. The site has been the subject of much discussion and indeed applications for planning permission by the existing owners. The Council is aware of plans being put forward on the market (but not to the Council as planning authority) for the refurbishment of the Grosvenor Hotel. This is considered further below.

6.3 The interests in the Order Land to be acquired

6.3.1 As is discussed above, most of the Order Land is either held freehold by the City Council or is in unknown ownership. The land comprising the former Grosvenor Hotel is owned by a private company (Earlcloud Limited). Discussions with Earlcloud have been attempted at numerous points in the past but agreement for acquisition has not been forthcoming. Discussions will continue with Earlcloud Limited, but for the reasons outlined in this Report, the Council now believes that development will not proceed within a reasonable time without the promotion of compulsory acquisition powers.

6.3.2 Recent market activity has led to a number of parties registering an interest in the Grosvenor Hotel site. The effect of these interests being added to the land registry title is that a significant number of parties must now be included in the compulsory purchase process so they have notice of the Order if made and could in due course seek to justify a claim for compensation under the compensation code. The existence of these many interests makes it more important that the Council has compulsory powers available so that the much needed comprehensive development of the Order Land is not delayed by one or more parties seeking to hold out against the development proposals and for the development to be delayed by legal argument or proceedings to determine the nature of those interest that have been registered.

6.3.3 In addition to the freehold ownerships, there is a complicated pattern of the use of the land by statutory utilities. Discussions with the utilities will proceed with both the City Council and the developer engaging with the relevant utilities to work on the necessary diversions to allow development to proceed.

6.4 The Planning position

6.4.1 The Government's latest National Planning Policy framework was issued in July 2018. In part 11 of that document entitled "Making effective use of the land" the NPPF states:

"*119 local planning authorities or… should take a proactive role in identifying and helping to bring forward land that may be suitable for meeting development needs, including suitable sites on Brownfield registers or held in public ownership, using the full range of powers available to them. This should include identifying opportunities to facilitate land assembly, supported where necessary by compulsory purchase powers, where this can help bring forward land for meeting development needs and/or secure better development outcomes*".

6.4.2 It is the Council's view that the use of compulsory land assembly powers, including the Grosvenor Hotel, will bring forward a better development, facilitated by the planning permission sought by the Developer, to allow for the development needs in this key city centre site to be brought forward now. The history of the site and the number of actual and purported interests in the land, as well as land in unknown ownership, indicates that, without compulsory land assembly powers, it is unlikely that development will occur at all or, if others are able to bring forward development without land assembly powers, that the

development would be as suitable for this site as the proposals brought forward by the Developer and subject to the current resolution to grant planning permission.

The local plan position

6.4.3 The Order Land is located within the Temple Quarter Enterprise Zone and as such policy BCAP 35 of the Bristol Central Area action plan applies. This establishes the aims for the Temple Quarter Enterprise Zone as an employment led mixed use regeneration area. The policy allows for considerable flexibility in the development proposals to come forward in the Zone whilst establishing a minimum provision for office floor space and maximum provision for residential accommodation.

6.4.4 Whilst historically the Order Land has been used in part for hotel, leisure use and for highways use there are previous permissions for office development on part of this land and this is fed into the policy designation. The policy also requires the development to reflect the spatial framework for the Enterprise Zone.

6.4.5 The spatial framework sets out a strategy and framework for meeting the policy aims of BCAP 35. Whilst it does not afford the weight of adoptive planning policy for the purposes of s38(6) of the Planning Compulsory Purchase Act 2004 it is a material consideration for the Council in considering whether or not to exercise its powers under the 1990 Act including compulsory purchase. The Order Land and surrounding area is indicated as being suitable for Business Emphasis Development (B1) use. The proposals put forward by the Developer therefore will be in accordance with that framework. The framework also calls for the provision of an area of public open space together with improvements to pedestrian and cycle routes in the vicinity. The proposals put forward by the Developer would accord with this strategy.

6.4.6 The planning application was considered by members in both November 2017 and March 2018, with a recommendation from officers in the 2017 Committee for refusal based on heritage impacts. This was subsequently reconsidered by members before a resolution to grant planning permission was made in March 2018. It remains appropriate for members to consider, when exercising their compulsory power, the relevance of s66 of the Planning (Listed Buildings and

Conservation Areas) Act 1990 in relation to the impact on the setting of listed buildings resulting from the proposed development. The National Planning Policy Framework also indicates that significant weight should be given to the conservation of assets with harm or loss requiring clear and convincing justifications and that the harm must be weighed against the public benefits that would accrue from the relevant planning decision.

6.4.7 Planning Policy BCS 22 of the core strategy requires development to safeguard and enhance heritage assets including historic buildings. Relevant considerations here are the impacts on the George and Railway Hotel, Bristol Temple Meads Railway Station and the Redcliffe and City Docks conservation areas, including St Mary Redcliffe Church.

6.4.8 Members of the Planning Committee have previously considered these issues and resolved to grant planning permission subject to the entering into of the s106 Agreement. Members will also wish to consider the viability of the Developer's proposals and the condition of the site as it currently is.

6.4.9 In relation to the Grosvenor Hotel, the existing structure is not provided with protection by way of statutory listing. Whilst the National Planning Policy Framework does indicate that significance of non-designated heritage assets should be taken into account in determining planning decisions, a balanced judgement is required having regard to the scale of harm or loss and the significance of the relevant asset.

6.4.10 Balanced against this are the benefits of the development to achieving the Council's aims within the Enterprise Zone and the enhancement that the proposals for the Order Lands would contribute to this general policy.

6.4.11 In addition, Policy BCS 21 of the core strategy promotes high quality design, requiring development to contribute positively to areas of character, accessibility and permeability together with other environmental and public realm advantages.

6.4.12 Members will need to consider the details provided by the developers in relation to scheme design and whether or not the development will provide a positive enhancement to the area or unacceptably impact on the amenity of the area.

6.4.13 Policy BCS 10 of the development plan also requires schemes to reflect transport user priorities outlined in the joint local transport plan. In addition policy DM23 requires the Department to provide safe and adequate access to new developments.

6.4.14 It is considered that the proposals represent development in a sustainable location with easy access to the city centre and Bristol Temple Meads Station.

Flood risk

6.4.15 The Order Lands lie partly in flood zone 2 identified by the Environment Agency. Policy BCS16, in support of the National Planning Policy Framework policies regarding flood risk require a sequential approach to the location of the development, but a site is also allocated for development by virtue of BCAP 35 and that allocation itself has been sequentially tested, it is suggested that the Order Lands are suitable for under the proposed development in sequential flood risk terms.

6.4.16 Policies BCS13, 14, 15 and 16 of the adopted core strategy provides sustainability standard guidance. A sustainability statement is not yet available as detailed design has not yet been considered. It is anticipated that when detailed design emerges the opportunity for the Council to work with the developer to achieve appropriate sustainability standards will be possible.

Conclusions on policy grounds

6.4.17 It is the officers' view that the Council can be satisfied that the proposals for compulsory acquisition of the Order Land is appropriate in the context of both national and local planning policy.

6.5 The current Planning Application

6.5.1 The developer has sought planning permission in a "hybrid" application for the wider site, with outline permission sought for the Order Land. The description of the development proposed is:
16/06828/P | Hybrid planning application and Outline application for the redevelopment of the Temple Circus site - part demolition, extension and change of use of the former Grade II Listed George and Railway Hotel, demolition of the

Grosvenor, to provide 5,630 sqm (GEA) of creative office space (B1) with ancillary cafe/restaurant uses at ground floor level (A3/A4) and cycle parking. 2) Outline Consent for the refurbishment of the remainder of the site to provide up to 27,200 sqm of new office accommodation (B1), including up to 2,550 sqm of retail uses (A1-A5), public realm and landscaping works as well as site servicing and car parking (Major Application). | Land At Temple Circus Bristol

6.5.2 These applications were approved at Planning Committee on 8th November 2017. A planning decision notice will be issued following Skanska entering a Section 106 Agreement, which is contingent on them having an interest in the site following the Council entering the JD&LA.

6.5.3 It is not therefore anticipated that there are any planning impediments that would prevent the scheme from proceeding.

6.6 Appropriation of land to Planning Purposes

6.6.1 Where the land within the Order land is held by the City Council, it is held for its highway purposes. As the carriageways have been altered, using the Council's highway and traffic powers, to divert the carriageways from the Council's land. The former carriageway is no longer required for highway purposes.

6.6.2 The Order land will therefore be acquired for or be appropriated for, the Council's planning purposes, save where that land will remain subject to highway rights following the making of the proposed stopping up order referred to below.

6.6.3 As a result of the acquisition or appropriation to Planning, S203 of the Housing and Planning Act 2016 will apply to the Order Land. This will allow the council to exercise its powers to facilitate development by providing to itself and its successors in title the ability to extinguish or override any existing easements, rights to light or covenant that may exist in the Order land. The Council will be liable to pay compensation if the existing rights are breached by the proposed development. Compensation would be calculated on the basis of the diminution in value of the land benefiting from the affected right. Injunctions or damages in lieu of injunction would not be available to the affected party.

6.6.4 Officers have factored the use of the 2016 Act powers in to their consideration of the likely overall costs and compensation due as a result of the land assembly

process. It is considered that sufficient funds are available to cover the anticipated liabilities.

6.7 Funding

6.7.1 The costs associated with the acquisition of the Order Land, including those associated with the progression of a Compulsory Purchase Order will be borne by the Council; details of these are included in Section 5 of Appendix A and in Exempt Appendix J.

6.7.2 Officers believe that sufficient funding for the liabilities resulting from the exercise of compulsory powers, including blight, advance payments of compensation and all liabilities to third parties under the compensation code will be capable of being funded within the allocated funds.

6.8 The Compelling case in the public interest.

6.8.1 For the Council to make the Order, and for the Secretary of State to confirm it, there must be a compelling case in the public interest for compulsory purchase powers to be made available to the Council. All of the topics reported in this report form part of the overall consideration of whether that compelling case exists.

6.8.2 The Council must be satisfied the exercise of powers to acquire land would be within its legal powers, here being Section 226 (1)(a) and S226(3)(a) of the Town and Country Planning Act 1990 together with powers to acquire new rights under S13 of the Local Government (Miscellaneous Provisions) Act 1976.

6.8.3 For S226 (1) (a) to apply, the Council must:
"*think that the acquisition will facilitate the carrying out of development, re-development or improvement on or in relation to the land*"

6.8.4 Acquisition of the Order land will enable the developer to bring forward development of that land in accordance with the planning permission that is shortly to be issued and which is reported on above.

6.8.5 Further the Council:
"*must not exercise the power under paragraph (a) of subsection (1) unless they think that the development, re-development or improvement is likely to*

contribute to the achievement of any one or more of the following objects–

(a) the promotion or improvement of the economic well-being of their area;
(b) the promotion or improvement of the social well-being of their area;
(c) the promotion or improvement of the environmental well-being of their area"

6.8.6 This Scheme will lead to, at least, the "promotion or improvement of the economic well-being" of the Council's area given its benefits in reverting to productive economic use the Order Land in accordance with the anticipated planning permission and facilitating the objectives the Council holds for the Enterprise Zone.

6.8.7 Section 226(3) (a) allows an authority to include in a CPO land which adjoins the land on which works are to be executed for facilitating its development. Similarly S13 of the 1976 Act allows acquisition of new rights rather than freehold, where this is appropriate, for instance where access to land is required for maintenance purposes.

6.8.8 Having satisfied itself that it has the powers to promote compulsory powers, and having considered its Equalities Act and Human Rights Act duties (for which see below) the Council should then consider whether a compelling case exists in respect of the other key considerations that the Secretary of State will wish to consider. Overall the Secretary of State will need to be satisfied that the public benefit accruing from powers of expropriation outweigh the impacts on the private interests of the persons affected, and that compensation will be available to compensate affected persons for their loss in accordance with the established compensation code.

6.8.9 For the proposed Order, resolution to grant permission exist and planning permission will shortly be issued. The Enterprise Zone Status, supported by existing and emerging policy indicate the Council has policy backing for the use of land assembly powers. No planning impediments exist that would be reasonably seen to prevent delivery of the proposals within a reasonable timeframe.

6.8.10 Attempts at negotiation have been made with those persons interested in the required land and have proved unsuccessful. It is anticipated that negotiations with the holders of remaining interests will continue. It is not anticipated that suitable and as satisfactory a development could proceed without the use of

compulsory powers to assemble the Order Land in to the Council's ownership. The developer has a clear understanding of its proposed use of the Order Land and the Council is satisfied that in overall planning terms it is more appropriate that a comprehensive approach to development of the Order Land is made possible by the use of its land assembly powers.

6.8.11 Officers therefore believe that members can be satisfied a compelling case in the public interest exists and that the Secretary of State may be asked to confirm the Order.

6.9 Other consents required

6.9.1 The Council or developer will seek to apply to stop up the highway lands no longer subject to carriageway, under S247 of the town and Country planning Act 1990. This requires an application to the Secretary of State for a stopping up order. Whilst this application will need to be considered by the Secretary of State on its own merits and will require sufficient evidence to be submitted to the Secretary of State it is not anticipated this process is an impediment to make it unlikely the proposed development will proceed.

6.10 Equality Implications

6.10.1 During the determination of the planning application due regard was given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development. Overall, it is considered that the determination of this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010.

6.11 Human Rights Considerations

6.11.1 The Human Rights Act 1998 incorporated into UK domestic law the European Convention on Human Rights (the Convention). The HRA 1998 makes it lawful for a public body to act in contravention of the Convention.

6.11.2 The Convention includes provisions in the form of Articles, the aim of which is to protect the rights of individuals (including companies). In resolving to submit the DCO the Council has to consider the rights of those affected, principally property owners under the Convention. The relevant provisions are:

(A) Article 1 of the First Protocol – this protects the rights of the owner and the peaceful enjoyment of possession – no-one can be deprived of possession except in the public interest and subject to relevant international and national law.

(B) Article 8 – this protects the private and family life, home and correspondence. No public authority can interfere with these works except in accordance with the law or necessary in the interest of public security, public safety or the economic wellbeing of the country, for the prevention of disorder or crime or for the protection of health or morals or the rights or freedom of others;

(C) Article 6 – the right to a fair hearing;

(D) Article 14 – the enjoyment of the rights of freedoms in the convention shall be secured without discrimination on any grounds such as sex, race, colour, language, religion, political or other opinion – nor social origin, associated national minority, property, birth or other status.

6.11.3 In the case of each of the above Articles (and the convention in general) the Council must be conscious of the need to strike a balance between the rights of the individual and the interests of the public. In the light of the significant public benefit that will arise from the Project being taken forward it is considered appropriate to make the Order and seek compulsory acquisition powers. It is not considered that any unlawful interference with an individual's rights will occur as the interference will be in accordance with the law and, where property interests are affected directly, the Compulsory Purchase Compensation Code will apply.

6.11.4 Further representations will be possible before the Order can be confirmed. In addition, objections will be heard if necessary by an inspector appointed to recommend whether or not the Order as made by the Council should be confirmed by the Secretary of State. In additions, the fact that compensation will be available to parties whose interest in land is directly affected through acquisition of land or new rights mean that human rights will not be infringed as

the Council and Secretary of State will be following a process prescribed by law and from which a right to compensation arises if land is taken.

7. DETAILED RECOMMENDATIONS FOR THE PROGRESSION OF THE COMPULSORY PURCHASE ORDER(S)

7.1 Officers are authorised to make Compulsory Purchase Order(s) for the acquisition of the land shown edged red on the draft Order Map attached to this report as plan 2 of Appendix I ("Order Land") pursuant to powers under section 226(1)(a) and section 226(3) of the Town and Country Planning Act 1990 ("the 1990 Act"), together, if so advised, with new rights over that land under section 13 of the Local Government (Miscellaneous Provisions) Act 1976 and the Acquisition of Land Act 1981 to enable the comprehensive redevelopment and improvement of that land;

7.2 To authorise the Executive Director Growth and Regeneration, in consultation with the Deputy Mayor for Finance Governance & Performance, to draft the Order and undertake all relevant and necessary steps to secure confirmation and delivery of the Order, including but not limited to:

7.2.1 Undertake diligent inquiry, including title due diligence, service of requisitions for information on owners, occupiers and other holders of interests in the Order land, posting site notices and making all other reasonable inquiry to ascertain the nature of interests in land and identity of the persons holding those interests.

7.2.2 take all steps to seek to acquire the necessary interests in land by agreement including negotiation of headline terms, agreements, undertakings, transfers and any new rights required, with interested parties or by utilising compulsory acquisition powers;

7.2.3 make subsequent technical amendments to the boundary of the Order Map prior to the Order being made;

7.2.4 agree with relevant landowners if appropriate the removal of land from the Order once made;

7.2.5 publish and advertise the Order(s), serve all appropriate notices in relation to the making of the Order and submission of the Order and all relevant accompanying documents to the Secretary of State for confirmation;

7.2.6 give authority under Section 6(4) of the Acquisition of Land Act 1981 to dispense with individual service of notices in respect of areas of land where the Council is

satisfied that it has not been possible following proper enquiry to establish the ownership of the land in question and for the service of notices in the manner set out in Section 6(4) of the Acquisition of Land Act 1981;

7.2.7 if the Secretary of State authorises the Council to do so, to confirm any Compulsory Purchase Order made if there are no remaining objections;

7.2.8 instruct counsel, experts, and the Council's own officers to prepare evidence for, and to present the Council's case for compulsory acquisition at any inquiry or hearing or in any written representations processes required to inform the Secretary of State whether or not to confirm the Order;

7.2.9 following confirmation of the Order, the publication and service of all appropriate notices in relation to the confirmation of the Order;

7.2.10 utilise, where appropriate, the General Vesting Declaration procedure under the Compulsory Purchase (Vesting Declarations) Act 1981 or the notice to treat procedure under Section 5 of the Compulsory Purchase Act 1965 or section 20 of the Compulsory Purchase Act 1965 in respect of the Order Land;

7.2.11 removal of all occupants from the Order land subsequent to the Order if required;

7.2.12 appoint (in conjunction with the Monitoring Officer and S151 Officer) relevant external professional advisors and consultants to assist in facilitating confirmation of the Order and addressing any wider claims/ disputes related to the process and make appropriate arrangements for presenting Council's case at inquiry and in the determination of the appropriate compensation due to affected parties; and

7.2.13 take all steps in relation to any legal proceedings relating to the Order, including defending or settling claims referred to the Upper Tribunal (Lands Chamber) and/or applications made to the Courts and any appeals.

7.3 To authorise the Executive Director Growth and Regeneration to acquire additional interests in the Order Land which may arise if so advised and if satisfied it is necessary to do so and that the human rights and equalities duties for the Council are not infringed;

7.4 Authorise the acquisition by agreement of all existing interests in and over the Order Land under Section 227 of the 1990 Act before and after confirmation of the Order and in respect of any new rights required for the development or use of the Order Land;

7.5 To authorise the use by the Council of its powers under sections 203-205 of the Housing and Planning Act 2016 to override third party rights and covenants within the Order Land on the basis that the land is required for the Council's planning purposes and, where land is already held by the Council, it is no longer required for its existing purpose;

7.6 To note that the equalities and human rights implications have been assessed arising from the potential impacts of the proposed Order and that the Council is content to proceed with making of the Order.

8. PROJECT TIMELINES

8.1 An outline of the estimated project timelines for Engine Shed 2, Temple Square and Station Approach are provided below:

Milestone	**Dates**
Target date for Joint Committee approval of Engine Shed 2 Full Business Case.	November 2018
Finalisation of negotiations to secure purchase of Grosvenor Hotel by agreement.	November 2018 – December 2018
JD&LA entered with Skanska	December 2018 – January 2019
Skanska commence RIBA Stage 3 design work for Engine Shed 2	December 2018 – January 2019
CPO period for Grosvenor Hotel (if not secured by negotiation) and unregistered highway land.	December 2018 – December 2019
Engine Shed 2 agreement for lease entered with Skanska and agreement for under lease with SRF	December 2018– January 2019
Demolition works to George and Railway Hotel by Skanska	Late Spring – Summer 2019
Engine Shed 2 Construction works by Skanska	Summer 2019 – Autumn 2020

Completion of all BCC obligations under the JD&LA, including Temple Gate highway works and acquisition of Grosvenor Hotel	Winter 2019
Option period for BCC to purchase Station Approach	Winter 2019 – Spring 2020
Option Period for Skanska to purchase Temple Square, including the Grosvenor Hotel site (or a plot of land within the overall site).	Winter 2019 – Winter 2024
Fit out and occupation of Engine Shed 2	Autumn 2020 – early 2021
Further Option Period for Skanska to purchase any remaining plots at Temple Square (if full site was not drawn down under 1st option notice)	2024 – 2029 (5 year period commencing from date of 1st purchase of a Temple Square Plot)

9. FURTHER INFORMATION FROM KEY OFFICERS

Land / Property Implications

9.1 The majority of the land in the proposed Compulsory Purchase Order (CPO) land is owned freehold by BCC. The ownership of the remainder is in unknown or within third party ownership but not registered at the Land Registry. In part the land is used as Highway Land.

9.2 The proposed CPO is essential to secure the comprehensive development of the sites and their surroundings which in turn supports the aims of the BTQEZ and the emerging spatial framework. Under the proposed development agreement with Skanska the Council would be responsible for land assembly including securing ownership of the Grosvenor Hotel which is in a private freehold ownership. The Council has been seeking to achieve a negotiated solution to the purchase of the Grosvenor as well as other third party ownerships. If it is not possible to secure early commitment to such a negotiated sale and purchase, the Council proposes to make a Compulsory Purchase Order for the Grosvenor Hotel and the other unregistered highway land. This is crucial to creating the certainty of site assembly for both BCC and Skanska to proceed with development agreements and to ensure an early development delivery timetable.

9.3 Property advisers have been appointed and are assisting the Council in ensuring best value is secured in the proposed development agreements with Skanska and the proposed underletting to SRF. They will also be appointed to assist in acquiring the unknown and third party land, including the Grosvenor Hotel. Where possible acquisitions will be delivered through negotiated agreement and failing that will be made using CPO powers with compensation being paid to the owners in accordance with the compensation codes. It is a requirement of Skanska that the Council is able to use its CPO powers to successfully assemble all the land proposed for a deliverable single redevelopment with Skanska. All essential controls need to be obtained to ensure the redevelopment of Engine Shed II and the development land adjacent can proceed. Without such a commitment from the Council the proposed development agreement with Skanska would be prejudiced.

Officer Giving Advice: Joe Jeffrey, Service Manager – Property.
Date of Advice: 07.09.2018

Eco Impact Assessment - Summary of impacts and Mitigation

9.4 This proposal will create short term negative impacts from construction, and some long term negative impacts from travel to and use of the buildings when developed. A range of effective mitigation measures is proposed to address construction, energy and travel, and positive impacts will arise from bringing prominent currently derelict areas into use.

9.5 **The significant impacts of this proposal are:**

- Short-term increase in environmental impacts through the consumption of fossil fuels and raw materials in constructing the developments. Longer term, there will be on-going consumption of energy for heat and power, generation of waste and travel to the site.

- Significant potential exists for mitigating the negative impacts of this proposal, and also for positive effects.

- The proposals will also have positive impacts. The currently derelict sites will be developed and will include new city centre public realm created on a prominent gateway site into the city, alongside the Brunel Mile. Any future remediation works will reduce contamination and improve the sites. The operation of Engine Shed 2 will encourage proposed new incubators in Sustainability based technologies, for example Clean Energy and Social Innovation and will support the growth of low

carbon businesses and those involved in developing cross cutting technologies to develop a positive long term impact on sustainability.

- The proposals also include opportunities for low carbon energy generation via connection to the Bristol heat network and installation of solar PV on the Engine Shed 2 roof.

9.6 The proposals include the following measures to mitigate the impacts:

- Mitigation measures have been considered throughout the design and planning process, which included a Sustainability Assessment. The planning process has involved thorough consultation with internal BCC teams including transport, planning, contamination, flood risk, economic development and ecology as well as external organisations such as the Environment Agency and Historic England.

- The site is located adjacent to Temple Meads train station and is served by multiple bus routes that link both the north and south of the city. This provides for significantly reduced travel impacts, maximising sustainable travel options and reducing reliance on private car use. To further mitigate air pollution and traffic congestion impacts from staff and visitor travel, a Travel Plan will be operational once the Engine Shed 2 building opens and it is expected similar plans will be developed for the Temple Square and Station Approach developments when bought forward.

- The sites are located within walking and cycling distance from numerous residential areas of the city, improving its resilience, making it less vulnerable to disruption from bad weather and accessible via sustainable means of transport from the central, south and northern areas of the city.

- Waste generation will be managed and minimised during construction via environment management controls and during operation by a Waste Management Scheme.

- As part of its core business Engine Shed 2 will support the growth of low carbon businesses and those involved in developing cross cutting technologies to develop a positive long term impact on sustainability. This impact will also be capitalised through business interaction taking place in the meeting rooms and collaboration spaces designed within ES2, allowing work with occupiers to look at and learn about how they can integrate sustainability into their business models.

- Engine Shed 2 will encourage the proposed new incubators in Sustainability based technologies, for example Clean Energy and Social Innovation to become part of Engine Shed 2.

- To help mitigate impacts from consumption of non-renewable resources, the Engine Shed 2 development will be connected to the Bristol heat network, providing resilience to any future resource scarcity and supporting local energy centres, thus contributing towards Bristol's target to become carbon neutral by 2050. On site renewables, such as solar PV, will reduce carbon emissions from the building's energy demand by more than 20%. Similar measures will be in place for the Temple Square and Station Approach developments when bought forward.

- The developments will target BREEAM 'Excellent' in accordance with planning requirements to improve energy efficiency and reduce consumption of resources.

9.7 **The net effects of the proposals are:**

- Positive as negative impacts can be mitigated and the proposals provide multiple opportunities for positive impacts.

Eco Impact Summary completed by Oliver Roberts, Project Manager and Verified by Nicola Hares, Environmental Project Manager.

Appendix D

Appendix B

Joint Development and Land Agreement for Engine Shed 2, Temple Square and Station Approach. Risk Register

1st November 2017

Negative Risks that offer a threat to Joint Development and Land Agreement for Engine Shed 2, Temple Square and Station Approach and its Aims (Aim - Reduce Level of Risk)

Ref	Risk Description	Key Causes	Key Consequence	Status Open / Closed	Risk Category	Risk Owner	Key Mitigations	Direction of travel	Current Risk Level: Likelihood	Current Risk Level: Impact	Current Risk Level: Risk Rating	Monetary Impact of Risk £k	Risk Tolerance: Likelihood	Risk Tolerance: Impact	Risk Tolerance: Risk Rating	Risk Tolerance: Date	Actions to be undertaken (Include dates as appropriate)	Actions to be undertaken: Resp. Officer	Escalation: Escalated to: DRR/CRR	Escalation: Escalated by:	Escalation: Date	Corporate Strategy Theme	Portfolio Flag	Audit Trail: Date risk identified	Audit Trail: Directorate Flag	Audit Trail: Date Risk Closed	Audit Trail: Closed by:	Audit Trail: Amends / Updates Completed Date:	Audit Trail: By:
1	**CPO of Grosvenor Hotel not successful**	Outcome of CPO inquiry or Secretary of State decision does not support the Council's case for a CPO of the Grosvenor Hotel.	BCC loss of expenditure pursuing failed CPO. BCC cannot meet site assembly obligations in Joint Development and Land Agreement with Skanska leading to the termination of the agreement and BCC incurring indemnity cost expenditure to Skanska. BCC loss of option on Station Approach, leading to Skanska taking forward development not in keeping with aspirations of Temple Meads Station Masterplan	Open	Programme / Project Management	Property Service Manager	Counsel advice secured to inform likelihood of success, CPO process will follow guidance provided.	neutral	2	5	10	**£0.5m - £3m**	2	5	10	26.07.18													
2	**CPO Costs of the Grosvenor Hotel are awarded at a level that is higher than the Councils externally validated forecast.**	Outcome of CPO inquiry and the subsequent decision of the Lands Chamber (Upper Tribunal) on level of appropriate compensation, leads to higher than forecast compensation being awarded to the owner.	The Council has to pay more than its externally validated compensation forecast for the site. Such additional CPO costs will then have the effect of reducing the overall financial return from the project and the land sale to Skanska.	Open	Financial Loss	Finance Service Manager	Provision of robust evidence as part of CPO proceedings based on advice received from Counsel, External Valuers and specialist legal advisors. Inclusion of contingency sum in budget.	neutral	3	3	9	**£0.5m - £3m**	3	3	9	26.07.18													
3	**BCC obligations for Temple Square within Joint Land and Development Agreement with Skanska exceed market value secured through sale of plots**	Low market valuation for Temple Square from development appraisal. This could include consequence of market downturn at point of renewed market valuation; and/or cost increases across the different obligations for highway works and site assembly.	the Council makes an overall loss on the sale of the Temple Square land to Skanska.	Open	Financial Loss	Finance Service Manager	Cost monitoring and management of all expenditure,	neutral	2	3	6	**£0.5m - £3m**	3	2	6	26.07.18													
4	**Terms of property legal agreements with Skanska cannot be agreed, leading to both parties walking away.**	Unable to agree commercial details, both parties unwilling to compromise.	New strategies for delivery of Engine Shed 2 and regeneration of Temple Square required, delaying both projects and potentially leading to Engine Shed 2 not being bought forward.	Open	Legal	Property Service Manager	Discussions and negotiations of legal agreements are well advanced and key terms agreed, continued commitment from both parties to reach agreement.	positive	2	3	6	less than £0.5m	3	3	9	26.07.18													
5	**Engine Shed 2 Project not delivered by LGF2 Funding deadline of March 2021, leading to loss of funding**	Programme delay due to slippage in entering property agreements and project delays during construction by Skanska	Loss of LGF2 Funding leads to BCC needing to cover shortfall if alternative funding cannot be secured.	Open	Financial Loss	Project Manager	Stick to key decision timelines of October 2018 Cabinet and November 2018 LEP Panel for LGF2 Funding. Work with Skanska to conclude agreements, agree costs and specifications in advance of Cabinet. Work with Skanska to optimise their works programme, bringing demolition forward to twin-track with design development to allow an earlier construction start date, look at options for Skanska to undertake fit out works so can be done concurrently with main construction works.	positive	3	5	15	£3m - £5m	3	5	15	26.07.18													
6	**SRF (Engine Shed 2 Operator) walk away from project due to not meeting programme and/or cost requirements of business model.**	Alternative accommodation available in UoB Temple Quarter Campus or alternative location, such as Filton. Rental costs arising from development appraisal, including BCC over-rent allowances, are above those affordable in business model.	The project would need to look at mitigation for programme and/or cost overrun. If this was not successful BCC could seek to identify an alternative operator, if one could not be sourced the project would need to be terminated, or the building leased for an alternative use.	Open	Programme / Project Management	Temple Quarter Programme Manager	Maintain working to programme and cost, in accordance with mitigations for risk 5, regular engagement with SRF and UoB, including development fo robust business model.	neutral	2	5	10	**£0.5m - £3m**	4	5	20	26.07.18													
7	**Challenge of parts of Skanska Land Option Agreement and/or SRF under lease as incubator operator.**	Alternative developer or operator seek to challenge appointment of Skanska or SRF.	Potential for financial loss, programme delay or termination of projects.	Open	Legal	Senior Solicitor	BCC to continue to review and check compliance and work within State Aid and Procurement regulations. BCC have been open and transparent about the planned property transactions, which have been publicised and detailed within two 2016 Cabinet papers.	neutral	1	3	3	**£0.5m - £3m**	3	3	9	26.07.18													
8	**Costs associated with Engine Shed 2 are above thresholds within development appraisal and available project funding**	BCC does not successfully challenge Skanska construction cost plan and/or fit out costs are above allowances.	Project is not affordable - head lease rent arising from appraisal is too high and/or insufficient funding available to take forward project.	Open	Financial Loss	Project Manager	CBRE appointed to provide cost consultancy advice and management to project.	positive	3	3	9	**£0.5m - £3m**	4	3	12	26.07.18													
9	**LGF2 Full Business Case not approved by LEP**	Insufficient business case for project, or LEP do not consider project will meet all funding requirements, such as expenditure deadlines, or meet State Aid requirements,	Funding for Engine Shed 2 not secured and project is delayed whilst alternative funding is sourced. Potential for project to be terminated if funding cannot be sourced.	Open	Programme / Project Management	Project Manager	Engagement and consultation with the LEP on requirements, refinement of project proposals, appointment of consultant support for drafting supporting economic impact assessment. Discuss alternative LEP funding sources if programme issues occur. Continue to ensure proposals are State Aid compliant.	positive	2	3	6	**£3m - £5m**	3	3	9	26.07.18													
10	**Inadequate staff resourcing to deliver project within programme requirements.**	Present project management is an interim arrangement, whilst an alternative project is suspended pending a decision. Staff resource could be lost at short notice.	Programme delays whilst alternative resourcing put in place.	Open	Service provision	Temple Quarter Programme Manager	Good document management and project management systems in place to allow quick transference to alternative project manager. Project team well appraised of project detail and able to take forward key activities until new resource in place.	neutral	3	3	9	**less than £0.5m**	4	3	12	26.07.18													
11	**Construction coordination issues between Temple Gate works and Engine Shed 2 works.**	Delays to Temple Gate programme of works	Potential delay to commencement of demolition or construction works.	Open	Programme / Project Management	Project Manager	Close coordination with Temple Gate works.	neutral	2	3	6	**less than £0.5m**	4	3	12	26.07.18													
12	**Higher yield for Engine Shed 2 development output in final appraisal.**	Change in interest rates or other market conditions impacts	Higher rental sum in agreement for lease impacts on affordability for BCC and/or SRF.	Open	Financial Loss / Gain	Property Service Manager	Maintain working to programme, in accordance with mitigations for risk 5	neutral	3	3	9	**£0.5m - £3m**	4	3	12	26.07.18													
13	**Prolonged gap between under leases during 35 year Head Lease.**	End of underlease at break periods or end of term will require BCC to lease the building to a new user (unless re-leased to Engine Shed Operator on a further term).	BCC has liability for head lease rental payments, whilst having no under lease rental income.	Open	Financial Loss / Gain	Property Service Manager	Building designed to provide flexible uses and office space that will be attractive to the Market. Create Marketing and use strategy in advance of end of lease term / break dates. Agree any extension periods with Operator. Over-rent to be accrued in account during Engine Shed 2 lease term to cover costs associated with the end of the under lease, marketing and interim rental costs. Over rent from new underlease to cover any costs not covered by previous acruals.	neutral	3	1	3	**less than £0.5m**	3	2	6	09.08.18													

Bristol City Council Equality Impact Assessment Form

(Please refer to the Equality Impact Assessment guidance when completing this form)

Name of proposal	Engine Shed 2
Directorate and Service Area	Growth and Regeneration
Name of Lead Officer	Oliver Roberts

Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

1.1 What is the proposal?
Engine Shed 2 builds on the success of the first phase of the Engine Shed project, which regenerated the Old Station at Temple Meads into a thriving business growth hub within 11 months and opened in December 2013. Engine Shed phase 1 is home to, amongst other components, the best university business incubator in Europe and the second best in the world. The Engine Shed 2 project will provide more room for that. Engine Shed 2 will be located on the George and Railway site, Victoria Street, BS1 6DU and in close proximity to Engine Shed phase 1, next to Temple Meads Station. It will provide 44,348 sqft of Gross Leasable Area (GSL) floorspace based on the phase 1 model, providing space for business incubation, offices for businesses to grow on and grow into, meetings and collaboration, with ancillary café/restaurant uses at ground floor level and other associated amenities. The Engine Shed 2 project has overall priorities of supporting economic and business rates growth for the City, as part of the regeneration of a high profile area of dereliction at the centre of one of the City's main gateways. It is intended that Skanska UK Ltd will act as the Developer for Engine Shed 2 as part of a joint development and land agreement relating to their land ownership at Temple Meads, and the Council's land ownership of the George & Railway and Temple Gate. Bristol City Council will not lead the design or construction of the building, which will be taken forward by Skanska Ltd. The Council will enter a 35 year term lease on the Engine Shed 2 building, which

will enable the Council to direct the use of the property in the long term, whilst not having to find the capital to own it freehold. The Council will complete fit out works to the building, which it will ensure are designed to take account of the equality considerations in the assessment.

The Council intend to enter into an under lease with The Science Research Foundation (SRF), a University of Bristol owned company, who are the Operator of the existing Engine Shed and will run ES2, Bristol City Council will enter a Collaboration Agreement with SRF or The University of Bristol, which will allow the Council to work with SRF to plan how equality considerations identified in this assessment are taken forward in the building's operation.

An economic assessment identified that Engine Shed 2 has potential to support the creation of 254 net new jobs and 444 gross new jobs in the West of England in its first year of operation. Engine Shed 2 will aim to ensure that this job creation will be based on the following RSA definition of Inclusive Growth "broad-based growth that enables the widest range of people and places to both contribute to and benefit from economic success. Its purpose is to achieve more prosperity alongside greater equity in opportunities and outcomes"

As part of their objective of achieving inclusive growth SRF presently invests up to 53% of the operational surplus attributable to Engine Shed operations in activities such as 'supporting a diverse workforce for the future' and will continue and expand this work in Engine Shed 2. A description of this specific project work was provided in Engine Shed's 3 year review document 'A platform for inclusive growth' as follows:

"There is an economic imperative to ensuring we have a diverse talent pool for employers to tap into, in the future, in jobs we don't yet understand. The Bristol & Bath area has a fantastically diverse pool of young people who we must include in the growth of the city region because we need them. We believe Engine Shed's role is to help raise the awareness of opportunities for young people in the area and help connect them with pathways to fulfilling employment.

We have already hosted a number of school groups for talks and exposure to the working environment of world-class tech start-up's, as well as over 1900 primary and secondary school children carrying out 'maker' type activities or meeting with the SETsquared member companies.

We are currently mapping out the best role for us in the context of the plethora of related activities such as LEP Enterprise Advisers, Future Brunel's, TeachFirst, the proposed free school in the Enterprise Zone, Bristol WORKS, other BCC activities, primary and secondary head teachers' meetings and teacher INSET days. We see our role more about helping raise aspirations and awareness than skills development of primary and early secondary students."

Other work, funded or part-funded, by the existing Engine Shed activity include significant work around developing the Scale Up ecosystem (in partnership with WECA and Business West) and an Entrepreneurial Outreach project (in partnership with ACH, WECA and Barton Hill Settlement) which aims to help entrepreneurs from under-represented communities in Bristol to access mainstream business support.

Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

2.1 What data or evidence is there which tells us who is, or could be affected?

Summary of the Bristol Census 2011 Equalities Statistics

		Gender		Ethnicity			Disability	Sexual orientation
		males	females	White British	non-'White British'	BME	with a LLTI	Lesbian, Gay or Bi-sexual
Total population all ages	number	213,400	214,700	333,432	94,802	68,642	71,724	n/a
	denominator	428,100	428,100	428,234	428,234	428,234	428,234	n/a
	Bristol %	**49.8**	**50.2**	**77.9**	**22.1**	**16.0**	**16.7**	**n/a**
	England and Wales %	**49.2**	**50.8**	**80.5**	**19.5**	**14.0**	**17.9**	**6**

available at: http://www.bristol.gov.uk/page/community-and-safety/equalities-data-and-research

According to the table above, 16% of the Bristol population is declared to have some kind of disability under the Equality Act 2010, that is defined as '…a physical or mental impairment which has a long-term and substantial adverse

effect on their ability to carry out normal day-to-day activities'. Taking into consideration that not everyone discloses their disability, the actual number could potentially be higher. Therefore, it is expected that a significant number of building users or visitors will have some kind of disability, including sensory impairment and long-term health conditions. Data about disadvantage in Bristol is also available from the Joint Strategic Needs Assessment (JSNA) 2015. We know that people who experience discrimination (because they have one or more protected characteristics) are more likely to experience other factors contributing to disadvantage, thus compounding their experience. Evidence from the JSNA 2015 shows that there is a spatial dimension to disadvantage in the city and that people experience more disadvantage in the South (particularly the outer areas) and in the north and west outer areas of the city as well as in the inner eastern areas, to achieve the objective of inclusive growth it is important that these groups have access to and benefit from Engine Shed 2.
2.2 Who is missing? Are there any gaps in the data?
We have no official data specifying the sexual orientation of the Bristol population. However, for this report we will assume that Bristol reflects the national statistics where 6% of the population is LGBT+.
2.3 How have we involved, or will we involve, communities and groups that could be affected?
SRF involves a broad range of stakeholders in how they operate Engine Shed and the proposals for Engine Shed 2. SRF undertake focused work with schools across Bristol, including from the deprived communities identified within JSNA 2015, this work is aimed at supporting the creation of a diverse workforce for the future and is described in more detail in the proposals section of this assessment.

Step 3: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigourous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

3.1 Does the proposal have any potentially adverse impacts on people with

protected characteristics?
No adverse effects have been identified for the following groups: • Age, Marriage and civil partnership, Pregnancy and maternity • Gender reassignment and sexual orientation • Race, religion or belief • Sex (Gender) **Disability** There will be no provision of car parking as part of the Engine Shed 2 building, reflecting the extensive public transport network and site constraints. It is simply not possible to provide access to private vehicles to Engine Shed 2 from the surrounding highway network given the constraints imposed by public transport and highway changes as proposed.
3.2 Can these impacts be mitigated or justified? If so, how?
It is intended that appropriate mobility impaired access will be provided in the form of offsite spaces and/or a drop-off area, linked to the development by an appropriate route.
3.3 Does the proposal create any benefits for people with protected characteristics?
The Engine Shed approach to inclusive growth, including targeted work to support a diverse workforce, will provide greater opportunities to disadvantaged groups and people with protected characteristics to access training and support through Engine Shed 2 and have greater access to the employment opportunities that will be generated.
3.4 Can they be maximised? If so, how?
• Develop, deliver, monitor and evolve an equality and diversity strategy for ES2. This will feature specific initiatives to promote and support entry into the world of entrepreneurship by disadvantaged groups; • Encourage the proposed new incubators in Clean Energy and Social Innovation to become part of ES2. It is envisaged that these will increase the gender diversity that we currently do not see within a purely high-tech environment; • Recruitment to the staff of ES2 will be carried out on the basis of best practice equality and diversity and fair recruitment policies; • A local travel plan for the facility will be developed and measures within it promoted, to emphasise the excellent accessibility ES2 will

offer, being based in the heart of the Temple Quarter and near to Temple Meads Station. This will include travel options from deprived communities within Bristol

Step 4: So what?

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?
This is a first step in assessing the approach to equalities; the recommendations identified in this equality impact assessment will be taken forward in partnership with the proposed developers – Skanska and the proposed tenant – SRF. These will be incorporated within the proposed equality and diversity strategy for ES2.
4.2 What actions have been identified going forward?
In addition to the actions outlined in section 3.4 it is intended to engage with disabled users, through existing users of Engine Shed and/or a group, such as Bristol Physical Access Chain (BPAC) to develop the brief for the fit out design of the building and to review consequential proposals.
4.3 How will the impact of your proposal and actions be measured moving forward?
Monitoring and reporting arrangements will be agreed with SRF and detailed within the equality and diversity strategy for ES2.

Service Director Sign-Off: Nuala Gallagher	Equalities Officer Sign Off: Duncan Fleming
Date: 5/9/18	Date: 28/8/2018

Eco Impact Checklist

Title of report: Joint Development and Land Agreement for Engine Shed 2, Temple Square and Station Approach.
Report author: Oliver Roberts
Anticipated date of key decision: 2nd October 2018
Summary of proposals: To appraise the Mayor and Cabinet of the progress and status of the decisions made at the Cabinet Meetings of 1st March 2016 and 6th September 2016, including the progress on entering a Joint Development and Land Agreement (JD&LA) with Skanska UK Limited, including the proposed acquisition of the Grosvenor Hotel. The paper provides details of finance and funding matters associated with the re-generation proposals and developments plots covered within the JD&LA with Skanska, including Local Growth Fund Round 2 (LGF2) funding sought for Engine Shed 2.

Will the proposal impact on...	Yes/ No	+ve or -ve	If Yes… Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	-ve	During construction of Engine Shed 2 there will be direct emissions from construction vehicles and indirect emissions through energy consumption and staff travel. During operation of Engine Shed 2: indirect emissions from energy consumption and staff travel, visitor travel, generation of waste to landfill. Construction and Operation of consequential developments of Temple Square and Station Approach will create direct and indirect emissions	The Council is not the developer for the building and is entering an agreement for lease to rent the building following completion. The Developer (Skanska) will comply with all planning requirements, including producing construction phase plans detailing how they will minimise the environmental impacts of the construction. Skanksa have committed to securing a BREEAM rating of Excellent for the building and to delivering in excess of a 20% reduction in carbon emissions, which they propose will achieve a 32.5% reduction in regulated CO2 emission beyond the requirements of the Building Regulations Part L2A 2013 through a combination of passive design and energy efficiency measures, an ASHP chiller and an on-site PV array. It is intended that the requirement for Soft Landings will be incorporated into the Agreement for Lease to ensure that the operational requirements of the building are accounted for in the design and the

Will the proposal impact on...	Yes/ No	+ve or -ve	If Yes…	
			Briefly describe impact	Briefly describe Mitigation measures
				designed performance is realised in through the management and maintenance of the building. The development sites are well connected to the existing public transport network, located next to Temple Meads train station and on multiple bus routes. A Travel Plan for Engine Shed 2 will be developed prior to occupation to support sustainable transport objectives including a reduction in single occupancy car journeys and the increased use of public transport, walking and cycling. Engine Shed 2 is to be connected to Bristol heat network and supplied by an energy centre within the Council's 100 Temple Street offices. It also intended to connect a private wire to the energy centre to supply the buildings electricity. The operation of the building will be managed by the Science Research Foundation, ensure that utility usage is covered in the lease agreement so BCC do not pay this. An EPC will need to be provided to the Science Research Foundation on lease of the building. A Waste Management Scheme will be developed for Engine Shed 2 and submitted to the planning authority for approval. The proposals for Temple Square and Station Approach are at early stages of development, when taken forward they will need to comply with all Planning requirements.
Bristol's	Y	+ve &	The site is within	A full flood risk assessment was

Will the proposal impact on...	Yes/ No	+ve or -ve	If Yes…	
			Briefly describe impact	Briefly describe Mitigation measures
resilience to the effects of climate change?		-ve	flood zone 2. The proposal will increase mains water and energy consumption.	undertaken for the project. Existing site ground levels are above the 1:200 year level, but below the 1:1000, year extreme river level, so have been raised to provide improved resilience. The site is located in the city centre, within cycling and walking distance of many residential areas of Bristol. The site is well connected to the existing public transport network, located next to Temple Meads train station and on multiple bus routes. As part of its core business Engine Shed 2 will support the growth of low carbon businesses and those involved in developing cross cutting technologies to develop a positive long term impact on sustainability. This impact will also be capitalised through business interaction taking place in the meeting rooms and collaboration spaces designed within Engine Shed 2, allowing work with occupiers to look at and learn about how they can integrate sustainability into their business models. Engine Shed 2 will encourage the proposed new incubators in Sustainability based technologies, for example Clean Energy and Social Innovation to become part of Engine Shed 2 Engine Shed 2 will be connected to the Bristol heat network. The Temple Square development outline planning conditions similarly require connection to the Heat Network, which it is expected will also be required of any future development of the Station Approach site. The design will be developed to

Will the proposal impact on...	Yes/ No	+ve or -ve	If Yes…	
			Briefly describe impact	Briefly describe Mitigation measures
				maximise water efficiency and minimise energy and resource consumption, this is reflected in the in the BREEAM excellent target.
Consumption of non-renewable resources?	Y	-ve	In the short-term, there is potential for the consumption of fossil fuels and other non-renewable materials arising through the use of energy and materials during the construction works. In the long-term, there will be consumption of fossil fuels for heating and power, and also for travel to and from the site.	For Engine Shed 2 sustainability of building materials has been considered in the design and reflected in the BREEAM assessment. There will be the same requirements for future Temple Square and Station Approach developments. A Travel Plan will be developed for Engine Shed 2 The sites will be connected to the Bristol heat network. Reduction in consumption of non-renewable resources through on-site renewable energy generation.
Production, recycling or disposal of waste	Y	-ve	Waste will arise from construction works. Waste will arise from the normal operation of the site.	Waste Management Plans will be created for the Construction and Operational Phases of each development to minimise the level of waste produced and maximise the amount of waste that is recycled and diverted from landfill.
The appearance of the city?	Y	+ve	The sites are currently derelict / vacant and inaccessible to the public. The proposal will alter the appearance of the city, l and will create new and improved public realm on a prominent gateway site in the city.	The dereliction of George and Railway Hotel and Grosvenor Hotel buildings presently significantly impacts on the appearance of this key gateway location in the city. The new developments will significantly improve the streetscape by creating new high quality developments, with Engine Shed 2 incorporating the renovated listed façade of the George and Railway Hotel A assessment of the landscape and visual impact of Engine Shed 2 and Temple Square developments was undertaken as part of the planning

Will the proposal impact on...	Yes/ No	+ve or -ve	If Yes…	
			Briefly describe impact	Briefly describe Mitigation measures
				application 16/06828/P - Engine Shed & Temple Circus Hybrid Application. The developments will create new high quality public realm in a prominent city centre location.
Pollution to land, water, or air?	Y	+ve -ve	The developments are located on brownfield sites; the proposals will address treatment of any residual contamination. There is a risk of hazardous materials (e.g. fuels or paints) being accidentally released during construction works. Construction works may generate mud, dust and noise. Once operational, the site will be connected to the sewage network. An increase in traffic will potentially impact on air quality within the city.	Ground Investigations to determine presence of contamination will be undertaken and remediation proposals developed if required, which would be submitted to the Council's Pollution Control team and the Environment Agency for approval. Construction environmental management arrangements will be produced and documented, which will include detailed controls and measures for the Control Of Substances Hazardous to Health (COSHH); and for minimising and mitigating the resulting effects of construction activity, such as the generation of mud, dust and noise. It is expected that during the construction phase the site(s) will be registered to the Considerate Constructors Scheme. Measures for engagement with local community and stakeholders will ensure that any arising issues are quickly identified and dealt with. The site is well connected to the existing public transport network, located next to Temple Meads train station and on multiple bus routes. A Travel Plan for Engine Shed 2 will be developed to maximise use of these forms of travel over car use.
Wildlife and habitats?	Y	-ve	The sites are largely derelict and very sparsely vegetated. Where the new development sites go	An ecological survey has been completed of the George and Railway site, where Engine Shed 2 will be constructed and the development will follow the

Will the proposal impact on...	Yes/ No	+ve or -ve	If Yes…	
			Briefly describe impact	Briefly describe Mitigation measures
			over existing highway land they will result in the loss of existing street trees. Potential for disturbance of protected species, such as wild birds' nests or bats if nesting or roosting within derelict buildings or trees when works commence.	recommendations of this report. Landscape design of new and improved public realm and new street tree planting will help mitigate loss of existing trees. Works to structures or vegetation which may have nesting birds or roosting bats will be subject to an ecological survey / watch brief prior to works being conducted. .

Consulted with: Nicola Hares - Environmental Project Manager

Checklist completed by:	
Name:	Oliver Roberts
Dept.:	Growth and Regeneration
Extension:	74179
Date:	22nd August 2018
Verified by Environmental Performance Team	Nicola Hares

Appendix I

Site Plans

The Appendix contains the following plans:

1. N7248a - General Plan of Sites
2. PROP-ARC-0067c – Draft Order Map – showing the boundary of the proposed Compulsory Purchase Order(s).
3. N6910a - Boundary for Grosvenor Hotel
4. PROP-ARC-0067d - Highway Land Compulsory Purchase Order Boundary Plan
5. N7249a - Boundary of Station Approach site
6. Masterplan submitted by Skanska as part of their hybrid planning application for Engine Shed 2 and Temple Square. The masterplan shows:
    - Detail Application area in blue for Engine Shed 2
    - Outline Application area in blue for Temple Square
    - Temple Square Civic Plaza within the red planning boundary line.

General Plan of Sites.

- Temple Square Sites.
- Engine Shed 2.
- HMLR title BL140485: Station Approach.

SITE PLAN : To ensure boundary accuracy, please refer to deeds.

© Crown copyright and database rights 2018. Ordnance Survey 100023406.

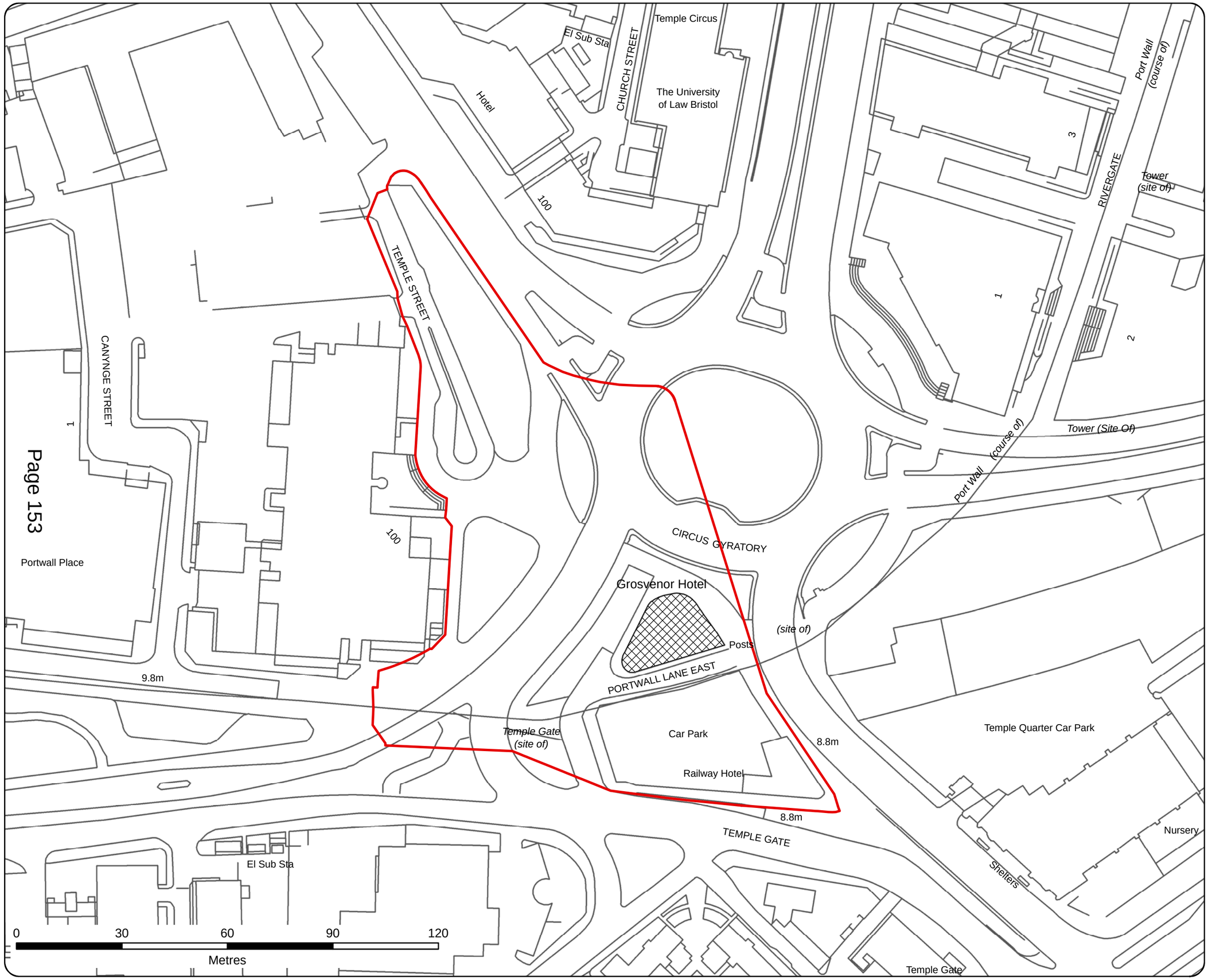
N

This drawing is the property of Bristol City Council. All intellectual property rights including copyright are vested in Bristol City Council. Any unauthorised reproduction or electronic copying of this drawing could lead to a civil claim for damages and criminal prosecution. Bristol City Council does not warrant that this drawing is accurate unless it is an original drawing. Bristol City Council shall not be liable for any loss or damage howsoever caused if reliance is placed by any party on a reproduced drawing.

PROPERTY

Plan No	:	N7248a
Prop ID Ref	:	N\A
Polygon Ref	:	N\A
Scale	:	1:1,250 @A3
Date	:	07/09/2018

CORPORATE PROPERTY
City Hall, PO Box 3176, Bristol. BS3 9FS
www.bristol.gov.uk



Draft Compulsory Purchase Order Plan

CPO Boundary

Grosvenor Hotel

SITE PLAN : To ensure boundary accuracy, please refer to deeds.

© Crown copyright and database rights 2018.
Ordnance Survey 100023406.

N

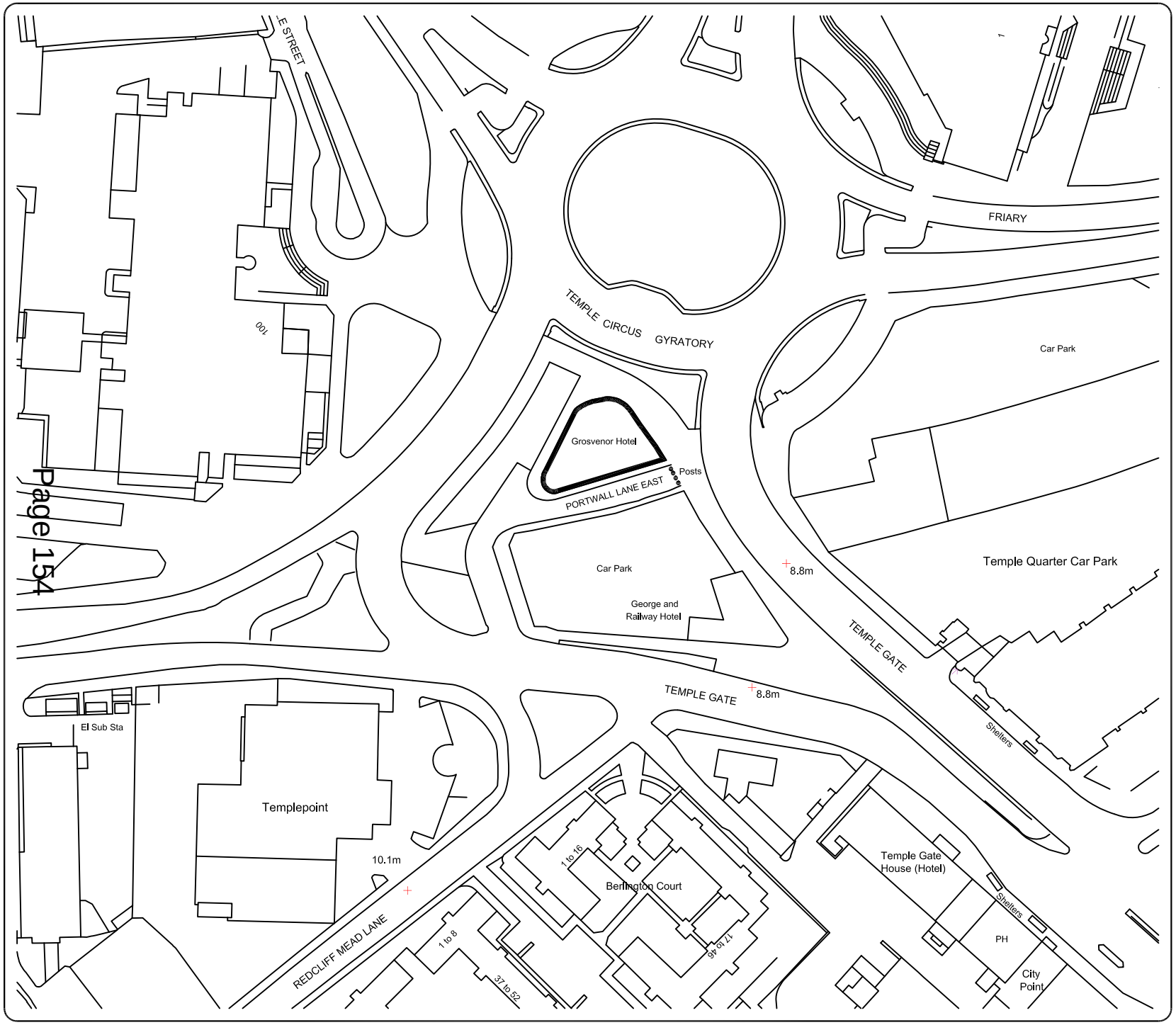
This drawing is the property of Bristol City Council. All intellectual property rights including copyright are vested in Bristol City Council. Any unauthorised reproduction or electronic copying of this drawing could lead to a civil claim for damages and criminal prosecution. Bristol City Council does not warrant that this drawing is accurate unless it is an original drawing. Bristol City Council shall not be liable for any loss or damage howsoever caused if reliance is placed by any party on a reproduced drawing.

PROPERTY

Plan No	:	PROP-ARC-0067c
Prop ID Ref	:	N/A
Polygon Ref	:	N/A
Scale	:	1:1,000 @ A3
Date	:	19/09/2018

CORPORATE PROPERTY
City Hall
P.O. Box 3176
Bristol BS3 9FS

www.bristol.gov.uk



Page 154

Grosvenor Hotel: Compulsory Purchase Order Boundary Plan referred to in Bristol City Council Cabinet Report 2nd October 2018 on the Temple Square Development.

SITE PLAN : To ensure boundary accuracy, please refer to deeds.

© Crown copyright and database rights 2018.
Ordnance Survey 100023406.

N

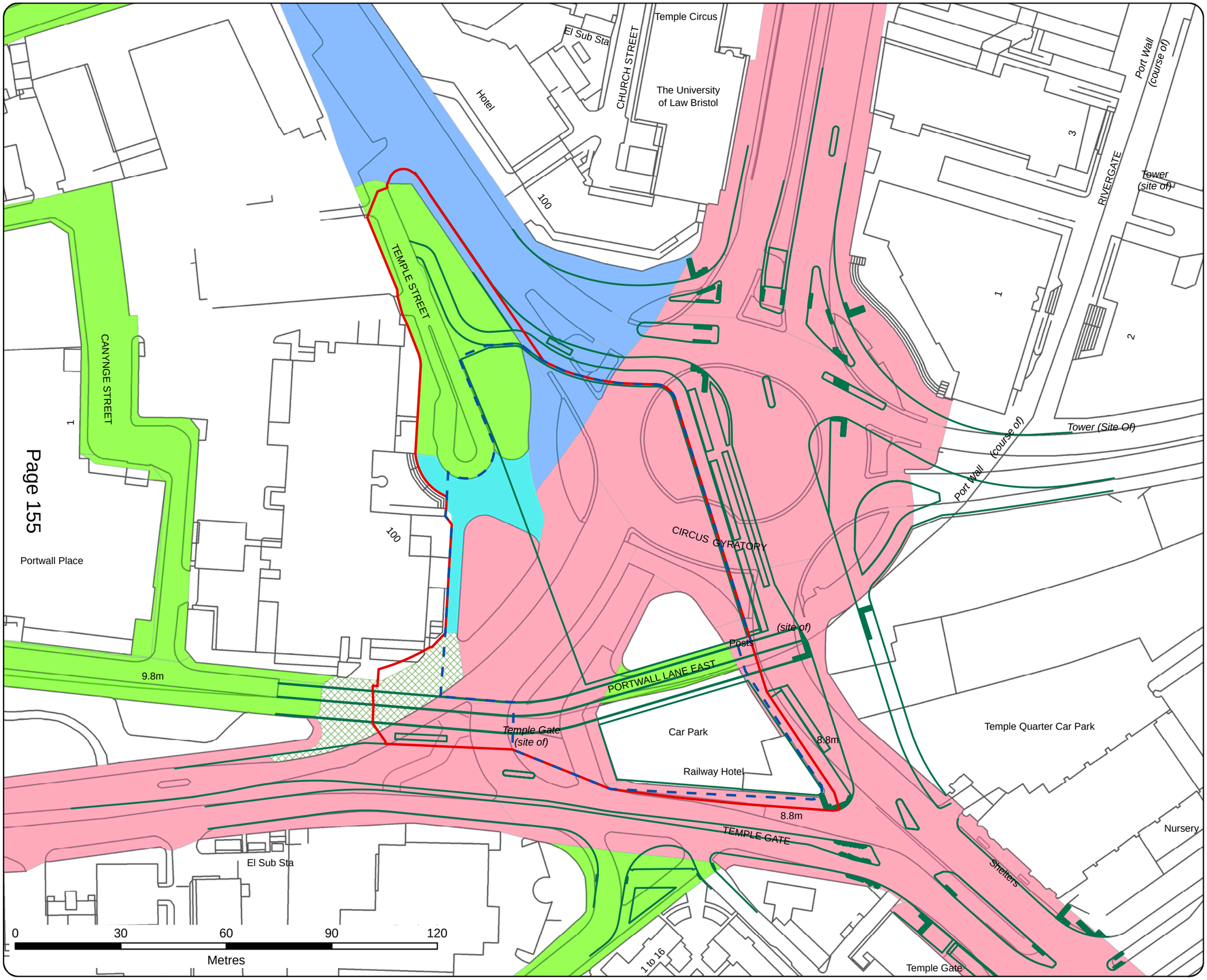
This drawing is the property of Bristol City Council. All intellectual property rights including copyright are vested in Bristol City Council. Any unauthorised reproduction or electronic copying of this drawing could lead to a civil claim for damages and criminal prosecution. Bristol City Council does not warrant that this drawing is accurate unless it is an original drawing. Bristol City Council shall not be liable for any loss or damage howsoever caused if reliance is placed by any party on a reproduced drawing.

PROPERTY

Plan No	:	N6910a
Prop ID Ref	:	N\A
Polygon Ref	:	N\A
Scale	:	1:1,250 @A4
Date	:	06/09/2018

CORPORATE PROPERTY
City Hall, PO Box 3176, Bristol. BS3 9FS

www.bristol.gov.uk



Page 155

Highway Land Compulsory Purchase Order Boundary Plan referred to in Bristol City Council Cabinet Report 2nd October 2018 on the Temple Square Development

- CPO Boundary
- Planning Application Boundary
- Proposed Road Layout

Adopted Highways

- Footpath
- A Road
- B Road
- Pedestrianised
- Unclassified

SITE PLAN : To ensure boundary accuracy, please refer to deeds.

© Crown copyright and database rights 2018. Ordnance Survey 100023406.

N

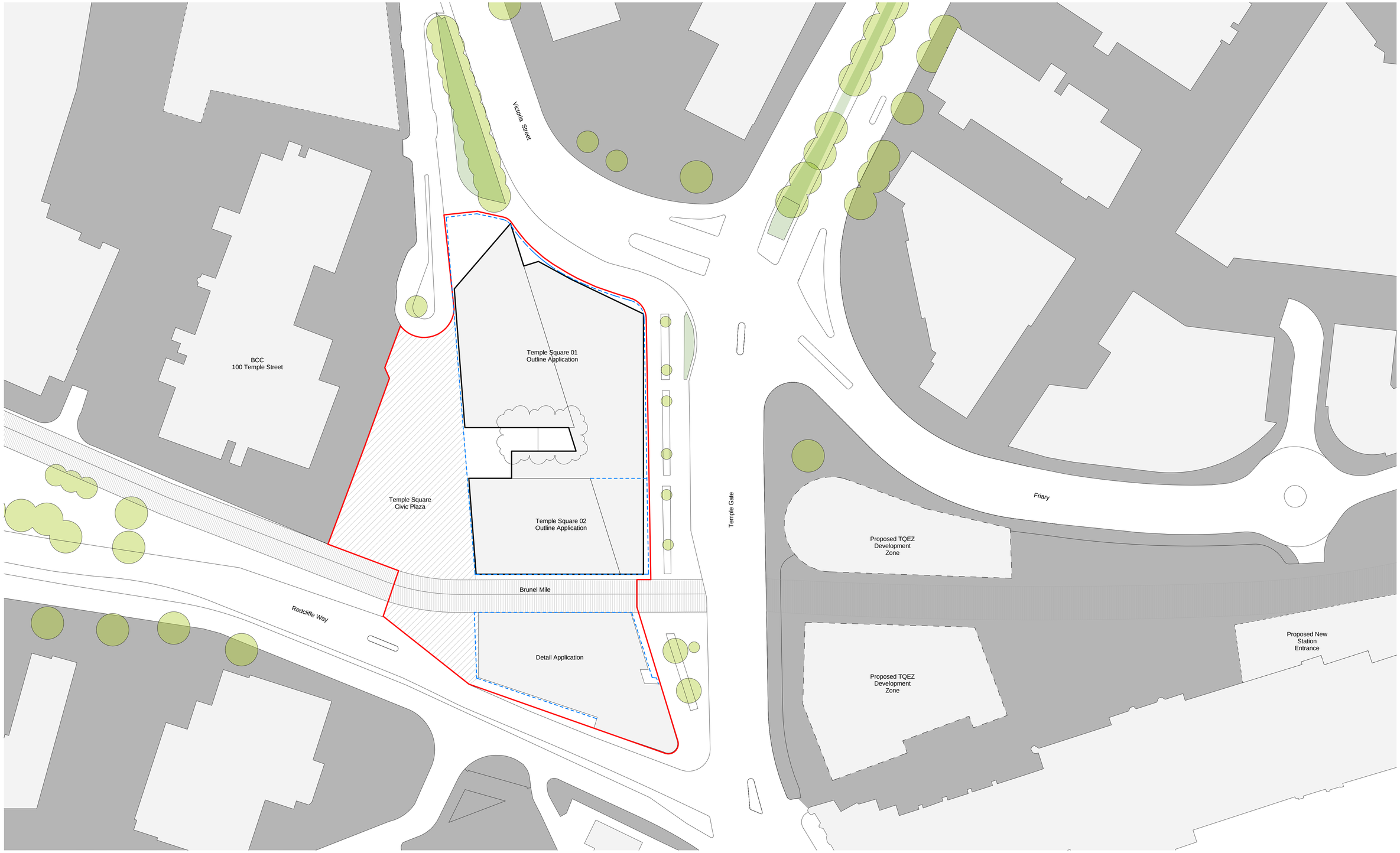
This drawing is the property of Bristol City Council. All intellectual property rights including copyright are vested in Bristol City Council. Any unauthorised reproduction or electronic copying of this drawing could lead to a civil claim for damages and criminal prosecution. Bristol City Council does not warrant that this drawing is accurate unless it is an original drawing. Bristol City Council shall not be liable for any loss or damage howsoever caused if reliance is placed by any party on a reproduced drawing.

PROPERTY

Plan No	:	PROP-ARC-0067d
Prop ID Ref	:	N/A
Polygon Ref	:	N/A
Scale	:	1:1,000 @ A3
Date	:	06/09/2018

CORPORATE PROPERTY
City Hall
P.O. Box 3176
Bristol BS3 9FS

www.bristol.gov.uk



GRIMSHAW

GRIMSHAW Architects

Telephone +44 (0)207 291 4141

Address 57 Clerkenwell Road
London
EC1M 5NG
UK

www.grimshaw.global

INTELLECTUAL PROPERTY

© COPYRIGHT GRIMSHAW ARCHITECTS.
UNLESS OTHERWISE AGREED IN WRITING, ALL RIGHTS TO USE THIS DOCUMENT ARE SUBJECT TO PAYMENT IN FULL OF ALL GRIMSHAW CHARGES; THIS DOCUMENT MAY ONLY BE USED FOR THE EXPRESS PURPOSE AND PROJECT FOR WHICH IT HAS BEEN CREATED AND DELIVERED, AS NOTIFIED IN WRITING BY GRIMSHAW; AND THIS DOCUMENT MAY NOT BE OTHERWISE USED, OR COPIED. ANY UNAUTHORISED USE OF THIS DOCUMENT IS AT THE USER'S SOLE RISK AND WITHOUT LIMITING GRIMSHAWS RIGHTS THE USER RELEASES AND INDEMNIFIES GRIMSHAW FROM AND AGAINST ALL LOSS SO ARISING

REV	DESCRIPTION	DATE
A	Planning	12/12/2016
B	Planning Amendment	25/08/2017

CLIENT

SKANSKA

OUTLINE PLANNING APPLICATION

DRAWING KEY

Site Boundary

Development Boundary

PROJECT
Bristol Temple Square

ADDRESS
Temple Square, Bristol

GRIMSHAW PROJECT NO.
16008

NORTH

SCALE
1 : 500 @A1

STATUS
Planning

DRAWING
Proposed Masterplan

DRAWN **EHP** CHECKED **AK** AUTHORISED **AB**

DRAWING NUMBER **16008- GAL- MP- 00- DR- AX- P0003**

REVISION **B**

C:\Users\ak.and\Documents\16008 Survey - TSQ_TSQ_project.local-TMD.rvt

25/08/2016 17:13:22

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

Decision Pathway – Report

PURPOSE: For reference

MEETING: Cabinet

DATE: 06 November 2018

TITLE	**2018/19 Period 5 Forecast Outturn Report**
Ward(s)	n/a
Author: Chris Holme	**Job title: Interim Head of Finance**
Cabinet lead: Cllr Cheney	**Executive Director lead: Mike Jackson**
Proposal origin: Other	
Decision maker: Cabinet Member **Decision forum:** Cabinet	

Purpose of Report: The report provides information and analysis on the Council's financial performance and forecast use of resources during the financial year 2018/19. The Council budget for 2018/19 was agreed by Council on 20th February 2018 and this report focuses on the forecast position against that budget.

The Council operates Directorate cash limited budgets and Executive Directors are responsible for ensuring that appropriate action is taken to contain both revenue and capital spending within the directorate's overall budget limit. Budget holders forecasting a risk of overspend should in the first instance set out in-service options for mitigation. Where these are considered undeliverable or pressures cannot be contained across the directorate a request can be made for the Executive to consider granting a supplementary estimate redirecting funds from an alternative source. As at period 4 no supplementary estimates have been requested for 2018/19.

Evidence Base:

The Council's overall annual revenue spend during 2018/19 is managed across a number of areas:

- The General Fund with a net budget of £356.2m, providing revenue funding for the majority of the Council's services;

Ring Fenced Accounts:

- The Housing Revenue Account (HRA) of £119.9m gross spend, is ring-fenced, money received in rent in order to plan and provide services to current and future tenants, and is managed within Communities Directorate;
- The Dedicated Schools Grant (DSG) of £346.6m, which is a ring-fenced grant that must be used in support of the schools budget as defined in the School and Early Years Finance Regulations and can be used for any other purpose. The grant is managed within the Adults, Children's and Education Directorate;
- Public Health, a ring-fenced grant of £32.5m, must be spent to support the delivery of the Public Health Outcomes Framework exclusively for all ages and is managed within Adults, Children's and Education Directorate.

Full detail for each of these areas is provided in the main monitoring report, Appendix A.

Cabinet Member Recommendations:

1. To note the £1.0m general fund revenue pressures being reported, (Appendix A section 1).
2. To note the current forecast position with regard to the Housing Revenue Account and Public Health Accounts, (Appendices A5 and A7).
3. To note the current budget pressures being reported within the High Needs block within the DSG and that action will be required to understand the drivers, the potential opportunities, risks and impact in any mitigation plans developed, (Appendix A6).
4. To note current forecast for capital expenditure of £181.1m against a budget of £244.2m, (Appendix A section 5).

Corporate Strategy alignment:
City Benefits: Cross priority report that covers whole of Council's business.
Consultation Details: n/a

Revenue Cost	**Net: £356.2m**	**Source of Revenue Funding**	Total approved revenue budget including ring-fenced accounts
Capital Cost	**£252.0m**	**Source of Capital Funding**	Total capital programme incl. HRA
One off cost ☐	**Ongoing cost** ☐	**Saving Proposal** ☐	**Income generation proposal** ☐

Required information to be completed by Financial/Legal/ICT/ HR partners:
1. Finance Advice: The resource and financial implications are set out in the report.
Finance Business Partner: Chris Holme 24/10/18
2. Legal Advice: The report, including the detail in Appendix A, will assist the Cabinet to monitor the budget position with a view to meeting the Council's legal obligation to deliver a balanced budget.
Legal Team Leader: Nancy Rollason, Head of Service, Legal 24/10/18
3. Implications on IT: There are no IT implications arising from production of this report.
IT Team Leader : Ian Gale, Head of IT 25/10/18
4. HR Advice: Expenditure on staffing is monitored on a monthly basis by budget holders. Managers are required to manage expenditure within the agreed staffing budget that has been set for 2018/19.
HR Partner: Mark Williams, Head of Human Resources 24/10/18

EDM Sign-off	Mike Jackson	19/09/18
Cabinet Member sign-off	Cllr Cheney	24/09/18
CLB Sign-off	Mike Jackson	27/09/18
For Key Decisions - Mayor's Office sign-off	n/a	

Appendix A – Further essential background / detail on the proposal	**YES**
Appendix B – Details of consultation carried out - internal and external	**NO**
Appendix C – Summary of any engagement with scrutiny	**NO**
Appendix D – Risk assessment	**NO**
Appendix E – Equalities screening / impact assessment of proposal	**NO**
Appendix F – Eco-impact screening/ impact assessment of proposal	**NO**
Appendix G – Financial Advice	**NO**
Appendix H – Legal Advice	**NO**
Appendix I – Combined Background papers	**NO**
Appendix J – Exempt Information	**NO**
Appendix K – HR advice	**NO**
Appendix L – ICT	**NO**

1. General Fund

1.1. The Council is currently forecasting a risk of a £1m overspend on the current approved budget. This is an improvement of £6m on the position reported at period 4, which reflects the recognition of £5m of business rates section 31 grants as noted in period 4 and £1m in reduced capital financing forecast due to slippage in the capital programme.

1.2. There are still pressures within Adult Social Care placements, which is forecasting a £11.0m overspend, and Education £1.1m due to loss of Education Services grant and home-to-school transport demand. City Growth, Investment and Infrastructure are also forecasting the risk of £0.8m overspend due to spend on vacant assets earmarked for disposal. The risk of overspend for these three areas remain a concern as the forecast outturn position for each has deteriorated further since P4.

1.3. The underspend on the corporate budgets relates to additional section 31 business rates grants, a reassessment of capital financing costs based on projected capital spend and contingency specifically earmarked for service pressures which are now reflected within the service forecasts.

1.4. Table 1 provides an overview of the Council's current forecast position for the 2018/19 financial year. Additional service detail is provided for each Directorate in individual appendices.

Table 1: General Fund Forecast Net Expenditure

Approved Budget £m	Directorate	Revised Budget £m	Outturn £m	Variance £m	Variance as % of Net Budget
205.518	Adults, Children's and Education	218.240	229.907	11.667	5.3%
63.466	Communities	63.257	63.622	0.365	0.6%
5.490	Growth and Regeneration	6.395	6.978	0.583	9.1%
40.784	Resources	43.118	43.005	(0.113)	-0.2%
315.259	**Sub-total**	**331.01**	**343.512**	**12.502**	**3.8%**
40.973	Other Budgets*	30.604	19.053	(11.551)	-37.7%
356.232	**Net Expenditure Total**	**361.614**	**362.565**	**0.951**	**0.3%**

*Other Budgets includes capital financing & borrowing costs, and un-apportioned central overheads.

2. Ring Fenced Accounts

Housing Revenue Account

2.1. There is a forecast underspend on the HRA of £2.521m due to staff vacancies and an underspend on rechargeable services. Plans will be developed to utilise this underspend in line with the service objectives.

Dedicated Schools Grant

2.2. The total Dedicated Schools Grant (DSG), including amounts recouped by the Education and Skills Funding Agency for Academies, is £346.6m for 2018/19 and -£1.0m deficit carried forward from prior year.

2.3. The DSG is currently forecasting an in year variance of zero though still has a brought forward deficit balance of £1.0m. The main pressure within the DSG remains in the high needs block £0.6m. The forecast position is based on the forecast activity and take up for the year and associated spend. The Early Years forecast underspend of £0.3m is based on patterns of activity as

per last year though the final financial position will be determined based on pupil censuses during the year.

2.4. The impact of the Judicial Review on the High Needs budget will be reflected in the P6 forecast. It is anticipated that there will be ongoing additional annual revenue costs of £0.225m and that the claimants' legal costs will be met from reserves.

2.5. Seventeen schools had deficit balances at the end of March 2018. Whilst officers are working with the schools to address this it may take some considerable time for the deficits to be repaid. Furthermore two schools who have recently become academies had combined deficits of £1.1m which will have to be addressed by the Council.

Public Health

2.6. The original Public Health business plan for 2018/19 assumes a drawdown of ring-fenced reserves of £1.8m in order to deliver the business plan. Public Health forecast a balance year end position; however this must been seen in the context of a 2.6% reduction (£0.9m) in the grant funding allocated by Public Health England in 2018/19.

2.7. The service is currently exploring the mechanisms by which this will be delivered which may include restructuring and reviewing contracts to ensure that it can deliver a sustainable offer that meets the core priorities of the funding for 2018/19 and beyond.

3. Savings Programme

3.1. To balance the 2018/19 budget, savings totalling £34.5m were approved by Full Council. There was also £8.7m of savings from 2017/18 which whilst were mitigated as one off in 2017/18 still remain as an ongoing saving requirement for delivery in 2018/19. £1.2m of savings targets have been written off in 2018/19 as they are undeliverable.

3.2. There remains a risk regarding £10.2m of savings where further work / mitigating actions are required in order to deliver, of this £6.2m relates to savings within Adult Social Care, £0.7 for Facilities Management saving target, £0.7m for organisational redesign, £0.5m for reduced education Services grant and £0.5m for review of fees and charges. Table 2 provides a breakdown of the realisation of the planned 2018/19 savings by directorate.

Table 2: Summary of Delivery of Savings by Directorate

	2018/19 Savings £m	2018/19 Savings reported as safe £m	2018/19 Savings reported as at risk	
			£m	%
Adults, Childrens and Education	11.520	4.577	6.943	60.3
Resources	12.353	10.495	1.858	15.0
Communities	4.961	4.188	0.773	15.6
Growth and Regeneration	3.870	3.480	0.390	10.1
Total	**32.704**	**22.740**	**9.964**	**30.5**

3.3. Members should note that delivery of savings is based on Directors assessment of whether the savings agreed by Council have been delivered and whilst other areas of underspends and income generation is being realised with budgets, until this is reallocated via a change control process the savings delivery tracker and forecast outturn will not be aligned.

4. Risk and Opportunities

4.1. There are other financial risks and opportunities to the Council which have been identified which could materialise during the financial year, these costs/income are not reflected in the forecast and are detailed within the specific directorate appendices.

5. Capital Programme

5.1. The following table sets out the forecast Capital Outturn position for 2018/19 by Directorate.

Table 3: Capital Forecast Outturn position for 2018/19 by Directorate

Approved Budget £m	Directorate	Revised Budget £m	Forecast Outturn £m	Variance £m
33.200	Adults, Childrens and Education	30.821	27.835	(2.986)
8.600	Communities	27.848	17.440	(10.408)
133.500	Growth and Regeneration	120.688	80.656	(40.032)
3.500	Resources	8.775	6.843	(1.932)
178.800	**Sub-total**	**188.132**	**132.774**	**(55.358)**
18.600	Corporate	9.045	5.100	(3.945)
47.000	Housing Revenue Account	47.056	43.190	(3.866)
244.400	**Total**	**244.233**	**181.064**	**(63.169)**

5.2. The main areas of forecast underspend at P05 relate to the budget previously set aside for the Arena £31.3m, Colston Hall £7.9m, £3.9m on the Housing Revenue Account and within Communities - £3.4m on Energy and £2.6m across Health and Safety and vehicle replacement.

5.3. Following the Mayoral decision in September regarding the future use of land in Temple Quarter, the Arena capital budgets will need to be reallocated and plans will be brought back for Cabinet approval later in the year.

5.4. In June, Cabinet approved the acceptance of the West of England Local Enterprise Partnership Grant for the Open programmable City Region initiative. This will be reflected in the Capital Programme on receipt of the signed grant letter.

5.5. The Department for Education has allocated an additional SEND grant of £0.6m which has been added to the Schools Programme to increase school capacity and to make it easier for children with special educational needs and disabilities to access good school places.

6. Debt Management

6.1. As at 31/08/2018, there was £21.0m outstanding sundry debt owed to Bristol City Council that has been outstanding for longer three months (not including Housing Rent, Council Tax or Business Rates). This is a £2.6m increase from the previous month's level. The increase is largely due to an invoice to Bristol CCG for £2m for Funded Nursing Care and there is £0.54m of waste collection charges outstanding for individuals.

7. Reserves

Overall Revenue Reserves Position

7.1. The opening revenue reserves are £104.4m, made up of £84.4m earmarked reserves and £20m general reserves. Current planned drawdowns of earmarked reserves are £27.9m and assuming no further mitigations can be achieved the current forecast overspend would reduce our reserves at year end by a further £1.0m.

7.2. Any unmitigated overspend at the end of the year would be reduce the general reserves balance

as all ear-marked reserves are held for a specific purpose.

Table 4: Summary of movement in revenue reserves

	Opening balance	Forecast Net Drawdown	Unmitigated Overspend	Closing Balance
Earmarked Reserves	(84.420)	27.934	-	**(56.486)**
General Reserves	(20.000)	-	0.951	**(19.049)**
	(104.420)	**27.934**	**0.951**	**(75.535)**

Earmarked Reserves

7.3. Opening earmarked reserves at 1st April 2018, were £84.4m in setting the budget for 2018/19 there was a budgeted net drawdown from reserves of £12.4m, made up of a £7.5m contribution from MRP clawback and a drawdowns of £19.9m, giving an expected year end balance of £72.0m

7.4. The current forecast contributions are in line with the budgeted £7.5m. Drawdowns from earmarked reserves are slightly higher than budgeted. This is expected as at the end of 2017/18 additional contributions to reserves were made where income was received in advance or planned expenditure was delayed until this financial year.

7.5. Following the decision regarding Arena Island a forecast of £12m has been included as a drawdown from capital investment reserve against the necessary revenue reversion related to the aborted project.

Table 5: Summary of Forecast year end position

	Opening balance	Forecast Net Drawdown	Closing Balance
Capital Investment	(22.479)	21.153	(1.326)
Risk Management	(18.239)	(1.705)	(19.944)
Ring-Fenced	(14.642)	2.033	(12.609)
Financing/Technical	(13.600)	3.571	(10.029)
Service Specific	(15.460)	2.883	(12.577)
	(84.420)	**27.934**	**(56.486)**

Appendix A1
Bristol City Council - Adults, Children and Education
2018/19 – Budget Monitor Report

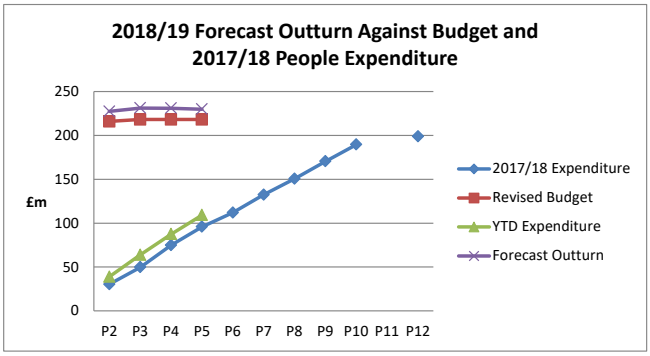
P5

a: 2018/19 Summary Headlines

Revised Budget	Forecast Outturn	Outturn Variance
P4 £219.5m	P3 £231.1m	P3 £11.7m
P5 **£ 218.2m**	**£229.9m**	**£11.7m**

b: Budget Monitor

1. Overall Position and Movement

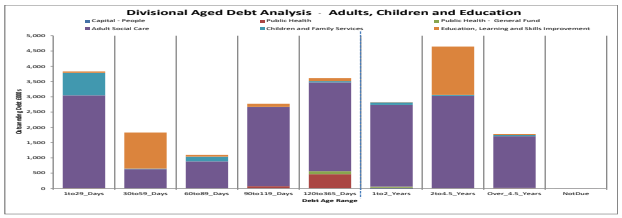


Forecast Outturn Variance 2018/19											
£000											
Revised budget	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
£218.2m	11.4	13.0	11.7	11.7							
	▲	▲	▼	▼							

2. Revenue Position by Division

Revenue Position by Division	2018/19 - Full Year			
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance
	£000s			
Adult Social Care	130.6	138.6	149.6	11.0
Children and Family Services	60.3	60.3	60.2	(0.1)
Education, Learning and Skills Improvement	12.6	17.1	18.2	1.1
Public Health - General Fund	2.0	2.2	1.8	(0.4)
Total	205.5	218.2	229.9	11.7

3. Aged Debt Analysis



Overall position in Education

The General Fund position for Education is showing a forecast overspend of £1.1m. The main pressures arise from not yet allocating £0.8m of savings from the loss of the 2017/18 Education Services Grant, Home School Transport pressures arising from costs, demand and a larger than usual number of school days this financial year, a shortfall on the surplus to be generated by Trading with Schools and higher team costs due to the need to engage agency staff. All of this is partly offset vacancies in Early Years and Employment and Skills and lower pension commitments due to having slightly fewer beneficiaries.

Table: Education and Skills Service budget components, forecast at Period 5 2018/19

Service	Component	Revised budget 2018-19	Forecast 2018-19	Variance
Early Years Learning	Children's Centres (net)	3,071	3,071	
Early Years Learning	Other GF Early Years	747	641	-106
School Partnerships	School Improvement	123	127	4
School Partnerships	Education Welfare	335	335	
Education Management	School Pensions	4,471	4,258	-213
Education Management	Team costs	610	742	132
Education Management	Grant contributions	-1,067	-1,067	
Education Management	Unallocated savings from ESG	-786		786
Education Management	Overheads charged to TWS / DSG	-1,011	-983	28
Additional Learning Needs	Home to School Transport	4,749	5,077	328
Additional Learning Needs	SEND support	1,687	1,700	13
Employment, Learning & Skills	Team costs	642	605	-37
Trading with Schools	Service cost	-573	-395	178
Schools PFI	Contribution to DSG	4,100	4,100	
TOTAL		**17,099**	**18,210**	**1,111**

Education (continued)

The table above provides more detail than previously about the components of the Education budget better to illustrate the scope for delivering the budget for 2018/19, which included £0.8m loss of funding from the 2017/18 Education Services Grant ceasing. This is separate to the deferred loss of another £0.8m Education Services Grant from earlier years, which the Medium Term Financial Forecast expects to be delivered in 2019/20.

The Education Review has been assessing how the authority's statutory responsibilities and aspirations can square with the available resources. In the context of the service also having acute financial difficulties in containing the High Needs Budget within approvals, progress has been limited. Indeed, the service is reporting resource pressures in managing the Education Health and Care plan process, which is being addressed through the use of one-off reserves.

The service budget of £17.1m includes £4.1m contribution to the DSG, £4.5m as an obligation to meet historic commitments on early retirement costs in schools, £3.1m on Children's Centres, which have recently undergone a major restructuring and £4.8m for Home-School Transport, which has been the subject of a major review in recent years. This leaves £0.6m.

The remainder of £0.6m from the net service expenditure budgets is supplemented by £1.1m of grant contributions ((£0.9m from the DSG for statutory and regulatory responsibilities and £0.2m for School Improvement Grant), £0.6m for a surplus target on Trading with Schools, £1m as a technical (contra) entry for central recharges that are levied on the DSG and TWS and £0.8m savings target for the loss of the Education Services Grant in 2018/19. So, the gross expenditure on the other items is £4.1m.

That £4.1m is spent on statutory assessment related SEND activities of £1.7m, £0.6m on Employment and Skills, £0.6m on Early Years staffing and contracts, £0.3m on Education Welfare, £0.1m on School Improvement and £0.7m on a range of other posts associated with delivering an education service.

At a time when SEND managers are seeking additional resources beyond the £1.7m available, the scope for identifying how £1.6m savings can be taken from the Education GF budget and still operate at the statutory minimum is limited. To date, a plan for the future configuration of the Education service has not emerged. Until it does, the financial position for 2018/19 and 2019/20 will remain a pressure for the Authority.

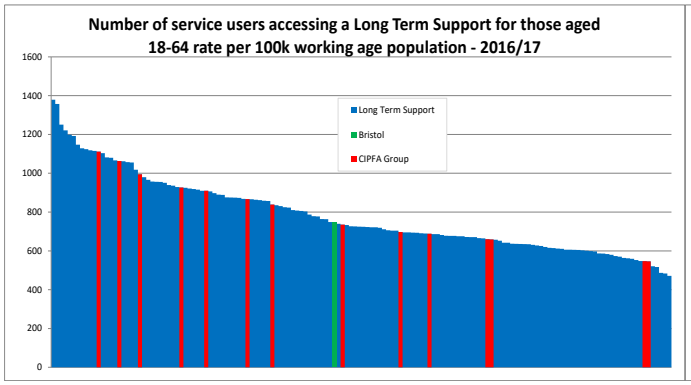
Adult Social Care

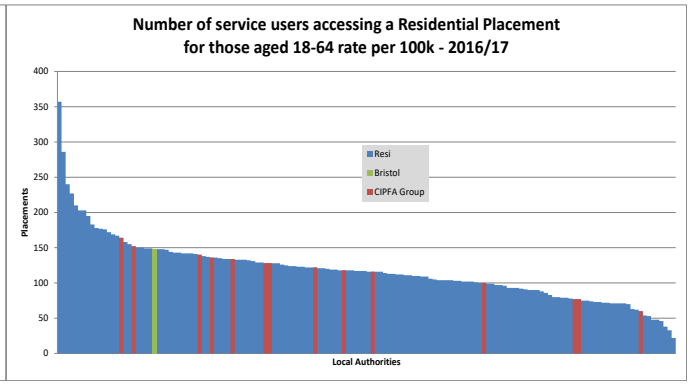
At Period 5 (August 2018) the forecast adverse variance of £11m on the current net revenue budget of £150m, this is an increase of £362k on the forecast at Period 4.

The main reasons for the forecast adverse variance is as follows:

- Older People
  - Adverse variance of £9.9m where there are ongoing pressures from both demand and cost of care. The Better Lives Porgramme has successfully implemented demand interventions that has seen the reduction in placements for both residential and nursing and an increase in the homecare with new placements in care home capped at the Bristol Rate, which has held gross expenditure at the same level as the 2017/18 outturn.
  - The placement rates in a residential and nursing setting and therefore the impact on cost have been and continue to be affected by a challenged local acute health system. Bristol continues to have a very poor rate of Delayed Transfers of Care (DTOC) attributable to Adult Social Care, ranked 142nd in the country. Performance improvement has been mandated by the Department of Health and NHS England to that end a new approach is being developed to improve discharge flow and at the same time maximise the where possible a discharge from hospital followed by period of reablement can mean an individual can go home. It is hope that this work will improve DTOC performance across the winter and not cause cost pressures on the already overspent social care budgets.
- Working Age Adults
  - Adverse variance of £10.2m, where there is continued use of high cost residential placements where there is a lack of accommodation based support i.e. where a service user can have their own tenancy. Included in the forecast variance is £1.3m of lost income where the BNSSG CCG have implemented revised methodology associated with health share of fundng for individuals elegible for s117. These change were introduced as a result of severe financial challenges faced by the CCG, eventually the change may be cost neutral from a BCC point of view once reviews are completed and servicea are commissioned in the short term there is a direct financial impact.
  - The next phase of the Better Lives Programme will directly address the demand and cost pressures arising from Working Age Adults. In broad terms Bristol supports a similar number of individuals in long term support to the average of like councils but places considerably more in higher cost residential setting. The graphs below set out this positon (based on NHSe datasets). The plan is to increase the amount of accommodation based support to provide a viable alternative to a residential placement and maximise the service users independence.

Adult Social Care (continued)





- Whilst some these change will take longer to deliver in the short term a range of changes will be implemented to contain costs that include, introduce a price cap on residential placements, work collaboratively with neighbouring authorities to control the market, review all high cost packages and seek to either renegotiate price or provide alternative support, encourage greater use of Personal Budgets and encourage greater use of Personal Assistants

- Preparing for Adulthood – forecast adverse variance of £3m on a budget of £5.8m, this budget covers transitions from Children's social care.
  - One of the key pressures is that we support 20 service users in a residential placements at an average cost fo £3,630 per week
  - The key outcomes of the diagnostic work completed on this area include improvements in the interface between children's and adults, working with service users at a much earlier age, developing and managing the market and expanding the use of assistive technology.
- Service User Contributions & Other Income – forecast positive variance of £4.2m
  - Service user income is expected to be £1.8m higher than budget relecting the higher costs in long term older people placements and s117 income from the CCG is expected to be £2.4m higher than budget. Though the income would have been an additional £1.3m if the method of funding applied in prior years had been applied
- Staffing and other costs/funding – forecast positive variance of £8m
  - This comprises use of the balance of iBCF after programme costs of £3.3m, forecast savings to be delivered by the Better Lives programme of £2.7m and underspend on staffing and other costs of £2m

Children and Family Services

The Children and Families position is reported as a small underspend. This is an improvement of -£0.1m on the Period 4 position. The broadly balanced position arises because there are vacancies across the service with pressures in the placements budgets. The table below sets out a more detailed position on the placements detail. Previous forecasts on the placements position anticipated reductions in placements in future months of £0.3m. During Period 5 3 expensive placements have ceased which account for all but £70k of the future placement reductions which would be necessary to deliver the forecast position.

The Strengthening Families programme is still at an early stage and much of the service improvement work is still to happen, but the budget position is on track for this financial year.

Analysis of Children's Social Care budget forecast P5 2018/19, split between placements and other services.

Name	AVERAGE Nos APR TO AUG 18	ANNUAL BUDGET 2018-19	ANNUAL FORECAST at P5 2018-19	FORECAST VARIATION Period 5	ACTUAL AVERAGE WEEKLY COST
Components of the Placements Matrix	**Nos**	**£000**	**£000**	£000	**£**
Inhouse Non-LAC	517	3,628	4,667	1,039	173
Inhouse Non-LAC - Post 18	2				
In house Fostercare - Looked after	394	6,091	6,090	-1	268
In house Fostercare - Post 18	44				
Independent Fostering Agencies - Looked After	158	7,072	6,483	-589	675
Independent Fostering Agencies - Post 18	26				
Inhouse Supported Accom - Looked after	5	85	200	115	128
Inhouse Supported Accom - Post 18	25				
Out of Authority	37	5,345	5,281	-64	2,715
Parent & Baby Unit	7	704	622	-82	1,758
Secure Unit	1	160	243	83	3,896
Childrens Residential Homes (FTE based on no. of nights occupied)	11	3,037	2,610	-428	4,592
ESA - Looked after	7	750	1,140	390	2,283
ESA- Post 18	2				
Adoption - Looked after	68	651	501	-151	131
Adoption - Post 18	6				
Total for PLACEMENTS	**1,310**	**27,523**	**27,836**	**313**	**409**
Total for Teams and other services		**32,770**	**32,404**	**-366**	
TOTAL Children and Families		**60,293**	**60,240**	**-53**	

c: Risks and Opportunities

4. Savings Delivery RAG Status

18/19 ACE Directorate Savings Target (£'000s):	16,462

18/19 Savings	This month: 18/19 - Total value of savings (£'000s)	This month: 18/19 - Value at risk (£'000s)	This month: Proportion at risk	Last month: 18/19 - Total value of savings (£'000s)	Last month: 18/19 - Value at risk (£'000s)	Last month: Proportion at risk
No - savings are at risk	6,943	6,943	100%	6,943	6,943	100%
Yes - savings are safe	8,298	0	0%	8,298	0	0%
SAVING CLOSED - CONFIRMED AS 'SECURED & DELIVERED'	1,221	0	0%	1,221	0	0%
NO RAG PROVIDED	0	0	n/a	0	0	n/a
WRITTEN OFF	0	0	n/a	0	0	n/a
Grand Total	**16,462**	**6,943**	**42%**	16,462	6,943	42%
n/a - represents one off savings or mitigations in previous year	-4,942	0	0%	-4,942	0	0%
n/a	0	0	n/a	0	0	n/a
Grand Total	**11,520**	**6,943**	**60%**	11,520	6,943	60%

Top 5 largest savings at risk in 18/19 (ordered by size of		
ID	Name of Proposal	Value at Risk in 18/19 (£'000)
FP33	Introduce Better Lives Programme (Improving outcomes for adults in Bristol)	6221
FP05	Reduced education services grant	497
FP18-2	*17/18 rollover* More efficient home to school travel	225

Mitigated 17/18 savings that remain 'due' for delivery in 18/19 (£'000)	
Amount due from 17/18:	4942
Amount reported at risk:	TBC

5. Risks and Opportunities

Division	Description	Net Risk / Opportunity £000
Adults	CCG - Turnaround impact on BCF	3,000
Adults	Provider Market Failure leading to paying higher prices for care	1,000
Adults	Court of Appeal decision on treatment of Sleep ins as not being working time reversing a previous tribunal decision and HMRC guidance	150
Children	Opportunities or pressures associated with the occupancy levels of in-house children's homes, whether through new homes or existing.	125
Education	Possible demand and cost pressures in Home School Transport beyond those being reported	300
Education	Possible write-off of Children's Centre, Early Years or Childcare deficits or redundancy costs as a consequence of management of change processes or through an acceptance that deficits had got to a stage where it was infeasible for the school to be able to pay it off within a reasonable time-frame. Moroever, there may be some contributory elements of individual schools' deficits which were beyond their control which the LA might wish to acknowledge.	900
Education	Write-off of deficits at two academising schools: Badocks Wood and Ashton Park.	1,080
Education	Possible write-off of other school deficits eg if DfE direct the school to become a sponsored Academy or in circumstances where it was infeasbile for the school to be able to pay it off within a reasonable time-frame.	500
Total		**7,055**

d: Key Activity Data

- See sections for Adults Social Care and Children and Families

e: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£32.9m	**£30.8m**	**£7.0m**	**£27.8m**	**(£3.0m)**
		23% of budget	90% of budget	

	Gross expenditure by Programme	Current Year (FY2018)				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
		£000s				%	
Adults, Children and Education							
PE01	School Organisation/ Children's Services Capital Programme	22,871	6,477	21,490	**(1,381)**	*28%*	*94%*
PE02	Schools Organisation/ SEN Investment Programme	0	0	0	**0**		
PE03	Schools Devolved Capital Programme	2,000	0	2,000	**(0)**	*0%*	*100%*
PE04	Non Schools Capital Programme	995	96	995	**0**	*10%*	*100%*
PE05	Children & Families - Aids and Adaptations	583	43	330	**(253)**	*7%*	*57%*
PE06	Adult & Children's Social Care Services	1,300	0	800	**(500)**	*0%*	*62%*
PE07	Extra care Housing	1,624	31	622	**(1,002)**	*2%*	*38%*
PE08	Care Management/Care Services	231	80	380	**149**	*35%*	*165%*
PE09	Strengthening Families Programme	1,217	292	1,217	**0**	*24%*	*100%*
Total Adults, Children and Education		**30,821**	**7,019**	**27,835**	**(2,986)**	***23%***	***90%***

Key Messages

PE06 & PE07, there is slippage on the delivery of the extra care housing schemes, where planned spend is due to be incurred toward the end of the financial year and continue into 2019/20. On that basis the budget profile will be adjusted to reflect current and forecast expenditure plans.

Appendix A2
Bristol City Council - Resources
2018/19 – Budget Monitor Report

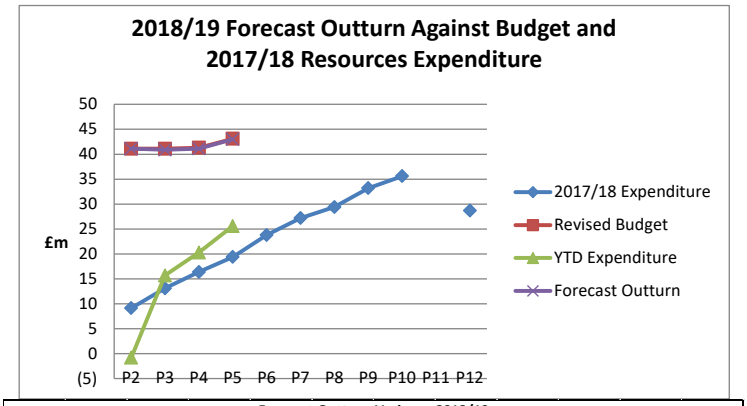
P5

a: 2018/19 Summary Headlines

Revised Budget	Forecast Outturn	Outturn Variance
P4 £41.3m	P4 £41.1m	P4 (£0.2m)
P5 **£43.1m**	**£43.0m**	**(£0.1m)**

b: Budget Monitor

1. Overall Position and Movement

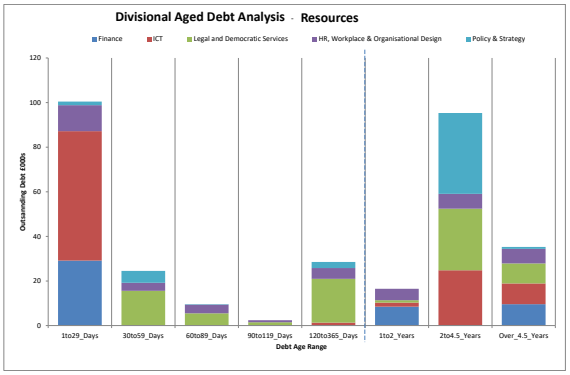


Forecast Outturn Variance 2018/19											
£000											
Revised budget	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
£43.1m	0.0	(0.1)	(0.2)	(0.1)							
	▲	▼	▼	▲							

2. Revenue Position by Division

Revenue Position by Division	2018/19 - Full Year			
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance
	£000s			
ICT	12.5	12.8	12.8	(0.0)
Legal and Democratic Services	6.2	6.4	6.6	0.2
Finance	8.9	10.5	10.5	(0.0)
HR, Workplace & Organisational Design	10.7	10.8	10.6	(0.2)
Policy & Strategy	2.5	2.6	2.5	(0.1)
Total	40.8	43.1	43.0	(0.1)

3. Aged Debt Analysis



Key Messages

- The Directorate forecast underspend has reduced to £0.1m and reflects the decision to forecast locums required in Legal Services for the whole year which has been partly offset by further forecast savings spread across the Directorate. Expenditure is constantly reviewed across the Directorate to mitigate it's own pressures.
- Cross Directorate savings BE6, BE7 and IN24 are highlighted at risk in section 4 for information but these targets are held centrally and not in Resources

c: Risks and Opportunities

4. Savings Delivery RAG Status

18/19 Resources Directorate Savings Target (£'000s): 13,729

18/19 Savings	This month: 18/19 - Total value of savings (£'000s)	This month: 18/19 - Value at risk (£'000s)	This month: Proportion at risk	Last month: 18/19 - Total value of savings (£'000s)	Last month: 18/19 - Value at risk (£'000s)	Last month: Proportion at risk
No - savings are at risk	3,156	1,858	59%	*5,009*	*3,043*	*61%*
Yes - savings are safe	9,201	0	0%	*7,498*	*0*	*0%*
SAVING CLOSED - CONFIRMED AS 'SECURED & DELIVERED'	1,213	0	0%	*1,213*	*0*	*0%*
NO RAG PROVIDED	0	0	n/a	*0*	*0*	*n/a*
WRITTEN OFF	158	0	0%	*158*	*0*	*0%*
Grand Total	**13,729**	**1,858**	**14%**	*13,879*	*3,043*	*22%*
n/a - represents one off savings or mitigations in previous year	-1,218	0	0%	*-1,218*	*0*	*0%*
n/a	0	0	n/a	*0*	*0*	*n/a*
Grand Total	**12,511**	**1,858**	**15%**	*12,661*	*3,043*	*24%*

Top 5 largest savings at risk in 18/19 (ordered by size of

ID	Name of Proposal	Value at Risk in 18/19 (£'000)
BE7	Organisational redesign including the council's senior management structures	737
IN24	Review budgets for fees and charges	500
FP14 - 1	*17/18 rollover* In-house enforcement	347
FP34-B	Subset of "Better use of developer contributions for infrastructure improvements" (One off element)	100
BE23-B	*17/18 Rollover* Registrar's Office -improvements	100

Mitigated 17/18 savings that remain 'due' for delivery in 18/19 (£'000)

Amount due from 17/18:	662
Amount reported at risk:	TBC

5. Revenue Risks and Opportunities

Division	Risk or Opportunity	Description	Risk /Opportunity £	Likelihood (%age)	Net Risk /Opportunity
Legal & Democratic Services	Risk	Shortfall in Registrars savings target BE23B for improvements	74,648	80%	59,718
Legal & Democratic Services	Risk	Estimated shortfall on Land charge income based on Trend analysis and current income	371,374	90%	334,237
Legal & Democratic Services	Risk	The Coroners transport contract is out to tender and there is a risk the contract may come in higher than forecast (six month impact)	28,500	80%	22,800
Legal & Democratic Services	Opportunity	Savings within Members Allowances	(11,518)	80%	(9,214)
Legal & Democratic Services	Opportunity	Expected saving in Electoral Registration Printing Budget	(56,000)	80%	(44,800)
Legal & Democratic Services	Opportunity	Option to reduce in-year transfer to Election reserve (current forecast £502k) and/or draw down from Legal reserve	(348,200)	100%	(348,200)
Policy & Strategy	Risk	Potential pressure within the forecast for Bristol Design re internal income currently under review for central funding	174,000	50%	87,000
Policy & Strategy	Opportunity	Mitigate above pressure from current income review or Policy Iniatives reserve	(174,000)	50%	(87,000)
			Total Risk/-Opportunity		**14,541**

d: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£3.5m	**£8.8m**	**£0.7m**	**£6.8m**	**(£1.9m)**
		8% of budget	78% of budget	

Gross expenditure by Programme		Current Year (FY2018)				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
		£000s				%	
Resources							
RE01	ICT Refresh Programme	2,587	0	1,337	**(1,250)**	*0%*	*52%*
RE02	ICT Development - HR/Finance	1,700	219	1,362	**(338)**	*13%*	*80%*
RE03	ICT Strategy Development	3,067	109	2,986	**(81)**	*4%*	*97%*
RE04	Bristol Workplace Programme	756	292	493	**(263)**	*39%*	*65%*
RE05	Mobile Working for Social Care (Adults & Childrens)	665	45	665	**0**	*7%*	*100%*
Total Resources		**8,775**	**665**	**6,843**	**(1,932)**	***8%***	***78%***

Key Messages

The Capital budget for the Refresh Programme is in place for the replacement of all end-user assets within the lifespan of those assets. Refresh was paused as the Future State Assessment Programme of Work developed the new approach to the end-user computing environments and this work continues. As soon as the hardware procurement is successful and ICT are in a position to roll-out new equipment (following development and testing of Windows 10, Office 365 etc) the roll-out will commence and budgets will be spent, albeit split over several years. The overall spend on asset replacement will remain fixed as all assets (to c6,000 staff) will be replaced however due to the above forecast expenditure for 18/19 has been re-profiled to £1.3m and will be under constant review.

Appendix A3
Bristol City Council - Communities
2018/19 – Budget Monitor Report

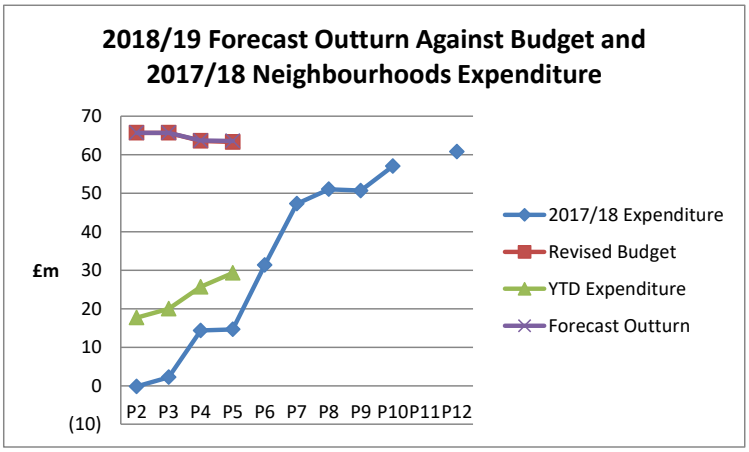
P5

a: 2018/19 Summary Headlines

Revised Budget	Forecast Outturn	Outturn Variance
P4 £63.6m	P4 £63.7m	P4 £0.1m
P5 **£63.3m**	**£63.6m**	**£0.4m**

b: Budget Monitor

1. Overall Position and Movement

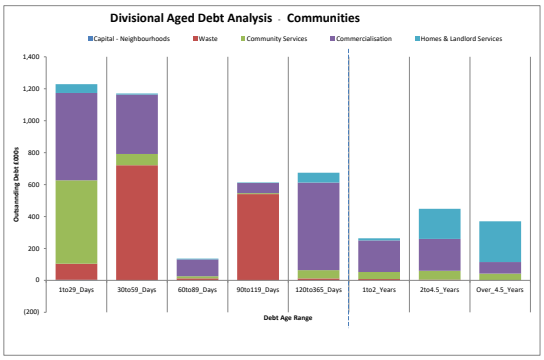


Forecast Outturn Variance 2018/19											
£000											
Revised budget	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
£63.3m	0.1	0.1	0.1	0.4							
	▲	▲	▲	▲							

2. Revenue Position by Division

Revenue Position by Division	2018/19 - Full Year			
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance
	£000s			
Waste	29.0	29.0	29.0	0.0
Homes & Landlord Services	11.4	11.4	11.4	0.0
Commercialisation	10.4	13.8	14.1	0.4
Community Services	12.6	9.1	9.1	0.0
Capital - Neighbourhoods	0.0	0.0	0.0	0.0
Total	63.5	63.3	63.6	0.4

3. Aged Debt Analysis



Key Messages

- The small reduction in full year budget of £0.3m from period 4 is due to the realignment of budget from Fleet within Facilities Management relating to capital charges.
- Communities is forecasting an overspend of £0.4m, which is mainly attributable to Facilities Management within Commercialisation.
- This represents an increase in overspend of £0.3m since period 4 and is due largely to spend reductions delivered in 17/18 by Facilities Management which cannot be repeated in 18/19. This has previously been highlighted as a risk within the Risks and Opps schedule.
- Aged debt has decreased by £0.6m from Period 4. This is mainly attributable to a reduction in debt within Facilities Management.
- Debt>1yr has decreased by £0.1m. 42% relates to Homes and Landlord Services of which the majority is provided against (as bad debt).
- Risks and Opps are showing a negligible net risk. The net risk has reduced from £0.5m reported at period 4 predominantly due to risks on the Risks and Opps now being included in the forecast.

Service	Aged Debt > 1yr £k
Homes & Landlord Services	457
Facilities Management	261
Energy	117
Parks and Green Spaces	63
Bristol Operations Centre	66
Regulatory Services	33
Library Services	28
Neighbourhood Management	29
Customer Service Operations	15
Waste	14
Total	**1,082**

c: Risks and Opportunities

4. Savings Delivery RAG Status

18/19 Communities Directorate Savings Target (£'000s):	5,261

	This month			Last month		
18/19 Savings	18/19 - Total value of savings (£'000s)	18/19 - Value at risk (£'000s)	Proportion at risk	18/19 - Total value of savings (£'000s)	18/19 - Value at risk (£'000s)	Proportion at risk

Top 5 largest savings at risk in 18/19 (ordered by size of		
ID	Name of Proposal	Value at Risk in 18/19 (£'000)

5. Revenue Risks and Opportunities

Division	Risk or Opportunity	Description	Net Risk /(Opportunity) £k
Housing	Risk	Risk of overspend on Temporary Accommodation if (1) trend over recent months in rising number of homeless placements continues or if there is another reason for increased pressures (such as a bad winter) plus if (2) changes resulting in lower rates of Housing Benefit recoveries as there have been various swings in amount recovered year to date	50,000
Various	Risk	This relates to 3rd party payments budget saving of £225k	64,000
Communities	Opportunity	Opportunity to recharge cost of works on water troughs at allotments (£97k) and footpaths (£150k) to capital, currently in forecasts (cost already in ABW forecasts)	(247,000)
Commercialisation	Risk	Risk of overspend due to delay in processing Replicate and Warm Up grants which could lead to potential loss of funding, whilst costs are still being incurred.	75,000
Commercialisation	Opportunity	Opportunity due to new European funding (ELENA 2). This could be used to mitigate the above risk if the funding is not secured, with staff being transferred across from Replicate and Warm up bristol programmes.	(75,000)
Commercialisation	Opportunity	Opportunity due to release of funds from DECC (as formerly known) to spend on current energy initiatives	(59,000)
Commercialisation	Risk	Risk of savings not achieved within Facilities Management as work still required to align budgets with actual spending and income. Until this is done, it is unclear how savings will be achieved and where true pressures are. Work is underway to identify savings that could be achieved from activities currently occuring or planned.	500,000
Commercialisation	Opportunity	Opportunity to mitigate with underspend on capital financing costs	(695,000)
Commercialisation	Risk	Risk of overspend due to unexpected costs of cleaning fuel tanks & work on ramps	75,000
Commercialisation	Risk	Risk of overspend due to delay in Fleet procurement and associated savings.	340,000
Communities	Risk	Risk of pressure on Bristol Operations Centre income	112,500
Communities	Opportunity	Opportunity from one-off underspends in Customer Service Centres	(112,500)
Total	Risk		28,000

d: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£8.6m	£27.8m	£2.2m	£17.4m	(£10.4m)
		8% of budget	63% of budget	

Gross expenditure by Programme		Current Year (FY2018)				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
		£000s				%	
Communities							
NH01	Libraries for the Future	429	12	160	(269)	3%	37%
NH02	Investment in parks and green spaces	2,433	207	1,768	(666)	9%	73%
NH03	Cemeteries & Crematoria	500	0	100	(400)	0%	20%
NH04	Third Household Waste Recycling and Re-use Centre	200	0	50	(150)	0%	25%
NH05	Sports provision	300	0	200	(100)	0%	67%
NH06	Bristol Operations Centre	4,323	410	2,173	(2,150)	9%	50%
NH07	Housing Solutions	3,232	484	3,240	9	15%	100%
NH08	Omni Channel Contact Centre (ICT System development).	455	190	255	(200)	42%	56%
PL18	Energy services - Renewable energy investment scheme	4,086	323	3,646	(439)	8%	89%
PL19	Energy Services - workstream 2	3,000	0	0	(3,000)	0%	0%
PL21	Strategic Property - Essential H&S	4,450	361	3,315	(1,135)	8%	75%
PL27	Strategic Property - vehicle replacement	3,640	204	2,132	(1,508)	6%	59%
PL35	Harbourside operational infrastructure	600	0	300	(300)	0%	50%
PL36	Investment in Markets infrastructure & buildings	200	0	100	(100)	0%	50%
Total Communities		**27,848**	**2,192**	**17,440**	**(10,408)**	**8%**	**63%**

Key Messages

- The majority of the underspend variances within Communities are due to slippage against programmes. These underspends are expected to be reprofiled across 19/20. The increased underspend variances sine P4 total £7m and are mainly due to:
- NH01 underspend variance of £269k - due to awaiting cabinet decision in October 2018, after which spending priorities will be re-aligned
- NH02 underspend variance of £666k - due to slippage. Included are works put on hold pending cabinet review.
- NH06 underspend variance of £2.2m - due mainly to slippage on CCTV (£1.5m) and Smart City (£0.5m).
- NH08 underspend variance of £200k - due to delay in initial capital project, which has had knock on delays on subsequent dependent projects.
- PL21 underspend variances of £1.1m – mainly due to projects now cancelled and spend no longer going ahead. The remainder of projects have been forecast to budget until tenders have been returned or investigative work carried out, after which spend for the year will be better known and reflected in the forecasts.
- PL19, PL35 and PL36, total underspend variance of £3.4m forecast since work has not yet commenced on these capital projects due to them still being pending approval.

Appendix A4
Bristol City Council – Growth & Regeneration
2018/19 – Budget Monitor Report

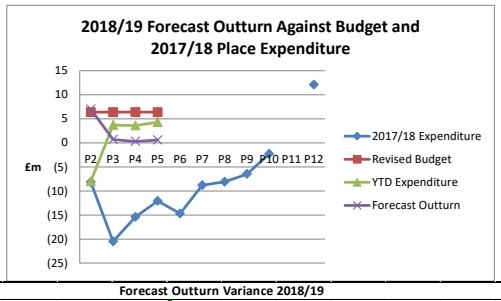
P5

a: 2018/19 Summary Headlines

Revised Budget	Forecast Outturn	Outturn Variance
P4 £6.4m	P4 £6.7m	P4 £0.3m
P5 **£6.4m**	**£7.0m**	**£0.6m**

b: Budget Monitor

1. Overall Position and Movement

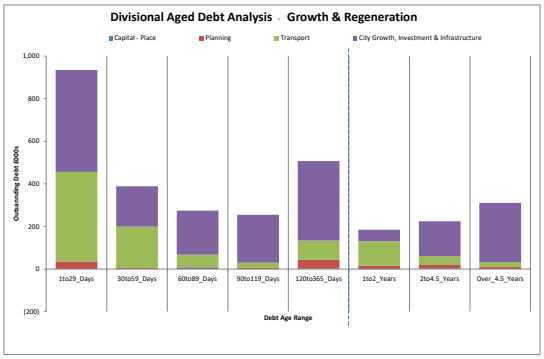


Forecast Outturn Variance 2018/19											
£000											
Revised budget £6.4m	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
	0.3	0.7	0.3	0.6							
	▲	▲	▼	▲							

2. Revenue Position by Division

Revenue Position by Division	2018/19 - Full Year			
	Approved Budget	Revised Budget	Forecast Outturn	Outturn Variance
	£000s			
Planning	0.8	0.7	0.7	(0.0)
Transport	5.7	5.6	5.4	(0.2)
City Growth, Investment & Infrastructure	(0.9)	0.1	0.8	0.8
Total	5.5	6.4	7.0	0.6

3. Aged Debt Analysis



Key Messages: Forecast overspend £0.6m

Planning – On budget. In-year salary savings offset by use of consultants / increased Record Management charges.

Transport – £0.2m underspend forecast as a result of one-off in-year salary savings. Income shortfalls in Trenchard St & WestEnd parking income and a pressure arising from a new Street Lighting energy contract have been offset by higher than budgeted level of bus lane enforcement income. The forecast also includes delays and mitigations in implementing measures to deliver savings & 2018/19 Full Council budget amendments eg: increase fees income for skips & scaffolding charges (£90k) and introducing Sunday parking charges (£50k).

City Growth, Investment & Infrastructure – £0.8m overspend forecast is mainly due to a shortfall in the delivery of Property savings in particular corporate asset disposals. Some mitigations have been identified, please see Risk & Opps schedules in the next section. £0.2m additional consultants costs now forecast have increased the divisional overspend pending confirmation of funding sources.

c: Risks and Opportunities

4. Savings Delivery RAG Status

18/19 G&R Directorate Savings Target (£'000s):	6,091

	This month			Last month		
18/19 Savings	18/19 - Total value of savings (£'000s)	18/19 - Value at risk (£'000s)	Proportion at risk	18/19 - Total value of savings (£'000s)	18/19 - Value at risk (£'000s)	Proportion at risk
No - savings are at risk	3,210	390	12%	*3,160*	*308*	*10%*
Yes - savings are safe	2,273	0	0%	*2,173*	*0*	*0%*
SAVING CLOSED - CONFIRMED AS 'SECURED & DELIVERED'	607	0	0%	*607*	*0*	*0%*
NO RAG PROVIDED	0	0	n/a	*0*	*0*	*n/a*
WRITTEN OFF	0	0	n/a	*0*	*0*	*n/a*
Grand Total	**6,091**	**390**	**6%**	*5,941*	*308*	*5%*
n/a - represents one off savings or n/a	-2,220	0	0%	*-2,220*	*0*	*0%*
	0	0	n/a	*0*	*0*	*n/a*
Grand Total	**3,871**	**390**	**10%**	*3,721*	*308*	*8%*

Top 5 largest savings at risk in 18/19 (ordered by size of saving at		
ID	Name of Proposal	Value at Risk in 18/19 (£'000)
NEW2	*17/18 Rollover* - Review our approach to managing and optimising the value of public sector land and buildings	240
NEW3	Generate additional income from our historic assets	150

Mitigated 17/18 savings that remain 'due' for delivery in 18/19	
Amount due from 17/18:	1675
Amount reported at risk:	TBC

Key Messages

Main savings delivery risks remain in:

Culture: additional income for under-performing historic building assets

Property: the revenue savings in relation to corporate asset disposals

Transport: income for skips & scaffolding charges and introducing Sunday parking charges.

5. Revenue Risks and Opportunities

Division	Risk or opportunity	Description	Net Risk / Opportunity £
City Growth, Investment & Infrastructure	Opportunity	£499k Additional budget savings identified from Property disposals (Top 10 Disposals). Currently this is limited to identifiable budgets (£198k) however in some cases previous years costs exceed the budget level and may represent a better indicator of the saving achieved	(150,500)
City Growth, Investment & Infrastructure	Opportunity	£100k estimated capital reciept to offset revenue costs incurred in the disposal of property assets during 2018/19 FY (based on previous years). A new time record system is being introduced to achieve the requirements of the funding process	(95,000)
City Growth, Investment & Infrastructure	Opportunity	Potential savings in BYL premises budget - to be reviewed ahead of P6 by John Bos / Steve Matthews	(148,750)
City Growth, Investment & Infrastructure	Risk	Transfer of Historic Buildings will move under-performing business into division with insufficient budget. This pressure cannot be forecast as not all the relevant cost centres have yet been moved on ABW. Estimated income shortfall up to £250k in particular City Hall, with only £50k currently forecast in ABW for Old Council House	200,000
City Growth, Investment & Infrastructure	Opportunity	Costs of consultants eg: Asset Management Plan specialist / Economic Strategy (ARUP's) not forecast to be funded from Corporate reserves at this stage	(399,855)
Tranport	Opportunity	OPP: £400k One-off payment from WECA for Supported Bus Services Could be used to cover overspend on Supported Bus Services that have had to be supported whilst Metrobus is delayed ceased on 2nd Sept. 903 = 6k per month 506 = £20k per month At present M2 should start in September = 5 months So total = £30k+£100k = £130k	(97,500)
Tranport	Risk	Developing Street Works Permit Scheme, new legislation from DFT. D Vension to present report to TMT with firmer figures. £60k is current estimate	60,000
		Total	(631,605)

Key messages

RISK: Culture division has agreed to take on responsibilities for five under-performing Historic building assets. Estimated income shortfall for 2018-19 is up to £250k. The issues are particularly at City Hall and registry office, due to the complications in implementation which requires leadership endorsement and change of operating culture at these locations. Furthermore Passenger Shed is within the Temple Quarter redevelopment zone and its future availability is tied to a Network Rail agreement that will take the venue offline adding further budget pressure.

OPPORTUNITIES: Some mitigations have been identified against the reported shortfall on property revenue savings delivery via assets disposal

d: Capital

Approved Budget	Revised *Budget*	*Expenditure to Date*	*Forecast Outturn*	*Outturn Variance*
£133.5m	**£120.7m**	**£16.5m**	**£80.7m**	**(£40.0m)**
		14% of budget	67% of budget	

Gross expenditure by Programme		Current Year (FY2018)				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure to date	Forecast
		£000s				%	
Growth & Regeneration							
	Property	2,857	220	2,033	**(824)**	*8%*	*71%*
	Planning	566	46	567	**1**	*8%*	*100%*
	City Growth, Investment and Infrastructure	61,698	3,481	20,211	**(41,487)**	*6%*	*33%*
	Transport	39,600	11,624	43,391	**3,791**	*29%*	*110%*
	Housing Delivery	15,968	1,156	14,455	**(1,513)**	*7%*	*91%*
Total Growth & Regeneration		**120,688**	**16,526**	**80,656**	**(40,032)**	***14%***	***67%***

Key Messages

- The forecast slippage in the economy capital programme represents the on-going delays in the Bristol Arena and re-profiled Colston Hall works as recently reported to Cabinet.
- Metrobus is not forecast to require any extra funding & corrections to carry forwards and budget allocations are expected to remove the apparent overspend by P6.

Appendix A5
Bristol City Council - HRA
2018/19 – Budget Monitor Report

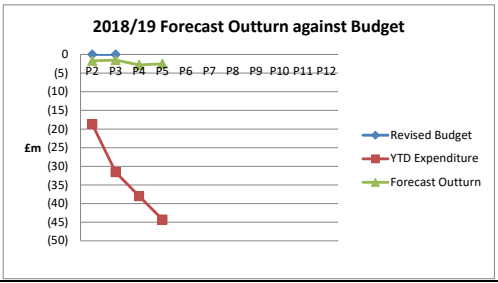
P5

a: 2018/19 Summary Headlines

	Revised Budget	Forecast Outturn	Outturn Variance
P4	£0m	(£2.8m)	(£2.8m)
P5	**£0m**	**(£2.5m)**	**(£2.5m)**

b: Budget Monitor

1. Overall Position and Movement

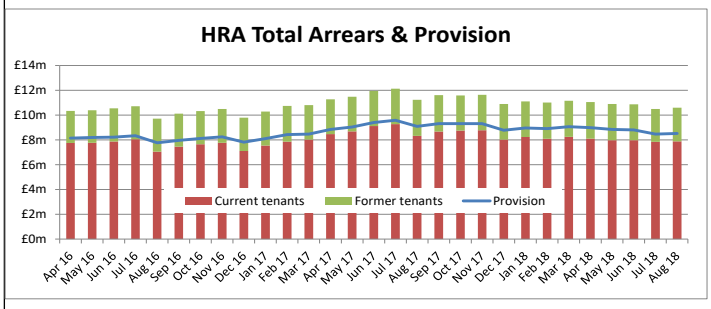


Forecast Outturn Variance 2018/19 £m											
Revised budget £0m	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
	(1.7)	(1.5)	(2.8)	(2.5)							
	▼	▼	▼	▲							

2. Revenue Position

Revenue position by category	2018/19 Revised Budget £m	Forecast Outturn @ P5 £m	Forecast Outturn @ P4 £m	Forecast Movement P4 to P5 £m
Income	-119.910	-119.672	-119.752	0.080
Repairs & Maintenance	32.092	30.595	30.457	0.138
Supervision & Management	27.408	26.891	26.812	0.079
Special Services (Rechargeable)	8.555	7.887	7.886	0.001
Rents, Rates, etc	1.874	1.864	1.865	-0.001
Capital Funded from Revenue, Interest and Depn	49.980	49.980	49.980	0.000
(Surplus)/Deficit on the HRA	**-0.001**	**-2.455**	**-2.752**	**0.297**

3. Debt Position



Arrears to the end of August remain at c£10.6m with a provision of £8.5m to account for any doubtful debt

4. Key Messages

Overall a forecast surplus of £2.5m forecast at P5 a decrease of £0.3m compared to P3, explanation of key variances is as follows:

- Repairs & Maintenance – Spend with our principle external response repair contractor is lower than expected due to poor performance (£1m). A performance improvement plan has been implemented aimed at increasing delivery, lower forecast spend on mechanical and electrical maintenance as a result of benefits of new contract being realised (£473k) offset by an increased forecast spend on stair lift repairs (£181k)
- Supervision and Management - There are a number of vacancies across the HRA that are proving difficult to fill, the current forecast reflects a similar level of vacancies to remain for the whole of year.
- Special Services – There are a number of rechargeable services including district heating and communal amenities that are forecasting an underspend at this point in the year. There is a review of service charges underway that may lead to a reduction in charges to tenants; once the review has been completed any adjustments to income will be made.

c: Risks and Opportunities

Risk	Key Causes	Key Consequence	Key Mitigations
Implementation of Universal Credit	Changes to rent policy and welfare benefit reform reducing income, Universal credit full service roll out from June and September 2018, to estimated 1500 tenants.	Estimated impact on rent arrears of between £32k to £200k	Universal Credit response plan including raising awareness of change for tenants, developing assessment of readiness and identification of tenants needing support to get ready or make transition. Income Collection Policy being reviewed to promote rent first approach which will reset rent payment culture for tenants, staff and partnership agencies. Joint cross service steering group for continuing development and delivery of corporate UC response action plan.
Impact of Grenfell enquiry outcomes	Additional works as a result of Grenfell enquiry outcomes, or the outcomes of independent fire safety checks on clad blocks; public /political pressure to install sprinklers.	Lack of ability to deliver planned services, requirement to cut spending plans / reduce services, impact on New Build programmes	Need to retain flexibility in capital programme to meet outcomes of Grenfell enquiry that does not result in disruption to the rest of the programme.
Repayment of Right to Buy Receipts	Lack of any forward plan to use RTB receipts	Loss of funding to support capital investment in new stock	Develop a forward programme to utilise RTB receipts thereby reducing the amount to be repaid. This responsibility is shared with the Housing Delivery Team as they are responsible for new build. There is a remaining requirement for the Strategic Director for Communities to be informed about spend and to support the planning of the spend.

d: Capital

Approved Budget	Revised Budget	Expenditure to Date	Forecast Outturn	Outturn Variance
£47.0m	£47.1m	£9.6m 15% of budget	£43.2m 74% of budget	(£3.9m)

	Gross expenditure by *Programme & Scheme * Programmes may cross division. The data below relates to the named division only	Current Year (2018)				Performance to budget	
		Budget	Expenditure to Date	Forecast	Variance	Expenditure	Forecast
		£000s				%	
13612	Capital - Professional Charges - Planned	752	0	752	**0**	*0%*	*100%*
13613	Capital - Professional Charges - SP&G	841	0	801	**(39)**	*0%*	*95%*
13614	Capital - Capitalised Works	3,754	601	3,663	**(91)**	*16%*	*98%*
13615	Capital - Disabled Adaptations	1,854	741	2,264	**410**	*40%*	*122%*
13616	Capital - Investment In Blocks - Planned	9,645	705	8,639	**(1,006)**	*7%*	*90%*
13618	Capital - Miscellaneous Schemes	236	23	206	**(30)**	*10%*	*87%*
13619	Capital - Neighbourhood Investment Projects	600	22	600	**0**	*4%*	*100%*
13620	Capital - New Build / Land Enabling Works	15,925	4,274	15,875	**(50)**	*27%*	*100%*
13621	Capital - Planned Programme	13,449	3,211	10,389	**(3,060)**	*24%*	*77%*
14595	Capital: New Housing Management System	0	0	0	**0**		
HRA1	**Housing Revenue Account (HRA)**	**47,056**	**9,577**	**43,190**	**(3,866)**	*20%*	*92%*

Key Messages:

- The service will be taking a more strategic approach going forward. Savills have been commissioned to give advice on the investment programme to enable a more detailed 5-year programme to be set up with consequent improvements on the procurement of the programme.
- Adaptations - demand lead area, there is a review of policy due to review this area
- Blocks -(£1m) forecast underspend due to: Communal Rewire budget £500K set asside for possible additional emergency lighting works as part of our contingency planning post Grenfell- not yet clear we will need to spend this. Also £1m repairs to cladding set asside, and most -£650K- may not be needed until next year after we know the results of the independent checks; also major works to blocks projects - some carried forward from last year due contractors and winter causing delays resulting in overspend offset by some delayed starts leading to less budget required this year. Delays due to lengthy approval / tendering difficults, lengthy approvals process, and staff issues.
- Planned Programme - (£3m) due to £1.2m underspend relating to Kitchen installs - change in contractor who will now only be providing a lower number before contract ends and new contractor takes over. There may be mobilasation issues. £0.9m due to underspends in heating partnership - now working through the 'hard to access' taking longer plus new contract is now at a lower price than envisaged when setting the budget. used so now forecast has been reduced
- Planned (£3m) due to £1.2m underspend relating to Kitchen installs - change in contractor who will now only be providing a lower number before contract ends and new contractor takes over. There may be mobilasation issues. £0.9m due to underspends in heating partnership - now working through the 'hard to access' taking longer plus new contract is now at a lower price than envisaged when setting the budget. used so now forecast has been reduced. The reduced delivery of the kitchens enables us to realise our investment review revised kitchens numbers earlier, and reduced need for replacement kitchens.

Will be update when housemark benchmark information is available.

Appendix A6
Bristol City Council - DSG
2018/19 – Budget Monitor Report

P5

SUMMARY HEADLINES

1. Overall Position and Movement

Revised Budget	Forecast Outturn	Outturn Variance	Transfer from reserves
P5 £0m	£0m	£0m	£0m

2. Revenue Position by Division

Summary DSG position 2018/19 Period 5 (All figures in £'000s)

	b/f	Funding 2018/19	Forecast 2018/19	In-year variance	Carry-forward 2018/19
Schools Block		253,423	253,423		
De-delegation	-357		302	302	-55
Schools Central Block		2,828	2,262	-566	-566
Early Years	-500	36,600	36,251	-349	-849
High Needs Block	1,873	53,723	54,345	622	2,495
Funding		-346,574	-346,574		
Total	**1,016**		**9**	**9**	1,025

NB, to be consistent with the figures reported to Schools Forum, this summary includes £165m for mainstream academies and £9m for High Needs recouped by the ESFA.

3. Latest Financial Position

- The overall DSG forecast position has improved by -£0.3m since Period 4. All the material changes have occurred within the High Needs Budget.
- The improved forecast relates to a recognition that more of the additional costs being reflected in Period 4 needed to be offset against the provision for new and changed cases already in the forecast.
- It must be stressed that the Early Years forecast underspend is tentative because 2/3rds of the expenditure on early years settings and 7/12ths of the DSG Early Years Block income is dependent on the participation levels recorded in the October 2018 and January 2019 pupil censuses, which have not yet taken place. The forecast is based on patterns in 2017/18, so these may not be replicated.
- The combined cumulative overspend of £1.0m would only be deliverable if the £0.8m underspend on Early Years and the unallocated £0.6m were transferred to High Needs. Stakeholder views on this will be necessary to identify how best to manage the overall financial position.

4. Risks and Opportunities

- Variations in pupil numbers in early years may confirm a projected underspend or it may reverse the position.
- Cost and demand pressures and opportunities within High Needs have materialised and there is little scope for taking action to reduce them in this financial year in the context of plans for setting the High Needs Budget at Full council in November 2018 .
- Further academisation could erode de-delegated funding for the authority
- There are 17 schools that ended the year with a deficit balance. These deficits have accumulated over a long period of time and for some schools represent a significant proportion of their annual school budget. Officers have been meeting with those schools to develop a plan whilst ensuring they are able to meet statutory responsibilities and, there is recognition that any repayment of deficit would be over much longer timescales than the 3 or so years that might normally be expected of schools. Two of the schools who have recently become academies had combined deficits of £1.1m which the LA will have to address this financial year.

5. Schools balances position as at 31st March 2018

Summary by sector

	Revenue b/f	Revenue Movement	Revenue c/f	Capital b/f	Capital Movement	Capital c/f
Nursery	1,275,668	268,223	1,543,891	-368,655	47,902	-320,754
Primary	-3,597,384	-2,134,305	-5,731,689	-2,391,537	356,519	-2,035,018
Secondary	-348,067	87,979	-260,088	26	-50,248	-50,222
Special	-1,205,707	523,890	-681,817	-1,057,171	-68,764	-1,125,935
PRU	-181,172	181,172	0	15,613	-15,613	0
Hospital	139,120	-136,031	3,090	-6,968	6,242	-726
CC	-410,464	684,267	273,803	-52,318	63,191	10,873
Central	79,737	-79,737	0	3,599	-3,599	0
Total	**-4,248,269**	**-604,541**	**-4,852,810**	**-3,857,411**	**335,630**	**-3,521,781**

Carry forward position REVENUE (Status 31.3.18)

	Deficit	Nil Balance	Surplus	Total
Nursery	7	0	5	**12**
Primary	5	0	52	**57**
Secondary	1	0	2	**3**
Special	1	0	6	**7**
PRU	0	0	0	**0**
Hospital	1	0	1	**2**
CC	2	0	4	**6**
Central	0	1	0	**1**
Total	**17**	**1**	**70**	**88**

Appendix A7
Bristol City Council – Public Health Grant
2018/19 – Budget Monitor Report

P5

a: 2018/19 Summary Headlines

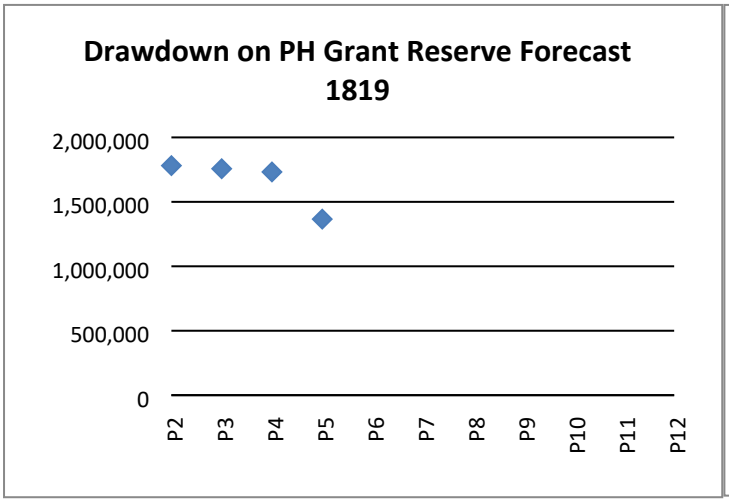
	Revised Budget	Forecast Outturn	Outturn Variance	Reserve Drawdown
P4	*£0m*	*£0m*	*£0m*	*£1.732m*
P5	**£0m**	**£0m**	**£0m**	**£1.366m**

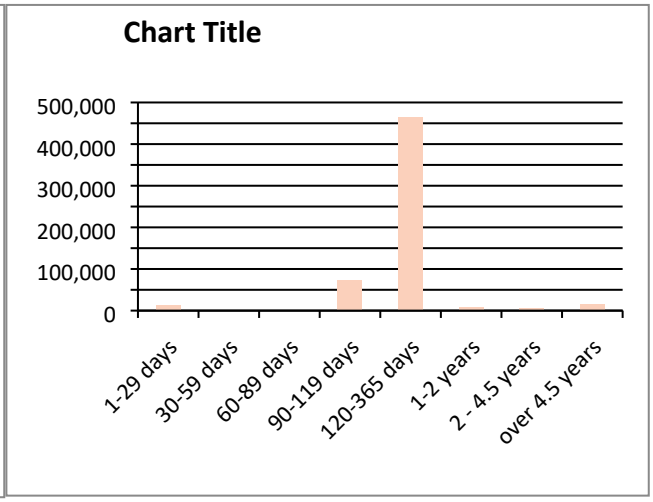
b: Budget Monitor

Key Messages

Overall a net nil variance to budget is forecast at P5 (with a draw down of £1.366m forecast from the grant reserve).

- In response to ongoing funding challenges (there has been a 2.6% / £0.9m reduction in 18/19's grant funding as allocated by Public Health England) Public Health are currently undertaking a restructure, with the aim that the new structure be in place by end of December 2018. Currently, the reduction in staffing costs as a result of the restructure are not accounted for in the budget monitor forecast (although this is now being worked on and it is expected that P6 will begin to reflect the changes).
- The forecast costs of likely redundancies are not currently reflected in the Public Health grant budget.
- The forecast drawdown from the Public Health grant reserve has reduced by £0.366m in P5 to £1.366m. The material changes are as follows
    - £200k salaries – recent staff resignations prior to restructure
    - £120k supplies and services – forecast reduction in primary care sexual health cost
    - £40k additional income – relating to grant and fee income
- There is a slight decrease in aged debt from £0.59m to £0.58m. However debt outstanding for 120 days to 1 year has increased by 100% to £0.465m of which all relates to the CCG in relation to sexual health services.





C: Risks and Opportunities

Division	Risk or Opportunity	Description	Net Risk / Opportunity
Public Health	Risk	Cost of redundancy will be charged to the Public Health grant reserves	£TBC