

Decision Pathway – Report Template



PURPOSE: Key decision

MEETING: Cabinet

DATE: 14 July 2020

TITLE	City Centre Development		
Ward(s)	Citywide		
Author: Jason Thorne	Job title: Senior Project Manager – City Centre Development		
Cabinet lead: Cllr Nicola Beech	Executive Director lead: Stephen Peacock		
Proposal origin: <i>Councillor</i>			
Decision maker: Cabinet Member Decision forum: <i>Cabinet</i>			
Purpose of Report: To provide an update on City Centre Development, including approving commissioning of a City Centre Development & Delivery Plan and adopting the City Centre Framework.			
Evidence Base: In common with many city centres across the UK, Bristol is seeing a transformation in the way people work, live and spend their leisure time. These changes, which are accelerating due to the COVID-19 crisis, are especially acute in our city centre, creating a set of opportunities and challenges for how the heart of the city develops. There is a need to be flexible and adaptable in response to these economic, environmental, social and technological changes, and to ensure that the success of the city centre is shared and inclusive to all people across the whole city. This report seeks Cabinet approval to commission a City Centre Development & Delivery Plan to provide an integrated approach to place-shaping, planning, transport, legibility and public spaces. The plan will build on the principles established in the City Centre Framework (see below). The Council will procure a multi-disciplinary team to work across the Council, with partners and the community to produce the plan. It is envisaged that a team will be in place by November 2020, with a plan finalised in May 2022. The proposed plan area is outlined in Appendix A1. A Retail & Leisure Study has been commissioned to better understand current and future shopping/leisure habits across the day and night time economies, how independent businesses can be better supported, the major structural changes impacting the sectors and likely impacts on the city centre. COVID-19 will be one of the factors considered alongside other trends, for example macro-economics, demographics and online shopping. The study will inform the City Centre Development & Delivery Plan. The city centre will be a key part of the COVID-19 Economic Recovery Strategy & Delivery Plan being developed by the Economy Board through the One City approach. This strategy aims to bring together a range of priorities which will enable sustainable and inclusive recovery, support for the retail, hospitality, leisure and visitor economy sectors and strengthening the city centre as a place. The Economic Recovery Strategy & Delivery Plan will also inform the City Centre Development & Delivery Plan. This report seeks Cabinet to adopt the City Centre Framework, which has been produced by the Council following public consultation and engagement with the City Centre Revitalisation Group (see below) to guide and inform future planning applications, decisions and major investment in transport, public spaces and developments e.g. retail, leisure, culture, homes, employment space. The Framework can be found in Appendix A2.			

In terms of physical regeneration, the city centre has seen significant economic and population growth over the last 15 years. There are major transport, public space and development projects being planned for delivery over the next 5-15 years. The projects are focused around Broadmead, St James Barton Roundabout, Castle Park and the Old City. These developments will be informed by the City Centre Framework, which includes the following objectives:

- Creating a liveable, vibrant, safe and inclusive city centre for the benefit of people of all ages to live, work, learn and enjoy, both during the day and night.
- Tackling traffic congestion and improving air quality; making the city centre better connected, accessible and healthier.
- Supporting the city centre as the core retail, leisure and cultural heart of the region, by enabling regeneration, diversifying uses and promoting the offer.
- Ensuring the sustainable development of new homes, employment space, enhancement of heritage assets, streets and public open spaces; contributing to a carbon neutral and climate resilient city.

The Framework seeks to guide interpretation of existing and emerging policy to achieve improvements to movement across/to and from the City Centre, public spaces (including parks, green spaces and walking/cycling links) and inform physical developments. The Framework will be a material consideration in the planning process, informing transport, public space and development projects.

In terms of delivery of the Framework, a number of transport and public open space projects already underway or being planned e.g. pedestrianisation of the Old City, closure of Bristol Bridge. Some of the projects are being accelerated due to COVID-19 and will be brought forward under Experimental TRO legislation. This will enable consultation to happen while the schemes are in place, securing necessary walking, cycling and public transport benefits as soon as possible to meet the urgent need to respond to the COVID-19 emergency. These schemes will not deliver all of the benefits envisaged by the framework but secure the road space and enable the phase 1 mass transit routes to be delivered.

The Council is committed to working in partnership to maintain and develop the economic vibrancy and inclusiveness of the city centre. Developing these partnerships has led to the establishment of the City Centre Revitalisation Group, which includes Business West, Destination Bristol, City Centre and Broadmead Business Improvement Districts, the University of Bristol, Bristol Hoteliers Association, Royal Institute of British Architects, the Bristol@Night panel, developers and a representative of the creative industries sector. The Bristol@Night panel represents a range of organisations across the sector promoting the need for a vibrant night time offer.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Approve and authorise the Executive Director Growth and Regeneration in consultation with the Cabinet Member for Strategic Planning and City Design to take all steps necessary to commission a City Centre Development & Delivery Plan.
2. Approve and adopt the City Centre Framework.

Corporate Strategy alignment: The Framework aligns with the Corporate Strategy themes of fair and inclusive, well connected and wellbeing.

City Benefits: The Framework seeks to benefit the city and improve outcomes for citizens by promoting inclusion, providing better access to/from and around the City Centre, including access for people living in communities which are amongst the most deprived in England. The outcome of the Framework will provide better access to jobs through improved movement and new employment opportunities. The Framework promotes sustainable and healthier modes of transport, including walking and cycling, and supports schemes aimed at tackling the issue of poor air quality. The Framework focuses on achieving sustainable development, efficient use of land and energy infrastructure; contributing to a carbon neutral and climate resilient city.

Consultation Details: The Project Team, Legible City Steering Group, Management Teams and Cabinet Members were consulted prior to public consultation, which was carried out from 19 March 2018 to 15 May 2018. 948 people responded to the survey and around 500 people were engaged during face to face events/pop-up exhibitions. Following the consultation, the Framework was paused to allow for further consideration of major structural issues, including the mix of retail, leisure, housing and transport within the city centre.

On 12 September 2018, the Council hosted a Ministry of Housing, Communities & Local Government workshop about the City Centre. This was attended by around 50 stakeholders. The findings of the workshop have been considered in finalising the Framework.

In September 2018, the Council carried out public consultation on the Bristol Transport Strategy (adopted July 2019), generating 3,189 responses. The comments about the city centre have been finalised in finalising the Framework.

The Council consulted on a Local Plan Review document from March to May 2019, which included a focus on the city centre. A total of 922 responses were received to the content of the Local Plan Review, with 42 people commenting on city centre related policies. The comments have been considered in finalising the Framework.

An update on the City Centre was provided to Growth & Regeneration Scrutiny in February 2020, where there was broad support to the approach outlined in the City Centre Framework and proposed Development & Delivery Plan. See <https://democracy.bristol.gov.uk/documents/s46153/Bristol%20City%20Centre%20Slides%20Feb%202020.pdf>

The Growth & Regeneration Board and Cabinet Members were briefed on an ongoing basis regarding the consultation outcomes and the way forward. In addition, the Framework has been discussed with members of the City Centre Revitalisation Group, which includes Business West, Destination Bristol, Broadmead Business Improvement District, City Centre Business Improvement Districts, the University of Bristol, Bristol Hoteliers Association, Royal Institute of British Architects, the Bristol@Night panel, developers and a representative of the creative industries sector.

Individual projects within the Framework will be subject to further public consultation through engagement and the statutory planning and transport processes or as part of the design and implementation process.

Background Documents: Bristol Centre Area Plan www.bristol.gov.uk/bdf and Bristol Local Plan Review www.bristol.gov.uk/planning-and-building-regulations/local-plan-review

Revenue Cost	£200k	Source of Revenue Funding	<i>Reserves, service budget</i>
Capital Cost	£	Source of Capital Funding	<i>e.g. grant/prudential borrowing etc.</i>
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

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

1. Finance Advice: Cabinet is asked to approve the City Centre Framework, which sets out the aims and aspirations for the area and shape planning and development over the medium to longer term, to align with those aims. It will also act as a key driver for seeking external regeneration funding from both national and regional sources, in addition to contributions from developers.

Whilst the framework document does not, in itself commit the Council directly to further expenditure, in shaping priorities for transport and environmental improvements these will be a need to be reflected within the Council's emerging capital strategy and where appropriate capital programme. The inclusion of specific schemes will be subject to separate reports, along with their funding, and will need to be seen in the context competing demands for limited capital resources going forward.

Cabinet is also asked to approve the commissioning of a City Centre Development & Delivery Plan. In addition to Officer time (already funded within service budgets) it is estimated that the plan will cost £200k, and will be funded from a combination of Mayoral Reserves £104k, and Revenue budgets totalling £60k per annum. It is anticipated that the funding will be profiled as follows:

	20/21	21/22	22/23	Total
	£'000	£'000	£'000	£'000
City Centre Development & Delivery Plan				
Consultancy Work	60	100	40	200

The developments highlighted in the Framework are expected to generate future financial benefit to the Council through increased Community Infrastructure Levy, New Homes Bonus, Council Tax and Business Rates income, which can be utilised to enhance its service delivery. It is expected that any such propositions will form the basis of future Cabinet reports.

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth and Regeneration, 01/07/2020

2. Legal Advice: The preparation and consultation demonstrates that the City Centre Framework is intended to provide additional policy guidance to shape and guide improvements to movement across/to and from the City Centre, to inform future physical developments and to enhance the public realm within the City Centre, including the strategically important areas which include Broadmead, The Galleries, St James Barton Roundabout/Haymarket Walk, St Mary le Port, Broadweir and the Old City. The City Centre Framework provides guidance that is ancillary to and supportive of emerging and adopted local plan policies including BCAP30, BCAP36, BCAP37, BCAP38, BCAP47, SA607 and SA608.

S70 of the Town and Country Planning Act 1990 requires that when Local Planning Authorities determine planning applications they shall have regard to the provisions of the development plan so far as it is material to the application and to any other material considerations. This approach ensures the primacy of the adopted development plan in the decision making process. The City Centre Framework is non-statutory guidance and does not form part of the adopted Local development plan. The framework has been the subject of consultation, as set out in this report. Given its non-statutory status, it will be for the decision maker to decide what weight is to be accorded to the Framework in the determination of any planning application on its facts.

Legal Team Leader: Joanne Mansfield, 23/06/20

3. Implications on IT: There is no direct impact on IT Services, however there are concerns that the strategy and implementation approach to delivering IT Services and Digital Capability across the city (including Broadband provision) is still in development and not signed-off/agreed.

IT Team Leader: Simon Oliver, 23/06/20

4. HR Advice: There are no HR implications evident.

HR Partner: Celia Williams, 23/06/20

5. Procurement Advice: Procurement of this project or appointments for services / works will be via a fully compliant route, with a dedicated Procurement Specialist to support the Tender process and a dedicated Contract Manager to manage the contract once in place

Category Manager: Spencer Penny, 26/06/20

EDM Sign-off	Growth & Regeneration	03/06/20
Cabinet Member sign-off	Cllr Beech	05/06/20
For Key Decisions - Mayor's Office sign-off	Mayor's Office	15/06/20

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	YES
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 – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO