

Decision Pathway – Report



PURPOSE: Key decision

MEETING: Cabinet

DATE: 05 December 2023

TITLE	City Centre Development and Delivery Plan		
Ward(s)	Central		
Author: Abigail Stratford	Job title: Head of Regeneration		
Cabinet lead: Mayor	Executive Director lead: John Smith, Interim Executive Director Growth and Regeneration		
Proposal origin: Mayor			
Decision maker: Mayor Decision forum: Cabinet			
Purpose of Report:			
<ol style="list-style-type: none"> 1. To seek approval of the City Centre Development and Delivery Plan (DDP) which sets out a vision to transform Broadmead into an inclusive, sustainable and re-connected place for everybody. A place of diverse retail with vibrant cultural facilities and a thriving evening economy, whilst at the same time somewhere to call home. 2. To note the requirements the Council intends to secure when re-gearing leases in City Centre in order to deliver our vision for the City Centre. 3. To seek approval for £1.2m CIL funding to progress the next stage of the Castle Park redevelopment which will enable a planning application to be submitted to transform the Park into safer, more accessible and inclusive space for all. 			
Evidence Base:			
<ol style="list-style-type: none"> 1. The City Centre Development and Delivery Plan (DDP) sets the vision and principles for the regeneration of Bristol city centre. Its purpose is to guide redevelopment in an area where change is anticipated. It builds on the City Centre Framework approved by Cabinet in June 2020 and is designed to stand the test of time and respond to changes in economic, property and funding environments. 2. The DDP vision is to transform Broadmead into an inclusive, sustainable, and re-connected place for everybody. A place of diverse retail with vibrant cultural facilities and a thriving evening economy, whilst at the same time somewhere to call home. 3. The DDP seeks to deliver at least 2,500 new high quality homes; 750 student bedrooms; new office spaces; a diversified and consolidated retail offer supported by extended leisure, community and cultural spaces; the redesign of key central streets to make them pedestrian priority, enhanced with biodiverse planting and green infrastructure; approximately 150 new trees and 350 linear metres of rain garden; significant improvements to Castle Park and other public spaces to make them safe, inclusive, characterful and climate resilient; improvements to cycle and pedestrian routes, bus routes and stops and a future-proof approach to servicing and deliveries through a last-mile logistics hub and servicing windows; provision of improved and consolidated taxi and blue badge parking around the area and also within a mobility hub in the redeveloped Galleries scheme; enhanced public realm with carefully integrated new development that complements the street-level experience and safeguards and celebrates heritage assets including listed buildings and 			

scheduled monuments.

4. The final DDP is attached at Appendix A1 (ii) and (iii).
5. The DDP identifies Broadmead and Castle Park as areas having the greatest need for change. The DDP considers these areas in detail to reimagine what is possible, to inform planning applications being brought forward by developer partners. The DDP intends to;
 - i. Revitalise Broadmead as a thriving retail hub and cultural neighbourhood. Give people a reason to visit, work and live there. Within Broadmead the focus is on the streets and public realm, ground floor uses, and specific community needs.
 - ii. Rejuvenate Bristol's historic Castle Park as a safer, more accessible, inclusive space for all. It will be more connected with the city and the river, and more welcoming for wildlife and biodiversity. Castle Park is a key area within the ownership and control of Bristol City Council where we can directly lead transformative change.
6. To achieve our vision, the DDP identifies the following key changes:
 - Create pedestrian priority landscape streets that support urban nature and a vibrant public realm
 - Enhance existing public open spaces and create a connected network of new public open spaces
 - Create new routes and connections through existing urban blocks to help restore the historic street patterns, increase diversity and support new uses for open spaces
 - Rejuvenate Bristol's historic Castle Park as a more accessible, inclusive space for all
 - Improve the connection between Castle Park and the Floating Harbour
 - Create better connections between Castle Park and Broadmead
 - Create a healthy place for living which helps to meet the city's housing needs and delivers a range of new community facilities
 - Rediscover the area's history, independent spirit and creative culture as a key part of the city centre character and offer
 - Maintain the role of the city centre as a retail, culture and leisure destination with a more diverse offer
 - Provide a more diverse and intensive mix of land-uses which generate activity throughout the day and evening

Consultation and Engagement:

7. Comprehensive and meaningful engagement has ensured the DDP has been informed by an understanding of how people feel about the city at the moment and what they hope it could be like in the future. This has included:
 - Workshops with city-wide stakeholders to discuss problems, issues and aspirations
 - On-street interviews to understand the experiences of people who use the city centre now
 - Focus groups to understand the needs of the city centre's diverse communities
 - Hands-on sessions with young people to understand their hopes and ideas
 - A survey with businesses to help build a picture of economic needs
 - An online survey and interactive map to gather ideas from the general public
 - Workshops on Castle Park bringing together local stakeholders to discuss emerging proposals
 - Discussions with community volunteers to help shape the Castle Park proposals
 - Discussions with partners, developers, business representatives, local cultural, environmental, civic and transport groups and statutory consultees
 - A 10 week formal consultation period which included drop-in sessions, online surveys, walkabouts, an exhibition in the city centre and presentations to key stakeholders.
8. Information on the engagement that took place prior to the formal consultation is set out in the Statement of Engagement, Appendix B (i).

9. For the formal consultation there was wide-spread support for the DDP, with between 75 – 87% of respondents agreeing with the Vision and Strategies. There were also many valuable comments and suggestions given that helped to provide important and useful updates to the DDP. Over 170 updates were made, most of which were minor to provide greater detail or clarity on topics. More significant changes included:
- The inclusion of an additional bus route along Nelson Street – Fairfax Street – Broad Weir to support priorities and pressures on the bus network and to reduce changes in walking times to new bus stops following the removal of buses from the Horsefair and Penn Street.
 - Further information on health, leisure community and cultural facilities and proposals
 - Updates to align the DDP with the emerging Local Plan (which was being drafted at the time of the DDP consultation) - including on student numbers, open space, percentage of accessible homes, Biodiversity Net Gain and Urban Greening Factor.
 - Further information on accessibility and how this needs to be prioritised in future projects
10. Many of the comments received during the formal consultation will also be used to inform future, more detailed, projects in the area. Further detail can be found in the Consultation Report and Consultation Response Report, Appendix B (ii) and B (iii).

Castle Park:

11. Castle Park is a much-loved part of the city. However, it is facing a number of challenges and needs enhanced amenities and new solutions to remain a safe and valued city asset.
12. The DDP includes a masterplan to retain and revitalise Castle Park so it is a green, safe, welcoming and inclusive leisure destination for all. Castle Park will be transformed so it is easily accessible and routes through the park will be improved for pedestrians and cyclists. The park will be sensitively enhanced, recognising, respecting and celebrating its dynamic history and waterfront location. It will evolve so that it provides a unique experience for play, activity and events whilst continuing to play its part in enhancing biodiversity for the city.

Inclusive Communities:

13. Through the changes proposed in the DDP we want the city centre to be a home to thriving people, in a thriving place, whilst respecting the wellbeing of all people, and the health of the whole planet. To achieve this, we need the city centre to become one of the best urban centres in the world, an exemplar of fairness, environmental responsibility, health and prosperity in its evolution.
14. A diverse mix of spaces – including housing, community and workspace – is an essential part in evolving to a more resilient, distinctive and ultimately successful city centre. This will in turn create stronger connections between the city centre and surrounding communities.
15. To deliver a more diverse mix of spaces we want to work with developers and investors to explore new approaches to ground floor activation, including zero or discounted rent spaces to enable greater flexibility and creativity in end use. We intend to work with developers to create a more progressive and coordinated ground floor use strategy which introduces a more diverse mix of uses and balances social and environmental value with commercial value.
16. Bristol's community and cultural sectors will be active partners in helping to curate and facilitate a future ground floor strategy, helping to broker connections and identify partners to operate ground floor spaces.

17. Approval is sought to seek funding to enable the development of an appropriate vehicle (e.g. a Land Trust or similar) for securing new city centre spaces for community and cultural uses, protecting these in perpetuity. The vehicle would work collaboratively with developers to identify and secure forthcoming spaces, as well as with existing spaces, and match community and cultural uses to these.

Delivery and Next Steps

18. Bristol City Council will use its power and influence to promote the aspirations for the transformation of the City Centre in line with the DDP. This includes the council's roles as Local Planning Authority, landowner, project funder and through its relationships with developers, businesses and institutions in the city. Redevelopment of individual sites will typically be delivered by private developers, but Bristol City Council is a major landowner in this area, which provides a significant opportunity for influence over new development.
19. As developments are brought forward by private developers, they will be required to contribute financially to local infrastructure improvements, such as through Section 106 and Section 278 agreements and Community Infrastructure Levy (CIL).
20. These significant transport changes contained within Appendix A within the DDP will be funded through the City Regional Sustainable Transport Settlement (CRSTS). These include the pedestrianisation of The Horsefair and Penn Street, and the changes to Union Street.
21. Further public sector funding will also be required to implement the DDP in full. Approval is therefore sought to explore submit external funding bids to try and secure additional investment to deliver our plans for the DDP.

Community Infrastructure Levy Funding:

22. In order to progress the transformation of Castle Park in line with the masterplan noted above, approval is sought to drawdown and spend £1.2m of Community Infrastructure Levy (CIL) to progress a design to secure planning approval for a new park design and funding strategy.
23. The cost of regenerating Castle Park is currently estimated to be circa £35m. Alongside developing the planning application, a detailed business case will be developed which will include a funding strategy to utilise external funding, CIL and developer contributions to deliver the project. Further cabinet approval will be sought once planning permission has been approved for the implementation and delivery strategy.

BCC Freehold:

24. The Council is a major landowner in the City Centre as identified red on plan at Appendix A(iii). The Council's freehold ownership is one of several 'tools and levers' that can be used to influence the delivery of new development in the City Centre and achieve desired benefits which cannot be achieved directly through the planning process.
25. As developers bring forward sites for redevelopment in the City Centre, where the Council is the freeholder, there is a requirement to re-gear leases to enable;
 - Compliance and alignment with the City Centre Development and Delivery Plan
 - The delivery of 40% policy compliant affordable housing with local nominations via Home Choice, including homes for rent and affordable home ownership products, and safeguarding of key worker homes.
 - No further student accommodation will be promoted on BCC freehold land (with the exception of the

Galleries site where from a freeholder perspective up to 800 student beds could be delivered to enable the delivery of up to 40% affordable housing)

- Homes with private balcony and designed to comply with Design Guide and Urban Living SPD
- Car Free developments
- Connection to the District Heat Network
- Natural England's Urban Greening Factor standard.
- Safeguarding 10% of ground floor space for affordable letting for community or cultural uses
- Enhanced Sustainability Requirements
- Enhanced local employment and training provision
- New ground lease on commercial terms to be agreed to include a future income stream for the Council

26. If it is demonstrated through evidence that for viability reasons 40% policy compliant affordable housing cannot be delivered, the Council would be willing to consider the delivery of 20% planning policy compliant affordable housing with a commitment through the lease to explore the delivery of 20% affordable housing using affordable grant funding post planning.
27. The cost of delivering these objectives will be considered in achieving best consideration usually interpreted as the open market value. This assumes a disposal on the open market but in the absence of competition an independent valuation undertaken by a qualified valuer (member of the RICS) is required supporting the proposed terms.
28. All decisions around terms and conditions will be subject to and in accordance with the Property Scheme of Delegations.

Environmental Impact Assessment summary:

29. *The environmental impact assessment has identified the following significant beneficial impacts:* The proposal is likely to deliver long term benefits of climate resilience, reduced reliance on private vehicles and enhanced biodiversity and greening in the delivery area. Bristol City Council has a significant amount of freehold within the DDP focus area, meaning that it can use both planning policy (including the DDP should it be endorsed by Cabinet and become a material consideration) and land ownership as its tools for delivering the benefits.
30. *The environmental impact assessment has identified the following significant adverse impacts:* Short term impacts through carbon and waste through construction will be mitigated through requirement of a Construction Management Plan and Site Waste Management Plan and Development of a city centre residential design code, to include a focus on sustainable design features and requirements.

Cabinet Member / Officer Recommendations:

1. Approve the City Centre Development and Delivery Plan and note that it will be a material planning consideration in the determination of planning applications.
2. Authorise the Executive Director for Growth and Regeneration in consultation with the Mayor to secure the freeholder requirements set out in this report through lease re-gearing negotiation in the City Centre and to note the costs of these requirements will be considered when determining best value in line with Section 123.
3. Authorises the Executive Director for Growth and Regeneration in consultation with the Mayor to procure and award the contract(s) (which may be above the key decision threshold) necessary to progress the designs and secure planning approval for the transformation of Castle Park as outlined this report.
4. Authorise the Executive Director of Growth and Regeneration in consultation with the Mayor to spend the

£1.2m Community Infrastructure Levy (CIL) funding as outlined in this report.

5. Authorise the Executive Director of Growth and Regeneration, in consultation with the Section 151 Officer and Mayor, to explore and to submit funding bids (which may be over the key decision threshold) to enable the redevelopment of Castle Park, noting that the acceptance and spend of any funding award over the key decision threshold will be subject to further approval in accordance with the decision pathway.
6. Authorise the Executive Director of Growth and Regeneration, in consultation with the Section 151 Officer and Mayor, to explore and to submit funding bids (which may be over the key decision threshold) to enable development of a Community Land Trust or similar appropriate vehicle to run and manage community and cultural spaces in the City Centre, noting that the acceptance and spend of any funding award over the key decision threshold will be subject to further approval in accordance with the decision pathway.
7. Note the consultation report at Appendix B.

Corporate Strategy alignment:

1. **Homes and Communities** – the regeneration of City Centre will deliver much needed new homes, including affordable homes.
2. **Economy and Skills** – the regeneration seeks to secure new affordable community and employment space, that seeks to support inclusive growth and complements the existing retail offer in the City Centre and support the night time economy.
3. **Transport and Connectivity** – the sustainable transport and public realm improvements will improve connections across the city and support active and sustainable travel, by making it easier to walk, cycle or take public transport. This, combined with new trees and vegetation planting, will help support the level of growth coming forward in the area, improve air quality and help improve climate resilience.
4. **Health, Care and Wellbeing** – making active travel easier and creating a high-quality pleasant public realm, combined with improved green space for people and wildlife will support healthier lifestyles. Provision of new community space will encourage integration of existing and new communities.

City Benefits:

1. The DDP will deliver new homes alongside a significant quantum of retail, leisure, cultural and community use to create a vibrant city centre.
2. At least 2,500 new, good quality homes, including affordable housing, will help create greater equality of opportunity and quality of life. Creating a mixed and balanced community with a strong sense of place and liveable environment can help benefit mental and physical health, social interaction and security.
3. New retail, leisure, cultural and community space delivered will complement the existing retail offer and new resident footfall will help support businesses and the night-time economy.
4. Improvements to highways and public realm will support climate resiliency by: i) increasing tree cover and reducing the urban heat island effect, ii) provide infrastructure to support more active forms of travel and the resultant benefits to health, air quality and congestion

Consultation Details:

Consultation details have been set out in the supporting documents in Appendix B

Background Documents:

[City Centre Development July 2020 Cabinet Report](#)

Revenue Cost	£	Source of Revenue Funding	Insert specific service budget name
Capital Cost	£1.2m	Source of Capital Funding	CIL
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: This report seeks approval to spend £1.2 million to progress the next stage of the Castle Park redevelopment based on a quotation from the strategic partner. This capital expenditure will be spent on a

programme of works aimed at securing planning approval.

The costs are based on estimated provided by the Strategic Business Partner. This will be fully funded by Strategic Community Infrastructure Levy, assuming a compensating delay in the Whitehouse project, without any matching contribution from council funds.

Finance Business Partner: Ben Hegarty, Finance Business Partner Growth and Regeneration, 15/11/23

2. Legal Advice:

The submission of bids for funding does not raise any specific legal implications. Legal Services will advise and assist in relation to the grant agreements.

The procurement process must be conducted in line with the 2015 Procurement Regulations and the Councils own procurement rules. Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements.

The consultation responses must be conscientiously taken into account in finalising the decision. The leading cases on consultation provide that consultation should occur when proposals are at a formative stage, should give sufficient reasons for any proposal to permit intelligent consideration and should allow adequate time for consideration and response. There must be clear evidence that the decision maker has considered the consultation responses, or a summary of them, before taking its decision.

S216 of the Planning Act 2008 and Regulation 59 of the Community Infrastructure Regulations 2010 (as amended) permit the use of strategic CIL for the support of the development of the Council’s area by permitting the provision, improvement, replacement, operation or maintenance of infrastructure such as open spaces, parks and green spaces.

The proposals contained in this report to allocate £1.2 million of strategic CIL funding to Castle Park are permitted by the Act and Regulations.

The Council is under a duty by virtue of S123 of the Local Government Act 1972 to achieve best value for its assets and any disposal should be at the best price reasonably obtainable. The duty to seek best consideration is subject to certain exceptions, most notably section 2 of the Local Government Act 2000 providing the Council with well-being powers to accept a disposal at undervalue within the £2 million threshold, where the authority considers the disposal will help it to secure the promotion or improvement of the economic, social or environmental well-being of its citizens.

Legal Team Leaders: Husinara Jones, Joanne Mansfield and Andrew Jones, Team Managers/Solicitors 4 October 2023

3. Implications on IT: I can see no implications on IT in regard to this activity.

IT Team Leader: Alex Simpson – Lead Enterprise Architect 4th October 2023

4. HR Advice: There are no HR implications evident in this report

HR Partner: Celia Williams, HR Business Partner 8th November 2023

EDM Sign-off	John Smith Interim Executive Director Growth and Regeneration	4 October 2023
Cabinet Member sign-off	Mayor’s Office	19 October 2023
For Key Decisions - Mayor’s Office sign-off	Mayor’s Office	6 November 2023

Appendix A – Further essential background / detail on the proposal	YES
Appendix A (i) City Centre DDP boundary area	

Appendix A (ii) City Centre Development and Delivery Plan Part A Appendix A (iii) City Centre Development and Delivery Plan Part B Appendix A (iiii) City Centre BCC freehold	
Appendix B – Details of consultation carried out - internal and external Appendix B (i) City Centre DDP Statement of Engagement Appendix B (ii) City Centre DDP Formal Consultation Report Appendix B (iii) City Centre DDP Consultation Response Report	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 – Exempt Information	No
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO