

APPENDIX A: Further essential background / detail on the proposal.

Bedminster Green Framework 05 March 2019 Cabinet

This Appendix A contains the following sections:

1. Proposed text changes to be made to Affordable Housing Practice Note (AHPN) 2018
2. Transport
3. Bedminster Green River Restoration and Flood Alleviation.
4. Bristol City Council Land Ownership
5. East Street
6. Employment and Skills
7. Sustainability

1. Proposed text changes to be made to Affordable Housing Practice Note (AHPN) 2018

Date: Extension of the AHPN period to March 2021 or the date of the adoption of the new Local Plan whichever is the earlier.

The below extracts from three sections of the AHPN, show the recommended changes in italics:

Section 1 Overview of changes

For an interim period applications that meet a threshold of 20% affordable housing within Bristol's Inner West, Inner East zones *and the Greater Bedminster area (comprising the wards of Bedminster, Southville and Windmill Hill)* under Policy BCS17 (*normally the Inner Zones have 40% and Greater Bedminster 30% policy targets*) will not be subject to viability testing. The applicant must agree to commence the development of the scheme within 18 months of the planning permission being granted. If no confirmation of the start date of the development is received within this period the developer must agree to viability testing.

Section 3.2 Approach to affordable housing percentages

To encourage the provision of affordable housing, above the level currently being delivered, the Council has introduced for an interim period a Threshold approach to policy BCS17 that will apply in *Bristol Inner West and Inner East zones and the Greater Bedminster Area. In these two zones and the Greater Bedminster area* applications meeting or exceeding 20% affordable housing could follow a 'Fast track' route.

Section 3.5 Flexibility on tenure requirements

Where the applicant has agreed to meet the 'Threshold' of at least 20% affordable housing under Policy BCS 17 within Bristol Inner West and Inner East zones *and the Greater Bedminster area*, the Council may consider alternative forms of affordable housing tenure to those normally prioritised above. Such tenures must be demonstrated as affordable. Acceptable alternative tenures can include the following:

Where 20% affordable housing has been agreed:

- Affordable Rent (up to 100% of the affordable housing requirement) homes to rent let

by local authorities or private registered providers of social housing at an agreed percentage (with the Council) of open market rent (inclusive of service charges, rent charges and estate charges) which is below the prevailing Local Housing Allowance limits for different property types in the Bristol Area

Where 25% affordable housing has been agreed:

- 50% social rented affordable housing and 50% intermediate affordable housing as defined in the National Planning Policy Framework

The AHPN has been prepared to provide guidance on the implementation of these policies but does not introduce new policy. It explains the mechanism for the delivery of affordable homes in Bristol setting out the key principles and processes.

The relevant policies are detailed below:

Local Plan - Core Strategy (Adopted June 2011)

Policy BCS 17: Affordable Housing Provision

Affordable housing will be required in residential developments of 15 dwellings or more. The following percentage targets will be sought: through negotiation:

- 40% in North West, Inner West and Inner East Bristol;
- 30% in all other locations.

In residential developments below 15 dwellings an appropriate contribution towards the provision of affordable housing may be sought (either as a financial contribution or as on-site provision) in accordance with any relevant policy in the Site Allocations and Development Management Development Plan Document.

Residential developments should provide a mix of affordable housing units and contribute to the creation of mixed, balanced and inclusive communities. The tenure, size and type of affordable units will reflect identified needs, site suitability and economic viability.

Local Plan - Site Allocations and Development Management Policies (Adopted July 2014)

Policy DM3: Affordable Housing Provision: Smaller Sites

Residential developments comprising 10 to 14 dwellings should make an appropriate contribution towards the provision of affordable housing on-site or, where on-site provision cannot be practicably achieved, as an equivalent financial contribution. The following percentage targets will be sought through negotiation:

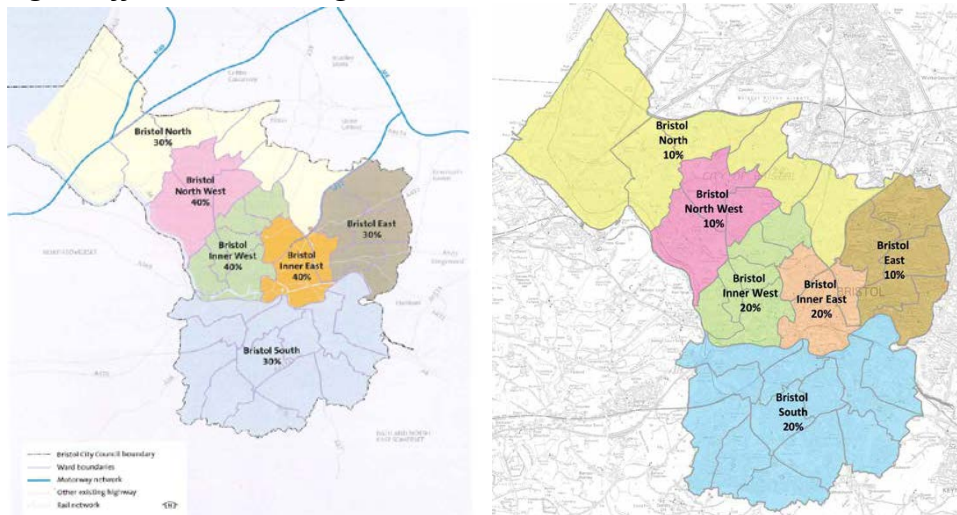
20% in Inner West, Inner East and South Bristol

10% in North West, East and North Bristol

Where units are provided on-site these should remain at an affordable price for future eligible households or, if this restriction is lifted, for the subsidy to be recycled for alternative affordable housing provision.

Where scheme viability may be affected, developers will be expected to provide full development appraisals to demonstrate an alternative affordable housing provision.

Fig. 1: Affordable Housing Zones



2. Transport

2.1 Sustainable Development

Strategic Transport considers this location to provide a strong and credible opportunity for positive and sustainable development that minimises reliance on the private car whilst encouraging increased patronage for public transport and other active travel modes. This is in the interests of minimising negative impacts on the surrounding area whilst providing the right conditions for a healthy and active new population.

Numerous opportunities exist and therefore require to be maximised in line with national and local planning policies, including the JSP, Bristol Transport Strategy and the Urban Living SPD, given the location adjacent to an existing railway station, the adjacent A38 principal movement corridor and the close proximity within a comfortable walking & cycling distance of major retail and employment centres in Bedminster Town Centre, the Temple Quarter Enterprise Zone and the City Centre.

2.2 Existing Conditions

For such large scale development to be considered acceptable and to meet the above policy criteria, the regeneration proposals need to be accompanied by considerable investment in local infrastructure in view of:

- **the poor quality of existing facilities and absence of clear legibility for rail passengers at Bedminster Station;**

- **the poor quality of the environment for pedestrians and cyclists around the A38 Dalby Avenue / Malago Road;**
- **congestion, public transport delay and cyclist safety issues along Malago Road, Dalby Avenue and Bedminster Parade and at Bedminster Bridge roundabout;**
- **the absence of safe and segregated cycle linkage to the surrounding cycle network, and**
- **the potential for harmful overspill parking in surrounding areas caused by the development.**

2.3 Strategic Transport Assessment (STA)

The cumulative impacts of major development and the linkages between all sites within Bedminster Green (BG) are required by policy to undergo both a quantifiable and qualitative analysis, as it is only through a comprehensive STA and masterplanning exercise that a holistic package of high quality infrastructure and public realm can be achieved that will bring about a positive and transformational development for the area. Peter Brett Associates (PBA) has been appointed by the group of landowners to consider the sites holistically in a single piece of work and provide a number of solutions to address the above issues as detailed below. The completed STA will be included within a further report to cabinet in support of the approval of detailed project proposals for the proposed CIL funded BG strategic highway works.

2.4 A38 Corridor (CIL / Grant funding)

The first piece of infrastructure to be established relates to the future of the A38 corridor in this location. Identified within the Joint Strategic Plan (JSP) is the need for the A38 to convey reliable and rapid public transport provision to serve between the City Centre, south Bristol and Bristol Airport. It would present a risk to the future of this corridor (and growth in the wider region) if planning decisions along it precluded the delivery of enhanced passenger transport to serve this and adjoining areas.

Strategic Transport is therefore engaged with PBA, BCC Passenger Transport and BCC City Design Group to inform the design of the corridor in such a way as to enhance both the public transport offer and the quality of the public realm in this area. This will in turn need to inform the designs for each development plot within BG. A project team will be set up internally to take the A38 scheme forward once an in-principle preliminary scheme has been agreed between officers and landowners.

The proposed Regulation 123 list plan for use of CIL funds on the A38 corridor includes existing Bus routes along East Street, which it is proposed will be maintained in the medium term to reflect the important function they serve in supporting business to East Street shops and traders. The longer term feasibility for diversion of the bus route, including the pedestrianisation of East Street will be considered as part of A38 design works; taking account of the impact BG developments will have in bringing an increased population to bolster existing traders.

It is proposed that works along the A38 corridor will be funded through CIL, alongside the potential for match funding to be secured from local, regional and national pots. Design work, funded through the CIL allocation will follow on from the completion PBA's STA work, in order to determine the full cost requirements. The extent and phasing of works will likely depend on match funding opportunities that are available and might not include works to all areas shown on the proposed CIL Regulation 123 plan in Appendix I.

2.5 Whitehouse Lane (CIL / S016-funded)

Environmental enhancements to Whitehouse Lane will be required to improve access and safety for pedestrians and cyclists and will require consideration of a possible closure, or one way order, whilst maintaining access to businesses. Traffic surveys were conducted in late 2018 to provide evidence to inform options within the Strategic Transport Assessment, which is being developed by PBA. The results of this work will inform options that will then be subject to public consultation and detailed design development. Due to the strategic nature of these works it is proposed that works within the area shown on the proposed Regulation 123 plan are funded through CIL and that a further report will be brought to cabinet for the approval of the extent of works and detailed project proposals.

2.6 Parking Mitigation (section 106-funded)

Strategic Transport requires low-car development to occur in this area for numerous reasons including reducing congestion, improving public health through active travel and maximising the level of housing that can be provided through better layouts.

However, this can only occur in conjunction with developer funding being obtained through section 106/section 278 Agreements to implement restrictive parking measures in the surrounding area as an effective deterrent to the impact of overspill parking which serves to reduce the quality of life for existing residents. The BG Framework recognises that appropriate developer funded measures will need to be identified within the Strategic Transport Assessment.

A form of Residents Parking Scheme (RPS) delivered upon first / early occupation of the development will form part of the Council's recommended solution. This shall however require the support of local stakeholders through public consultation. Agreement of this approach with stakeholders would be preferable to a situation where insufficient measures are implemented and problems are allowed to arise and then require to be dealt with retrospectively.

2.7 Bedminster Station (developer-delivered and/or s106 and grant funded)

Bedminster station is on the mainline to and from Bristol Temple Meads and is a significant public transport asset. However, it presently lacks facilities and presence in the public realm and pedestrian access is of a low quality. The BG Framework recognises that the development of Plot 5 provides a significant opportunity to create a prominent frontage and accessible entrance to the station, with a direct link and line of sight to East Street. The delivery of these improvements are however in part reliant upon the resolution of the future requirements for Whitehouse Lane – ie: one-way orders, closure, or other traffic management proposals to be put forward as part of the STA.

The opportunity to increase and encourage the use of public transport focussed on development around existing stations is recognised in local and national policy, including the West of England Joint Transport Strategy (JTS) and developed West of England Joint Spatial Plan. The BG Framework recognises that the early delivery of major infrastructure, such as proposed Station improvements can support development values and therefore be a catalyst for bringing forward housing delivery.

It is however inevitable that some form of public funding will be required to support the overall infrastructure requirements at Bedminster Station. This is of particular importance in relation to development viability, the need to meet other requirements such as affordable housing and what can reasonably be secured through section 106. Officers are currently considering options of how this can be achieved given the various funding pots available at a local, regional and national level.

An update will be provided when a further report is brought to cabinet for the approval of detailed project proposals for the Bedminster Green strategic highway works and river restoration and flood alleviation works.

2.8 Cycle Linkages (section 106-funded and/or section 278 delivered)

At present, cycle linkages to the surrounding area are low quality and in their present state would not encourage the uptake in cycling required to make the BG developments acceptable. Investment is therefore required in the surrounding area, particularly when the current routes that link the BG area with the Malago Greenway, Filwood Quietway, the City Centre and the Temple Quarter Enterprise Zone (TQEZ) are either circuitous, indirect or require cyclists to share road space with motor traffic.

BG developers support the encouragement of sustainable modes of travel such as cycling and the Framework document therefore highlights the key routes that require further consideration. As a next stage the Council's Strategic Transport team have asked that the STA formulate designs for improved (and preferably segregated) cycling facilities to accompany the BG developments in order to fulfil planning policy requirements.

2.9 Retail Centre parking (developer-delivered, BCC maintained)

A further matter to consider with regard to parking is the viability and vitality of Bedminster Town Centre. Whilst we seek to minimise car reliance across the City a balance does need to be struck between this and those who require (for mobility reasons or otherwise) motor vehicle access to this area and the need to support the vitality and viability of local retail centres.

In discussion with BCC Parking Services and following car parking surveys data, it is currently anticipated that increased public parking will be provided at Little Paradise Street through an existing development agreement with Dandara. Further details of this are included in section 4.3 of this report.

3. Bedminster Green River Restoration and Flood Alleviation.

3.1 Overview

The River Malago flows along the south and eastern boundary of the BG framework area, with approximately 140m of the total 415m length through the site being culverted. The regeneration of the area provides the opportunity to consider options for works to improve the condition of the river and to provide flood risk benefits to the local area. This report recommends the allocation of Strategic CIL funding to support the delivery of these works, alongside Developer led works/contributions and the Council securing other funding, from organisations such as the Environment Agency. The proposed Regulation 123 plan shows the areas where it is proposed CIL funding could be spent on these works; however developed proposals may not necessarily include CIL funded works to all areas shown.

JBA Consulting Ltd were commissioned by Bristol City Council as flood and water management specialists to investigate options for improving the quality of the River Malago and delivering flood risk benefits, as part of a wider redevelopment of the Bedminster Green area. The options in the report look to maximise the benefits of the River Malago as an asset to the regeneration site and the wider area. The JBA report, provided in Appendix I, recommends a preferred option as follows:

To maintain a similar channel alignment to the current situation, daylighting culverts wherever possible to maximise the extent of open channels and increase flood storage volume capacity. The existing park will be landscaped to provide additional floodplain volume, whilst the proposed development plots downstream of this are raised to reduce the predicted depth of flooding. Additionally, works will be carried out to naturalise the channel banks wherever possible by lowering or removing retaining walls and creating vegetated slopes. A new narrower, deeper low-flow channel will be created to improve the geomorphological condition and increase the ecological potential of the channel in this reach. Small modifications will be made to the bypass structure at the Sheene Road flood relief structure, with the opening area being reduced to limit the flow entering the Malago during more extreme flood events.

3.2 Costs and Funding and Delivery Approach

Outline Scheme Costs for the river restoration and flood alleviation works have been identified by JBA based on unit costs derived from the Environment Agency's Costing Guides for Channel Management and Fluvial Defences. Baseline costs for similar works, such as the Sheffield Porter Brook river restoration suggest that costs will be higher when site specific conditions and constraints such as contamination and any adjacent utilities are taken into account. This assessment will be undertaken as the next stage of work.

The river restoration and flood alleviation works will be required across land in both Council and private developer ownership. Works will therefore need to be designed, coordinated and scheduled alongside proposals put forward by the developers.

The next stage of work following any approval by Cabinet for CIL funding, will include:

- development of scheme designs; detailed costings; procurement and contractual delivery approach;
- investigation of match funding opportunities, such as EA Flood Defence Grant in Aid, Local Levy, Heritage Lottery Fund, Housing Infrastructure Fund;
- development of delivery arrangements with private developers, including the split between developer led works and financial contributions and public funding contributions.

A further report will then be brought to cabinet for the approval of these detailed project proposals.

4. Bristol City Council Land Ownership

4.1 Background

Bristol City Council (BCC) is one of the land owners within the Bedminster Green framework area. It owns Plot 5 and plot 4b as outlined on the BCC Ownership Plan within Appendix I. Plot 4b is located on Little Paradise and operated as a car park whereas plot 5 is located between Hereford Street, Dalby Avenue and Whitehouse Lane and is a mix of open space, car parking, offices and industrial units.

4.2 Development Agreement for plot 5

BCC entered into a development agreement for Plot 5 with Urbis Living in September 2017 this was novated to Dandara in February 2018. Under this agreement the developer can acquire Plot 5, once several conditions have been satisfied, these include;

- The proposed development including at least 30% of the residential units available in perpetuity for Affordable housing (77% Social Rented and 23% Shared Ownership.)
- A development appraisal for the proposed development being agreed between the two parties, which demonstrate that the agreed profit margin is paid to Dandara and an acceptable price is paid for the land to BCC.
- A parking strategy is agreed between BCC and Developer for plot 5 and it is agreed where any displaced parking will be relocated.
- An alternative location being found for the Social Farms and Gardens headquarters within the locality and terms being agreed for their relocation.

4.3 Plot 4B – Little Paradise Street

A draft parking strategy has been produced by Dandara to satisfy the parking condition within the development agreement for Plot 5. This recommends that the capacity of Little Paradise Car Park is increased from 50 parking bays to 92 to allow for the parking at Hereford Street to be replaced. If agreed by the Council this will require Dandara to enter into a development agreement for Plot 4B with BCC to permit them to develop a new multi decked car park on the plot to BCC Parking Services specification, on completion the car park would be returned to be managed by BCC.

5. East Street

The location of Bedminster Green adjacent to East Street will compliment improvements being delivered through the Bedminster Business Improvement District (BID), by bringing an increased population to the area that will bolster existing traders and encourage and sustain new enterprises.

The West of England Combined Authority announced on 1st November that they would be allocating £10m from their Investment Fund to support high streets. Each Local Authority has been asked to nominate one high street to run a pilot project. Bedminster has been selected as Bristol's pilot, focusing in and around East Street. The pilot will support the development of currently underutilised or vacant spaces. The focus will be on bringing new types of uses into the area, strengthening and diversifying the current high street offer. Attracting businesses within the creative and digital sectors will be a priority.

The project will provide grants and support to property owners and business/community based occupiers. Support will include helping to identify other sources of funding or complementary support, potential developers and occupiers. If successful the project will safeguard and enhance the high street environment, increase the number of businesses and jobs in the area with a focus on providing opportunities for residents in adjacent communities, provide new homes, generate additional Business Rates or Council Tax income.

At this stage £25,000 has been secured for the feasibility and development work which will be developed to inform the full business case for the pilot project.

6. Employment and Skills

6.1 Local regeneration proposals provide an opportunity for investment in employment and skills – to help equalise and diversify employment opportunities and to achieve both inclusive and sustainable economic growth. The Council's Employment, Skills and Learning Team will work collaboratively with Developers to ensure that these opportunities are maximised and any agreed employment and skills targets are realised. This support can include:

- Support in identifying potential suppliers
- Support in holding 'meet the supplier' events
- Support in engaging with local community and relevant employment & training initiatives
- Information about communities (both geographical and communities of interest), priority clients and other local issues
- Support in holding jobs fairs and recruitment events
- Advertisement of vacancies through local education, employment and training networks
- Links with On Site Bristol in the first instance and other high quality apprenticeship providers to fill apprenticeship vacancies
- Help in identifying and recruiting priority clients for experience of work opportunities
- Support in identifying and engaging with appropriate partners to achieve other commitments e.g. priority schools; community based organisations.

6.2 For each planning application coming forward under the Bedminster Green Framework it will be recommended that a condition is included for an Employment and Skills Plan to be produced. The following is provided as guidance as to the elements that it would be recommended is included:

- 6.2.1 **Commitments:** the measures that can be taken by lead developers and commitments that can be passed on to sub-contractors. These include at construction phase and the operational end-use phase of the development. Local partners to be named and procedures identified to promote awareness of employment and skills opportunities.
- 6.2.2 **Supply Chain Initiatives:** steps that the developer will take to target local suppliers, private and social enterprises, including steps to promote sub-contract and supply opportunities to firms based in the Bristol area. This may include 'meet the buyer' events and targeted promotions. Estimated proportion of procurement from Bristol / West of England – target level 25% of procurement from West of England.
- 6.2.3 **Local Recruitment:** an expectation that the lead developer will provide an estimated % of employment from Bristol and the West of England (e.g. target 25% from Bristol and 75% from West of England). To achieve these targets, the developer will co-operate with the

Council's Employment, Skills & Learning Team and other organisations. For example: this may include,

- engagement with the local community and with employment and training initiatives operating at local and neighbourhood level,
- attendance at local jobs fairs,
- a 'Positive Action' process to recruit and develop employees from under-represented groups or otherwise disadvantaged in the work force, e.g. long-term unemployed individuals, care leavers, etc.
- job carving, guaranteed interviews and/or direct recruitment of nominated clients who meet skills requirements,
- steps to ensure that school / college leavers and people who have been economically inactive for some time are given opportunities and support to enter or re-enter the local labour market and develop their skills, etc.

6.2.4 **Training:** a requirement for the lead developer to achieve a minimum target of 1 year's employment for a Bristol apprentice for each £2M net construction value. The lead developer will identify the apprenticeship opportunities that will be created, including those in subcontractor organisations, including types, numbers and duration. Identification of training partners that will be involved; how opportunities will be promoted and apprentices recruited. Identification of other training and/or experience of work opportunities that can be offered and the target age groups.

6.2.5 **Other Initiatives:** the lead developer will have an opportunity to identify any further employment and training initiatives that will be undertaken during the construction and / or operation of the development, e.g.

- engagement with schools, neighbouring communities or under-represented groups,
- employee volunteering & mentoring,
- links with local employment support services and jobs clubs, etc.

6.2.6 **Monitoring:** monitoring information to demonstrate the achievement of the agreed commitments will be reported to BCC on a quarterly basis. The lead developer will identify a designated lead manager for ensuring that the employment and training commitments are achieved and reported.

7. Sustainability

The below is the summary of the Eco Impact Checklist included as Appendix F of this report:

The scale of the proposed development will produce a negative effect in CO2 emissions through construction and operation; to mitigate this all developments will be required to meet Bristol Local Plan sustainability policies BCS13-BCS15, which includes requirements for energy efficiency, sustainable heating systems and a 20% reduction in CO2 emissions below residual emissions. Positive environmental impacts will be created through Malago River restoration, public and private landscaped areas across framework area and street tree planting. The density of development proposed makes the framework area well suited to be served by a low carbon heat network and

there has been private sector interest in bringing this forward based on the quantum of development proposed for the area. Development of a heat network would have the potential to be fuelled by renewable energy in the future and could be beneficial to the local community in terms of both CO2 emissions and air pollution.