

**Democratic Services**

Riverside, Temple Street, Keynsham, Bristol BS31 1LA  
Telephone: (01225) 477000 *main switchboard*  
Direct Lines - Tel: 01225 394458  
Web-site - <http://www.bathnes.gov.uk>

**Your ref:**

**Our ref:**

**Date:** 5<sup>th</sup> September 2011

**E-mail:** Democratic\_Services@bathnes.gov.uk

**To: All Members of the Planning, Transport and Environment Policy  
Development and Scrutiny Panel**

Councillor Marie Longstaff  
Councillor Caroline Roberts  
Councillor Malcolm Hanney  
Councillor Geoff Ward  
Councillor Neil Butters  
Councillor David Martin  
Councillor Douglas Nicol

Chief Executive and other appropriate officers  
Press and Public

Dear Member

**Planning, Transport and Environment Policy Development and Scrutiny Panel: Tuesday,  
13th September, 2011**

You are invited to attend a meeting of the **Planning, Transport and Environment Policy  
Development and Scrutiny Panel**, to be held on **Tuesday, 13th September, 2011 at 2.00 pm**  
in the **Brunswick Room - Guildhall, Bath**.

The agenda is set out overleaf.

Yours sincerely

Mark Durnford  
for Chief Executive

**If you need to access this agenda or any of the supporting reports in an alternative  
accessible format please contact Democratic Services or the relevant report author  
whose details are listed at the end of each report.**

*This Agenda and all accompanying reports are printed on recycled paper*

## NOTES:

- 1. Inspection of Papers:** Any person wishing to inspect minutes, reports, or a list of the background papers relating to any item on this Agenda should contact Mark Durnford who is available by telephoning Bath 01225 394458 or by calling at The Guildhall, Bath (during normal office hours).
- 2. Public Speaking at Meetings:** The Council has a scheme to encourage the public to make their views known at meetings. They may make a statement relevant to what the meeting has power to do. They may also present a petition or a deputation on behalf of a group. Advance notice is required not less than two full working days before the meeting (this means that for meetings held on Wednesdays notice must be received in Democratic Services by 4.30pm the previous Friday)

The public may also ask a question to which a written answer will be given. Questions must be submitted in writing to Democratic Services at least two full working days in advance of the meeting (this means that for meetings held on Wednesdays, notice must be received in Democratic Services by 4.30pm the previous Friday). If an answer cannot be prepared in time for the meeting it will be sent out within five days afterwards. Further details of the scheme can be obtained by contacting Mark Durnford as above.

- 3. Details of Decisions taken at this meeting** can be found in the minutes which will be published as soon as possible after the meeting, and also circulated with the agenda for the next meeting. In the meantime details can be obtained by contacting Mark Durnford as above.

Appendices to reports are available for inspection as follows:-

**Public Access points** - Riverside - Keynsham, Guildhall - Bath, Hollies - Midsomer Norton, and Bath Central, Keynsham and Midsomer Norton public libraries.

**For Councillors and Officers** papers may be inspected via Political Group Research Assistants and Group Rooms/Members' Rooms.

- 4. Attendance Register:** Members should sign the Register which will be circulated at the meeting.
- 5. THE APPENDED SUPPORTING DOCUMENTS ARE IDENTIFIED BY AGENDA ITEM NUMBER.**
- 6. Emergency Evacuation Procedure**

When the continuous alarm sounds, you must evacuate the building by one of the designated exits and proceed to the named assembly point. The designated exits are sign-posted.

Arrangements are in place for the safe evacuation of disabled people.

**Planning, Transport and Environment Policy Development and Scrutiny Panel - Tuesday,  
13th September, 2011**

**at 2.00 pm in the Brunswick Room - Guildhall, Bath**

**A G E N D A**

1. WELCOME AND INTRODUCTIONS

2. EMERGENCY EVACUATION PROCEDURE

The Chair will draw attention to the emergency evacuation procedure as set out under Note 6.

3. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

4. DECLARATIONS OF INTEREST UNDER THE LOCAL GOVERNMENT ACT 1972

Members who have an interest to declare are asked to:

- a) State the Item Number in which they have the interest
- b) The nature of the interest
- c) Whether the interest is personal, or personal and prejudicial

Any Member who is unsure about the above should seek advice from the Monitoring Officer prior to the meeting in order to expedite matters at the meeting itself.

5. TO ANNOUNCE ANY URGENT BUSINESS AGREED BY THE CHAIRMAN

6. ITEMS FROM THE PUBLIC OR COUNCILLORS - TO RECEIVE DEPUTATIONS, STATEMENTS, PETITIONS OR QUESTIONS RELATING TO THE BUSINESS OF THIS MEETING

At the time of publication no notifications had been received.

7. MINUTES - 26TH JULY 2011 (Pages 7 - 20)

8. DRAFT BATH PARKING STRATEGY (Pages 21 - 38)

The Bath Parking Strategy sets out Bath and North East Somerset Council's approach to parking issues in Bath, providing a framework for managing car parking spaces for the period 2011 to 2026.

9. INTEGRATED TRANSPORT AUTHORITY

The Panel will receive a presentation on this item from the Group Manager for Planning Policy & Transport.

10. SUBSIDISED BUS SERVICES BRIEFING (Pages 39 - 42)

The Transport Act 1985 places duties on the Council (as the local transport authority) to secure the provision of bus services that it considers appropriate to meet any public transport requirements within the area which would not be provided otherwise. In carrying this out, the Council must have particular regard to the transport needs of the elderly and disabled. This briefing sets out the Council's current position.

11. CORE STRATEGY - PROPOSED CHANGES TO THE SUBMISSION DOCUMENT (Pages 43 - 98)

The Core Strategy has reached a key stage in its preparation. It has been submitted for examination and public hearings are due to in January 2012. The Core Strategy is therefore now under examination. The Inspector has undertaken preliminary assessment of the Core Strategy and has raised a number of concerns which require a response from the Council. Some of these issues may require an amendment to the Core Strategy. If agreed, these amendments will need to undergo community engagement to ensure the Inspector has the full range of views to inform the examination process.

12. DRAFT STRATEGY FOR PROVISION OF PUBLIC TOILETS IN BATH & NORTH EAST SOMERSET (Pages 99 - 136)

The Provision Strategy recognises that local councils are no longer the only providers of toilet facilities and that other providers and options must be brought forward to achieve the aim and objectives outlined. It also establishes a framework for future provision in a range of ways and by a range of providers and with a range of funding sources, to achieve an overall improved standard of quality, quantity and distribution.

13. CABINET MEMBER UPDATE

This item gives the Panel an opportunity to ask questions to the Cabinet Members and for them to update the Panel on any current issues.

14. PANEL WORKPLAN (Pages 137 - 142)

This report presents the latest workplan for the Panel (Appendix 1).

The Committee Administrator for this meeting is Mark Durnford who can be contacted on 01225 394458.

**BATH AND NORTH EAST SOMERSET COUNCIL**

**PLANNING, TRANSPORT AND ENVIRONMENT POLICY DEVELOPMENT AND SCRUTINY PANEL**

Tuesday, 26th July, 2011

**Present:-** Councillors Marie Longstaff (Chair), Caroline Roberts (Vice-Chair), Malcolm Hanney, Geoff Ward, Neil Butters and David Martin

**Also in attendance:** Glen Chipp (Strategic Director , Service Delivery), Matthew Smith (Divisional Director, Environmental Services), David Trigwell (Divisional Director - Planning and Transport), John Betty (Strategic Director, Development & Major Projects), Peter Dawson (Group Manager, Planning Policy & Transport), Graham Evans (Parks and Estates Manager) and Carol Maclellan (Waste Services Manager)

Councillor Tim Ball – Cabinet Member for Homes & Planning  
Councillor Roger Symonds – Cabinet Member for Transport

**1 WELCOME AND INTRODUCTIONS**

The Chairman welcomed everyone to the meeting. The members of the Panel introduced themselves to the assembled members of the public.

**2 EMERGENCY EVACUATION PROCEDURE**

The Chairman drew attention to the emergency evacuation procedure.

**3 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS**

Councillor Douglas Nicol sent his apologies to the Panel.

**4 DECLARATIONS OF INTEREST UNDER THE LOCAL GOVERNMENT ACT 1972**

Councillor Malcolm Hanney declared a personal and non-prejudicial interest in Item 11 (Cabinet Member Response to the Commercial Waste Collection Overview & Scrutiny Single Inquiry Day). He stated that he used to sit on the board of both Future Bath Plus and the BID (Business Improvement District).

Councillor Neil Butters declared a personal and non-prejudicial interest in Item 7 (Bath Transport Package). He stated that his employer, BRB (Residuary) Ltd currently owned the Windsor Bridge.

**5 TO ANNOUNCE ANY URGENT BUSINESS AGREED BY THE CHAIRMAN**

The Chairman declared that she had received no actual urgent business, but wished to ask the Panel to consider a proposal for an item later on the agenda.

She asked for them to give some thought as to how they wished to receive the Cabinet Member Update at future meetings.

## **6 ITEMS FROM THE PUBLIC OR COUNCILLORS - TO RECEIVE DEPUTATIONS, STATEMENTS, PETITIONS OR QUESTIONS RELATING TO THE BUSINESS OF THIS MEETING**

The Chairman announced that five members of the public had registered to speak on agenda item 7 (Bath Transport Package) and that their statements would be heard directly before the item was debated by the Panel.

## **7 BATH TRANSPORT PACKAGE**

The Chairman introduced the members of the public who had registered to speak on this item.

### Jenny Ragget on behalf of David Redgewell

She stated that she wished the Council luck with the revised bid and hoped for a decision soon in relation to limiting the volume of HGV traffic through the City. In addition she recommended that the Cabinet and Panel should read the recent A34 South Coast Study.

### David Dunlop

(A summary of his statement is set out below; a full copy is available on the Panel's Minute Book)

The Atkins report (June 2010) advocates that Flood Mitigation works at Bathampton Meadows should involve lowering the height of the area proposed as a car park in the BTP, by 8.8 metres, to allow it to flood which would put 1400 cars and passengers at risk. We cannot see how such a combination squares with PPS25 Practice Guidelines. Comments in the appendices confirm our suspicions. Depending on water volume and flow rates the area could fill in less than half an hour.

Given PPS25 constraints, B&NES must decide whether Bathampton Water Meadows should contribute to Bath's economy by enabling development downstream in the central area and western corridor (and also protect the World Heritage Site) or just become a car park for folk who could travel more environmentally by bus, train or bike. The site cannot be both.

Councillor David Martin asked how much he thought it would cost for the flood mitigation works.

Mr Dunlop replied that he thought it would cost in the region of £2 -3m.

Councillor Neil Butters asked if he thought the Meadows should be ruled out as an option for parking.

Mr Dunlop replied yes.

### Steve Mackerness

(A summary of his statement is set out below; a full copy is available on the Panel's Minute Book)

The new administration had a completely impossible task to re-work the original BTP by the deadline of 9<sup>th</sup> September. Since the previous administration had no alternatives which had been worked through, it was simply not possible to produce a credible alternative package in the time available.

If the previous administration had had the diligence and determination to properly review its own proposals, it would have concluded that alternatives were required to be sought. Alternatives were suggested, but were dismissed in a pre-emptory manner. The current administration had no alternative, therefore. The ill-conceived scheme could clearly not have passed the higher level of scrutiny which the DfT were now demanding. The scheme simply had to be deleted from the revised funding bid. To do otherwise would have prejudiced the entire funding bid.

The Parish Councils to the east of Bath and the various community organisations are, therefore, convinced that there is no credible case for supporting the retention of the P&R on Bathampton Meadows. We applaud the recognition of this fact by the current administration, and we support their call for a fresh and open-minded review of alternatives to this plan, which, by admission of your own Officers, was incapable of producing the necessary solution to congestion and pollution concerns on the London Road east of Bath.

### Peter Davis

(A summary of his statement is set out below; a full copy is available on the Panel's Minute Book)

Having heard the discussion on transport policy at Full Council on 14 July, and that on the defeated amendment, the policy for a more modest Bath Transport Package - as overwhelmingly agreed - seems very sensible. It is clearly more affordable than the previous BTP, and vastly more likely to win some Government funding, by excluding the two grandiose – and evidently largely ineffective – schemes: the BRT and the A4 Park and Ride.

It is impossible for the Council, let alone any outside body, to develop such alternatives in the short time between this Panel making its comments and the Sept 9<sup>th</sup> latest date for bidding for this cycle of Government funding. So para 2.15 sensibly seeks to “work on alternatives to Bathampton Meadows P&R, possibly involving rail, as part of our future Transport Strategy”, which obviously goes beyond merely re-siting the parking area, and embraces possibly different measures eg demand-reduction measures.

I therefore support the positive transport policy as put before this panel, but I feel that the documentation given you is inaccurate in part. It actually over-stresses some of the dis-benefits of Council policy, without the balancing benefits, and it omits matter in support of the policy it purports to espouse.

John Weston

(A summary of his statement is set out below; a full copy is available on the Panel's Minute Book)

We very much appreciate the work that has been carried out by our Ward Councillors, Councillor Caroline Roberts and Councillor Loraine Morgan-Brinkhurst and, the efforts they have made on our behalf to establish the site of the proposed 250 space Car Park in Newbridge, which we understand will form part of the revised Bath Transport Package.

So far we do not know where the site will be located but we assume that the Council must have a site in mind, if they are to submit details of the revised 'Package' including the Newbridge Car Park, to the Department for Transport by 9<sup>th</sup> September 2011.

All Councillors including Councillors Caroline and Loraine are well acquainted with our concerns regarding the Car Park site proposed in the original 'Package' close to adjoining private properties, including those of pollution, flooding, noise, potential for undesirables gaining easy access to and egress from private properties, disturbance to wildlife and the curtailment of recreational activities carried out on the Newbridge Meadows Village Green.

After taking all these matters into consideration, we sincerely hope that the Council will arrange for a site which takes account of our concerns and, we look forward to being informed of its location as soon as possible.

Councillor Malcolm Hanney asked if he was aware that in the Council's letter of 18th July 2011 to Mr. Emerson (the Inspector appointed in connection with the Draft Core Strategy) it states that no further CPO's will be required as a result of the revised BTP bid and thus that an alternative site was not being considered.

Mr Weston replied no.

Councillor Malcolm Hanney asked if he was aware that changes had been made to the draft minutes of the Council meeting on 14th July 2011 in relation to the amendment proposed by Councillor Loraine Brinkhurst.

Mr Weston replied no.

The Group Manager for Planning Policy & Transport introduced the item to the Panel. He explained that a number of elements had now been removed from the original BTP proposal and that the Bid as it currently stands is deliverable without the need to go through any further statutory processes.

He added that a segregated bus route was still planned to support Bath Western Riverside (BWR) and would likely run from the Windsor Bridge through to Green Park.

Councillor Neil Butters asked if the 9 showcase bus routes could be revealed.



The Group Manager for Planning Policy & Transport replied that a map of the routes was available and that he would send one to all Panel members.

Councillor Neil Butters asked what type of buses would be used on the bus route through BWR.

The Group Manager for Planning Policy & Transport replied that he felt it would be unlikely to use the 'bendy bus' model and that he expected the vehicles to be based on the existing pattern.

Councillor David Martin commented that he felt the route from the A46 / A420 to the Lansdown Park & Ride should be improved as it has poor access through the country lanes.

The Group Manager for Planning Policy & Transport replied that B&NES would need to discuss this with South Gloucestershire District Council.

Councillor David Martin asked for the Cost Benefit ratio for the revised package as opposed to the previous one.

The Group Manager for Planning Policy & Transport replied that the ratio for the revised package was well above two and had been improved by the revisions. He added that the package was very deliverable and affordable.

Councillor Malcolm Hanney commented that he was disappointed in the lack of financial figures available within the report. He then asked the officers present a series of questions.

Councillor Malcolm Hanney asked them to confirm that the capital financing requirements in respect of Newbridge Park & Ride have been overstated and that any bid to DfT will be reduced to reflect only an additional 250 spaces.

The Group Manager for Planning Policy & Transport confirmed that the revised bid included costs for 500 additional spaces at the Newbridge Park & Ride but the final bid will be revised to 250 additional spaces.

Councillor Malcolm Hanney asked for an assurance relating to the viability of the £1.89m referenced as 'BWR Transport Scheme' contained within the revised package. His understanding was that this amount was payable by Crest under the BWR S106 Agreement but only towards the BRT.

He added that without and until Crest's agreement to an alternative, which wasn't evident, shouldn't this element have been deleted from any bid to DfT or be made clearer that the Council would step in to fund this amount if Crest chose not to?

The Group Manager for Planning Policy & Transport replied that he believed that there was enough flexibility within the agreement to enable Crest to honour their commitment.

Councillor Malcolm Hanney asked if the amount of £1,616,500 for City Centre Works had been double-counted. Was it not already being funded under the Council's Public Realm budget?

The Group Manager for Planning Policy & Transport confirmed that this figure was already within the budget for the Public Realm and was part of the Council's local contribution.

Councillor Malcolm Hanney asked if it was the Administration's intention not to renew the planning consents for the BRT route and the Bathampton Meadows Park and Ride, to dispose of any properties acquired in relation to those elements of the Bath Transport Package, and not to protect the BRT route in any way for the future.

The Group Manager for Planning Policy & Transport replied that any decisions on those matters would be a matter for the Council in the future, not at this moment in time.

The Strategic Director for Service Delivery added that such decisions may be worked through as part of the overall Transportation Policy.

Councillor Malcolm Hanney asked for confirmation that the amounts included for Risk (£2,685,144) and Inflation (£1,094,509) will be fully justified as part of the final bid as he felt they currently look very high given the elimination of the BRT, the Eastern Park and Ride and the halving of the Newbridge Park and Ride extension.

The Strategic Director for Service Delivery replied that these figures may of course reduce as they are still being worked on and that he would be happy to make them available once the package has been finalised.

Councillor Malcolm Hanney commented that the amount for vehicles in the report was unchanged at £2,950,000. He asked why a Park & Ride operator would consider anywhere near this level of investment when there was no BRT, no Eastern Park and Ride (1400 spaces) and a halved Newbridge Park and Ride extension?

The Group Manager for Planning Policy & Transport replied that that was a valid point and would review that element of the bid.

The Strategic Director for Service Delivery added that the £2,950,000 appears as both a cost and a source of third party funding in the revised bid and so will not affect the Council's net contribution.

Councillor Malcolm Hanney asked how realistic it was (in the absence of any specific or detailed funding proposals) that the DfT and the Inspector for the Core Strategy will take the Council seriously in terms of a bid to Government for funding and as evidence of a credible Transport Strategy / Core Strategy?

The Strategic Director for Service Delivery replied that section 3.3 of the current report highlighted the revenue reversion risk. He added that officers were evaluating sections 2.15 – 2.21 of the report which includes working on alternatives to Bathampton Meadows P&R, possibly involving rail, as part of our future Transport Strategy.

The Group Manager for Planning Policy & Transport added that he expected the Core Strategy Inspector to ask similar questions and during that inquiry we will show

that the final bid is highly deliverable and that we will need to develop our transport strategy to show how it can support the Core Strategy over the next 20 years.

Councillor Malcolm Hanney asked if, in considering alternatives to the Bathampton Meadows Park and Ride which had now been ruled out, it could be confirmed for the record that Lambridge was not an option given the proposals regarding the Recreation Ground with Bath Rugby?

The Strategic Director for Service Delivery confirmed that Lambridge was not an option as an alternative site to the proposed Bathampton Meadows Park and Ride.

Councillor Malcolm Hanney asked that given the deletion of key elements of the Bath Transport Package which were integral to the Draft Core Strategy, will the Council not be subject to increased challenge as to the deliverability of the Core Strategy with consequential risk of planning applications (that would otherwise have been contrary to the Core Strategy) being approved at Appeal, urban extensions, and serious difficulties in terms of credibility for the Examination by the Inspector including at the public hearings.

The Strategic Director for Service Delivery replied that it will be our job as officers to convince the Inspector that our Transport Strategy can support our Core Strategy. The bid for DfT funding for a revised Bath Transport Package is only part of that Transport Strategy.

Councillor Malcolm Hanney asked why was there no mention of the potential impact on the Council's Parking Strategy in the Council Agenda Paper.

The Strategic Director for Service Delivery replied that the Parking Strategy was being amended in light of the revised bid for the Bath Transport Package and that the Cabinet had asked officers to look at alternative Park & Ride sites as part of the Transport Strategy.

Councillor Malcolm Hanney asked what the prospects for the development of Avon Street Car Park and Coach Park and other key sites were in the absence of a viable Transport Strategy, a viable Parking Strategy and a viable Core Strategy.

The Strategic Director for Service Delivery replied that the Transport Strategy will need to be viable before work on any of these sites takes place. The additional Park & Rides are key to this.

Councillor Malcolm Hanney asked when will the views of the Urban Regeneration Panel (URP) and the Transport Commission be sought on the revised 'Package'.

The Group Manager for Planning Policy & Transport replied that they would both be contacted before the bid was submitted and that he was aware that the Transport Commission was due to meet next month.

Councillor Geoff Ward asked how the revised bid can be seen as value for money when despite the reduction of the overall cost the Council contribution remains the same.

The Strategic Director for Service Delivery replied that the improved cost benefit ratio indicated that the revised scheme was better value for money.

There is no reduction in the Council contribution because the Department for Transport (DfT) have advised that the local contribution is expected to be maintained.

Councillor Geoff Ward asked what the difference in projected traffic reductions between the two bids was.

The Strategic Director for Service Delivery replied that the bid should not simply be seen as a scheme to reduce traffic flow. He added that it should also be noted for the contribution it will make to Economic Growth and Development. He said he would be happy to send to the Panel the corresponding figures in relation to CO2 and noxious emissions.

Councillor Caroline Roberts asked for clarification on which bus companies will be used for the service to BWR and the new Park & Ride service.

The Group Manager for Planning Policy & Transport replied that the Park & Ride contract will be re-tendered and that we might want to serve BWR using one of the existing bus routes from the west not necessarily the P&R buses.

The Chairman asked if a timeline had been set for sections 2.15 – 2.21 of the report.

The Strategic Director for Service Delivery replied that there was not as these are intended to form part of the development of the Transport Strategy.

Councillor Malcolm Hanney commented that he found it odd that the DfT would approve a bid without an approved Transport Strategy.

The Strategic Director for Service Delivery replied that elements of the revised bid are still within the current strategy.

Councillor David Martin expressed his view that the Council should use Low Carbon Emission buses where possible within the new package.

The Group Manager for Planning Policy & Transport replied that the Council can express exactly what form the vehicles should take for the P&R service.

The Chairman commented that she also felt a lack of confidence relating to the financial figures within the report.

Councillor Malcolm Hanney asked that the revised financial figures of the bid be referred back to an open session of the Cabinet prior to the bid being submitted.

Councillor Caroline Roberts disagreed with this proposal and felt the views of the Panel could be passed to the Cabinet Member.

The Strategic Director for Service Delivery commented that the final bid itself will be open to the public.

The Chairman asked the Panel to vote on the proposal from Councillor Hanney to refer the revised financial figures of the bid back to an open session of the Cabinet prior to the bid being submitted.

3 members of the Panel voted in favour of the proposal, 3 voted against and there were no abstentions. The Chairman of the Panel has the discretion to use a second vote in this situation which resulted in the proposal being carried.

The Panel **RESOLVED** to ask that the revised financial figures of the bid be referred back to an open session of the Cabinet prior to the bid being submitted.

## **8 GREEN SPACES STRATEGY UPDATE**

The Divisional Director for Environmental Services introduced this item to the Panel. He explained that the strategy had developed following extensive technical research and community consultation and that it had established new local standards for the amount, distribution and quality of green space within the district.

He also wished to highlight section 1.4 of the appended Action Plan which showed that between 2007 and 2009 £300,337 had been secured via section 106 agreements.

Councillor Neil Butters commented that he had noticed recently that a changing demographic within his ward was the increase in the number of young children and asked if an analysis was required on the provision of green spaces.

The Divisional Director for Environmental Services replied that the 2011 Census results would help when the Strategy is refreshed and that we will work with partner organisations, including Parish Councils to assess needs.

Councillor David Martin commented that he felt there should be a higher provision of allotments as he believed there was a high demand for them.

The Divisional Director for Environmental Services replied that the previous administration had given its backing to creating a further 200 plots and he believed that the new Cabinet Member was minded to support this proposal.

Councillor Caroline Roberts asked what could be done to address the satisfaction levels with regard to the provision of green spaces within Midsomer Norton & Radstock.

The Divisional Director for Environmental Services replied that he felt the approved provision needed to be addressed.

Councillor Geoff Ward asked if any progress had been made on the preparation on a district wide Landscape Strategy.

The Divisional Director for Environmental Services replied that this was aspirational at the outset of the Green Spaces Strategy. He added that since that time funding within the service had continued to fall and that some of the earlier aspirations were therefore undeliverable.

The Chairman asked the Panel to approve the recommendations within the report.

The Panel **RESOLVED** to:

(i) Note the update provided and agrees that

(ii) The Green Spaces Strategy will be reviewed and revised in accordance with the appended programme.

## **9 COMMUNITY INFRASTRUCTURE LEVY (CIL) / S.106 PLANNING OBLIGATIONS**

The Divisional Director for Planning & Transport introduced this item to the Panel. He explained that the Community Infrastructure Levy (CIL) is intended to largely replace Section 106 agreements. He added that the CIL will enable local planning authorities to raise funds from developers undertaking new building projects in their area. The funds can be used for a wide range of infrastructure that is needed as a result of the development.

Based on housing planned through the Core Strategy, CIL and scaled backed Planning Obligations has the potential to approximately raise £36 million over the plan period up to 2026. However, the funds generated by CIL will be dependent on the viability assessments. CIL can also be levied from commercial development such as retail, hotels and office development. The potential revenue depends of the level to which CIL is set for each of these uses.

Implementation of the CIL is dependent on the adoption of the Core Strategy. An Infrastructure Delivery Programme is also required which has already been prepared in B&NES.

Councillor Geoff Ward asked how an application is separated from the funding received.

The Divisional Director for Planning & Transport replied that absolute transparency was paramount with each application received.

Councillor Neil Butters asked how the CIL was likely to be received by the business community.

The Divisional Director for Planning & Transport replied that he felt it would be broadly welcomed as developers currently do not know what they need to provide to the Council in order to process a scheme. He added that if it were minded to the Council could form a list of priorities for the funding that is secured.

Councillor David Martin commented that in his role as the Member Champion for Climate Change he would like to see the CIL used to provide renewable energy.

The Divisional Director for Planning & Transport replied that it would be possible to bring forward capital projects in the future.

Councillor Malcolm Hanney asked if the CIL would cause any problems for the Development Control Committee in terms of whether funding would be available from CIL funds for critical infrastructure necessary for any specific application before them.

The Divisional Director for Planning & Transport replied that clarity will be needed when the CIL is approved and Members should be advised accordingly. He added that in general it should lead to shorter debates at the Committee.

The Chairman requested that the Panel be updated further on the progress of the CIL in September.

The Panel **RESOLVED** to:

- (i) Note the programme and arrangements for the preparation of the CIL in B&NES.
- (ii) Receive an update report on the progress of the CIL in September.

## **10 FOOD WASTE RECYCLING COLLECTIONS UPDATE**

The Waste Services Manager introduced this item to the Panel. She informed them that between 4<sup>th</sup> October 2010, when Food Waste collections began and 31<sup>st</sup> March 2011 a total of 2,389 tonnes of food waste had been collected. This helped the Council reach an overall recycling rate for the year of 46%.

Participation monitoring was carried out in March 2011 and this showed that 59% of residents were using their food waste caddies and bins. The containers also help reduce bird and animal scavenging of black bags. In areas of high take up there has been a noticeable difference where scavenging had previously been a problem.

Councillor Neil Butters commented that he was impressed at how well the scheme had taken off. He asked if rural properties were more inclined to participate in the scheme.

The Waste Services Manager replied that participation really depended on the type of property that people lived in and the storage space that they had available. She added that home composting was popular in rural areas.

Councillor Geoff Ward asked for further information on how the scheme was helping to combat scavenging.

The Waste Services Manager replied that the food waste containers are rigid and lockable. She added that the Council was also working with the residents of New King Street to use stronger bags for refuse to see whether these would affect scavenging.

Councillor Caroline Roberts commented that she felt that not many households these days bought newspapers and wondered if anything could be done to aid the public in finding suitable liners for their containers.

The Waste Services Manager replied that the Council was looking into the possibility of whether liner bags could be subsidised.

The Panel **RESOLVED** to note the update report.

## 11 CABINET MEMBER RESPONSE TO COMMERCIAL WASTE COLLECTION OVERVIEW AND SCRUTINY SINGLE INQUIRY DAY

The Chairman asked Councillor Caroline Roberts to introduce this item to the Panel as she had been the Chairman of the Safer & Stronger Communities Panel at the time of the inquiry.

Councillor Caroline Roberts explained that in February 2011, the Safer and Stronger Communities Overview and Scrutiny Panel held a single inquiry day to look at how to improve commercial waste collection in Bath and North East Somerset. The day brought together representatives from commercial waste collection companies, local businesses and Council officers.

She added that a report from the meeting was produced with 8 recommendations for the then Cabinet Member for Service Delivery and that this was presented at the last Safer Stronger Communities Panel meeting in March 2011. The recommendations from the report appeared on the Weekly List on 27<sup>th</sup> May 2011 for the newly appointed Cabinet Member for Neighbourhoods to respond within six weeks.

The Waste Services Manager added that 7 of the recommendations had been accepted with 1 being deferred until September 2011.

Councillor Malcolm Hanney asked for some clarity on what was hoped to be delivered in what timeframe in accordance with the recommendations.

Councillor Caroline Roberts stated that Environmental Services now had greater powers to enforce (against littering and dog fouling offences for example) and that any income received could be ring fenced to a particular area of the Service.

The Panel **RESOLVED** to agree to receive an update on outcomes of the single inquiry day at a future meeting including recommendation 6 which had been deferred.

## 12 CABINET MEMBER UPDATE

The Chairman thanked Councillor Roger Symonds in his absence for his update paper and suggested that the Panel should ask to receive a similar paper from the other relevant Cabinet Members 24 hours prior to each meeting.

The other members of the Panel agreed with this proposal.



### **13 SUSTAINABLE GROWTH AGENDA (INC HOUSING)**

The Strategic Director for Development and Major Projects introduced this item to the Panel. He explained that the directorate was focused on delivering Sustainable Economic Growth as set out in the Economic Strategy of April 2010 and the Smart Economic Growth Cabinet paper of November 2010.

He added that the delivery of this is manifested through Business development and support, Regeneration and Development projects, Housing Delivery and the continued delivery of Capital projects.

The ability of the Council to deliver its priorities and aspirations in this area will depend on the alignment of policies in Planning, Transport and the ability of the Council to influence and encourage growth and development through its asset base and influence.

He stated he would be happy to issue the Panel with further reports on the matter if they wished him to.

The Chairman asked if he could give a summary of the current state of play with regard to this work area.

The Strategic Director for Development and Major Projects replied that they were entering into the delivery phase and that there were significant challenges ahead in bringing forward development, but there were also major opportunities through Bath City Riverside, Bath Western Riverside, Bath Quays South, Manvers Street, Norton Radstock Regeneration, MOD Sites, Keynsham, Somerdale and Temple Street.

The Chairman suggested that a further update be given to the Panel in September.

The Panel agreed with this proposal.

### **14 PANEL WORKPLAN**

The Chairman introduced this item to the Panel. She reminded them that during the course of the meeting they had agreed to receive a further report on Sustainable Growth at their September meeting. They had also agreed to add to the Future Items section of the workplan reports on the CIL and the Single Inquiry Day.

The Chairman then asked the other Members of the Panel if they had anything they would like to add to the workplan or to move any item that was currently on there.

Councillor Malcolm Hanney asked for the Parking Strategy and the Draft Core Strategy to be placed on the workplan for September.

The Chairman informed the Panel that she had been asked by officers to put the emerging provision strategy for public toilets in Bath & North East Somerset on the workplan for September. She also felt it would be worthwhile for them to receive information on the Independent Transport Commission the provision of Public Transport.

Councillor David Martin asked for a report on Climate Change to be moved on the workplan to September.

Councillor Caroline Roberts asked for a report on the introduction of 20mph speed limits to be added to the workplan.

The Panel agreed with all of the proposals made.

The meeting ended at 5.10 pm

Chair(person) .....

Date Confirmed and Signed .....

**Prepared by Democratic Services**

**BATH AND NORTH EAST SOMERSET COUNCIL  
PLANNING, TRANSPORT AND ENVIRONMENT PANEL  
13<sup>th</sup> SEPTEMBER 2011**

## DRAFT BATH PARKING STRATEGY CONSULTATION

### 1. INTRODUCTION

The Bath Parking Strategy sets out Bath and North East Somerset Council's approach to parking issues in Bath, providing a framework for managing car parking spaces for the period 2011 to 2026. The plan covers all aspects of parking including:

- on and off-street parking;
- Park and Ride;
- future parking demand;
- residential parking standards and enforcement;
- management issues.

### 2. AIMS

The aim of the strategy is to help improve the quality of life of the people of Bath by establishing a balance between the social, economic, cultural and environmental needs of the whole community. The Plan aims to reduce the need for drivers to travel to and from the city centre reflecting concerns about the impact of traffic congestion on the environment and historic fabric of the World Heritage city, while providing parking provisions that meet a sustainable demand.

Parking cannot be considered in isolation and the objectives need to reflect the council's overall aims. The principles need to be consistent with other key documents and policies including the Sustainable Community Strategy, Core Strategy, Local Plan, Joint Local Transport Plan 3 and Equalities Act. It is also important that parking policies are compatible with the council's economic objectives for the city.

### 3. OBJECTIVES

The strategy aims to complement policies to reduce traffic growth by controlling the availability of parking spaces, both on and off street, and by managing the overall supply to meet priority uses. In this way, the management of parking can support policies to promote economic development and support town and city centres by assisting with the reduction in the levels of congestion.

The objectives of the policy are to

:

- Manage travel demand by introducing restraint-based car parking standards to avoid the over provision of car parking spaces and provide disable 'blue badge' parking spaces
- Sustain and enhance the vitality and viability Bath by the introduction of transport policies which support the prosperity of the city and provide a balance of good public transport and short stay parking;
- Effectively manage the total parking supply which include all types of parking and consider short stay priorities, regulation, charges and enforcement.

## 4 POLICY CONTEXT

### 4.1 Legislation

#### 4.1.1 Legal Background

It is the duty of the local traffic authority to exercise the powers conferred by the Road Traffic Regulation Act 1984 as amended (RTRA) to secure the expeditious, convenient and safe movement of traffic and the provision of suitable and adequate parking facilities so far as this is practicable. In recognition of the demand to park and the need to control that parking, legislation exists to prohibit parking (waiting) and to provide spaces where vehicles can be legally parked.

RTRA empowers the Council to control waiting and loading and to provide parking places. Parking can be provided free of charge, or a charge may be made.

#### 4.1.2 The Traffic Management Act 2004

The main objective of the TMA is to reduce congestion and disruption on the road network. The TMA enshrines the Network Management Duty, to help and encourage local traffic authorities to achieve its traffic aims including allowing certain contraventions of the law, such as parking offences, to be dealt with by civil means by Civil Enforcement Officers, rather than through the criminal process.

#### 4.1.3 The Equality Act 2010

Local authorities must have regard to the desirability of exercising functions which are of a strategic nature in a way that is designed to reduce the inequalities of outcome which result from socio-economic disadvantage.

In the context of the parking strategy, the Equalities Act particularly applies to disabled people and the provision of disabled car parking places outside or reasonably close to places of residence and destinations. The security of parking places to reduce the fear of crime is also an important consideration across all equality groups.

### 4.2 National Guidance

#### 4.2.1 Government White Paper: Creating Growth, Cutting Carbon

The Government's vision is for a transport system that is also an engine for economic growth, but one that is also greener and safer and improves quality of life.

Effective sustainable transport is delivered through solutions developed for the places they serve, tailored for the specific needs and behaviour patterns of individual communities and letting the local authorities decide what is best.

#### 4.2.2 Planning Policy Guidance

Recently announced changes to Planning Policy Guidance give greater freedom to local authorities to adopt the right policies for their area. Local authorities will consider how their parking strategy should best fit with their overall strategy for promoting sustainable transport choices and the efficient use of land, enabling schemes to fit into central urban sites, promoting linked-trips and tackling congestion.

Local authorities set their own parking policies and charges to meet the needs of the local area. The need for parking in city centres may be reduced through well placed and well used Park and Ride schemes. For new residential developments, a parking strategy can include setting minimum or maximum levels of parking places, depending on what is right for the area.

To create the parking provision for electric vehicles, local authorities are encouraged to provide electric vehicle charging infrastructure in new developments, where this does not affect the development's overall viability. Local authorities may also wish to set aside some residential car parking spaces solely for car club vehicles.

#### 4.3 West of England Joint Local Transport Plan (LTP3) 2011-2026

The supply and management of car parking is closely linked with the demand for car use and this in turn affects traffic levels, especially in peak periods and, ultimately, congestion. It is a key part of our range of demand management measures for tackling congestion and traffic growth in some areas.

Parking controls can be used, where appropriate, as part of an integrated strategy to contribute to:

- Reduce vehicle trips to central areas during the peak providing congestion, local air quality, health and carbon reduction benefits;
- Improving the financial viability of bus, Park and Ride and rail services;
- Encouraging shorter trips within the urban areas to transfer to walking, cycling and public transport;
- Lock in the benefits of reduced traffic by reallocating road space to people through public realm enhancements;
- Improving quality of life in both residential areas as well as the city centres through greater opportunities for active travel, less motorised travel movements and emissions.

#### 4.4 B&NES Local Plan Parking Policies

POLICY T.26 Development will only be permitted if an appropriate level of on-site servicing and parking is provided having regard to:
i. the maximum parking standards and the suggested provision for drivers with disabilities and cycle parking set out in the schedules attached to this policy and any additional standards which may be adopted by the Council;
ii. the proposed use, any need for on-site provision to ensure its efficient operation, and the likely extent of movement to and from the site;
iii. the environmental capacity of both the site and its surroundings to accept parking;
v. the capacity of the local highway network and the need to control any increase in traffic levels;
v. the need to ensure highway safety;
vi. the accessibility of the site by public transport, including Park and Ride;
vii. the ease of access by cycle or on foot;
viii. the availability of public car parking in the vicinity of the site;
ix. the provisions of any travel plan which may be submitted by or on behalf of the proposed occupier of the premises.

## 5. ON-STREET PARKING

### 5.1 Policy Objectives

The on-street parking policy objectives are:

- To provide improved parking facilities for city residents and short stay parking for visitors to local shops and businesses.
- That the Controlled Parking Zone scheme should provide enough income to enable sufficient levels of enforcement to cover the additional restrictions and residents parking facilities.

### 5.2 Controlled Parking Zone (CPZ)

Bath city centre is divided into a Central Zone and 14 Inner Zones with on-street parking control containing 1635 and 6115 and respectively– this is called the Controlled Parking Zone (CPZ).

The Central Zone is subdivided into two areas to control the duration of stay for pay and display customers, with either a 1 hour limit or 2 hr limit.

Six streets in Zone 1 provide pay and display parking for 2 or 4 hrs maximum stay: Henrietta Street; Grove Street; Laura Place; Great Pulteney St; William St (all 2 hr max) and Henrietta Road (4 hrs max).

In zone 6, Royal Avenue (4 hrs max) and Marlborough Lane (10 hrs max) also have pay and display.

In the remainder of Zones 1-9, 10-14 there is no pay and display and spaces are designated for residents and short stay free parking bays to support commercial activities. Some sections of unrestricted parking remain, including a section of Weston Road on the north side of Royal Victoria Park.

Resident permit holders can park within their designated zone at all times. The only exception in the CPZ is disabled blue badge holders who are entitled to park in these bays for an unlimited period.

In the 6 Outer Areas, the 10078 parking spaces are generally unrestricted with some pocket of limited waiting and residents' parking to address specific parking issues. Individual residents' parking orders exist in Bathwick and in streets around Royal United Hospital.

### 5.3. Residents' permits

#### Residents' permits

All residents living within controlled parking zones are entitled to apply for on-street parking permits.

In the Central Zone residents' permits currently cost £90 per annum restricted to one per household. In Zones 1-16, permits are restricted to 2 per household with the first permit costing £93 pa and the second permit costing £140 pa.

There is free overnight parking for Central Zone permit holders in Charlotte Street and Avon Street car parks.

## Visitor permits

Residents within the Controlled Parking Zone may purchase up to 1000 parking hours per household using an electronic permit or a maximum of 100 paper permits valid for one day. Visitor permits enable their visitors to park in on-street bays without time restriction.

## 5.4 Parking surveys

### Parking surveys

In order to ascertain whether the current parking policies and objectives are being met or need to be modified, a comprehensive on-street parking survey was carried out in June and July 2009.

The first part of this process involved collecting data to establish the baseline for the current on-street parking usage. Manual parking counts were carried out in the existing Controlled Parking Zones on a weekday and Saturday (see Fig 1 for extent of zones).

These times were chosen to represent a typical weekday peak, evening peak and weekend peak, and to assess any seasonable differences.

### On-street parking occupancy results

The average occupancy surveyed in Zones 1-14 is fairly constant at around 45% on both weekdays and Saturdays. Car park occupancy is significantly higher in the Central Zone at between 71% and 100% with all on street parking spaces fully occupied on Saturday from 7pm onwards.

Zone	Total Spaces	Max/ Min Occupancy Weekday (%)	Max/Min Occupancy Saturday (%)
Central Zone	936	87/71	82/100
Zone 1	629	60/52	63/55
Zone 2	470	55/42	55/47
Zone 3	564	47/44	45/40
Zone 4	234	62/45	48/60
Zone 5	584	47/33	38/30
Zone 6	338	63/54	68/57
Zone 7	695	63/54	59/56
Zone 8	278	45/39	33/30
Zone 9	-	-	-
Zone 10	699	19/16	23/19
Zone 11	388	44/35	36/29
Zone 12	150	59/42	63/55
Zone 13	-	-	-
Zone 14	211	11/5	8/7

In the Outer Zones the occupancy is fairly constant varying between 30% and 38%.

## 6. OFF-STREET PARKING

### 6.1 Introduction

This section considers off-street parking in terms of public car parks that can be used by any motorist. A separate section considers private non residential parking and business user parking in the city. There are currently 11 public car parks serving the city centre and three Park and Ride car parks, providing a total capacity of 5273 spaces.

This total includes the Bath Spa Station, Broad Street, Cattle Market, Cricket Ground, Kingsmead Square, Manvers St, Podium, Saw Close, Sports Centre, Charlotte St, Avon Street car parks and Lansdown, Newbridge and Odd Down Park and Ride Sites.

### 6.2 Current policy

The current off-street parking strategy for Bath is a balanced parking strategy that provides high quality Park and Ride car parks for long stay parking, while maintaining some city centre car parks for medium and short stay use and allowing some controlled on-street parking for short stay.

The strategy is aimed at reducing the need for traffic to enter the city to seek car parking spaces, which left unchecked would threaten both the historic fabric and quality of the environment in the city.

The off-street parking objectives are to:

- To provide for the future parking demand using Park and Ride sites situated on the edge of the city.
- To implement a charging structure that allows mainly short and medium stay parking in city centre car parks.

### 6.3 Parking surveys

In order to confidently make decisions regarding the future strategy for the city's off-street parking and to establish whether the current principles are still valid, baseline data in the form of parking counts and survey information has been gathered.

Manual parking counts were carried out in June 2009, on a weekday and a Saturday at all 11 car parks serving the city centre, excluding the Southgate car park which was under construction at the time. The counts were taken between 6am and 9 pm.

These times and dates were chosen to represent typical peak usage figures on a weekday and at weekends.

### 6.4 Analysis of Data

#### Weekday

On the weekday peak, there were 880 and 420 empty car parking spaces in city centre car parks and park and ride sites respectively.

The city centre car parks having the most spare capacity were Avon Street Car Park (150 spaces) and Charlotte Street Car Park (256 spaces).

#### Evening

At 8.30pm on Saturday evening, there were 1161 empty car parking spaces.



Saturday

On the Saturday peak, in the city centre and park and ride sites there were 652 and 745 empty parking spaces respectively.

### 6.5 Setting the demand baseline for future parking provision

Where to set the demand baseline on which future parking provision should be based is a key question. If set too high, then the consequence of many empty parking spaces represents an inefficient use of assets. If set too low the following consequences are likely:

- increased congestion as drivers search for spaces;
- constrained economic growth for business/employment opportunities;
- Bath's position a major retail hub threatened; and
- reduced economic benefits brought by tourism and culture.

The Institution of Highways and Transportation report 'Parking Strategies and Management 2005' states that peak demand should not exceed 85 percent of supply at any parking location. The 2009 survey data shows that city centre car parks to be at 80% capacity.

#### Changes since June 2009

In November 2009, Multi Developments opened the new Southgate underground car park with 876 spaces (including 53 for disabled and 140 for rail customers). This replaced the former Ham Gardens multi storey car park (654 spaces demolished in 2007) and the former Euro Car Park in Dorchester St (59 spaces).

During 2011, a further 130 spaces will be removed from Bath Spa railway station during Phase 3 of the Southgate Development. In summary, the Southgate development, which includes an additional 20,000m<sup>2</sup> of retail spaces over and above the previous level, provides an additional 33 parking spaces. Therefore since the 2009 survey was undertaken there have been significant changes in both the demand for car parking and level of car parking provision.

**Action A1: An occupancy survey of all city centre off street car parks and park and rides sites be undertaken annually to monitor changes in parking demand and provision.**

As stated in the Parking Aims (2.0), the parking strategy must be compatible with the council's other objectives, in particular enhancing the economic viability of the city.

It is evident that the highest demand for parking is on the lead up to Christmas when all available car parks are full. As the Christmas season is economically the most important period of the year for the retail sector, it is proposed to set the baseline for future parking provision at existing car parking levels.

**Principle P1: The existing number of public car parking spaces will be used as the baseline to monitor and predict changes in demand as a result of future economic growth.**

### 6.6 Predicting parking growth

One of the key aims of the Bath Public Realm and Movement Strategy is to reduce travel demand and to encourage more journeys by sustainable means. One of the main ways this can be achieved is by managing demand through parking controls. It is notable that since the current parking strategy was adopted, car trips into the city centre have reduced.

## 6.7 Parking strategy to reduce congestion

As discussed in the sections above, we will be setting the baseline for future parking provision on the demand during the Christmas period when all car parks are full and assessing the parking growth based on current trends towards sustainable transport.

However we are not adopting an unsustainable 'predict and provide' approach. The parking strategy is a key component in a balanced traffic management plan aimed at reducing car usage and dependency and easing congestion.

This has been the fundamental principle of the current parking strategy and needs to continue if the traffic reduction and congestion objectives in the Bath Public Realm and Movement Strategy are to be realised. The principle is not only to provide for future sustainable growth at Park and Ride sites, but at the same time achieve a modal shift towards walking, cycling and public transport. It is this modal shift towards increasing sustainable transport modes that produces the traffic reduction and congestion benefits.

To meet regeneration objectives, the Core Strategy has allocated a number of city centre car parks for mainly for employment use to 2026. An allocation does not necessarily mean the loss in the number of overall car parking spaces, as options for building over and retaining all or some of the spaces or decking over existing car parks will be considered.

This policy meets two key objectives:

- To continue the shift in parking from the city centre to Park and Ride car parks situated at the edge of the city.
- To maximise housing and economic development on land that has been previously developed within the urban areas.

The car parks which are currently allocated for economic regeneration are as follows:

- Saw Close
- Cattle Market
- Manvers Street
- Avon Street Car Park

### **Principle P2: To maintain public car parking provision in the city centre at existing levels**

## 6.8 Parking demand and provision table 2016 to 2026

This table shows the Core Strategy growth predicted car parking demand based on Census 2001 travel to work data.

	2016	2021	2026
Provision	870	870	870
Demand	680	1355	2030
Surplus/deficit	+190	-485	- 1160

This shows that by 2021 there will be a predicted shortfall of 485 spaces and by 2026 a predicted shortfall of 1160 spaces.

However with current trends in sustainable transport use expected continue, supported by further investment in sustainable transport, the demand for car parking spaces in Bath city centre may be

expected to reduce in the future by at least 12% by 2026. This is equivalent to a reduction in parking demand of about 1150 spaces, which will be sufficient to ensure provision meets demand.

However the future demand for parking will need to be closely monitored to ensure modal shift is taking place and investment in sustainable modes of transport is sufficient to support behavioural change.

### **Principle P3 :To meet any increases in parking demand by extending Park and Ride provision at Odd Down, Lansdown and Newbridge**

#### 6.9 Other factors affecting parking demand

There are a number of other factors which will affect off-street parking demand and capacity in the future:

- (a) New residential developments that provide a low level of car parking in line with planning policy.
- (b) New business that provide a low level of car parking in line with planning policy.
- (c) Use of Park and Ride sites as transport interchanges to provide links to schools, colleges and for large employers.
- (d) Extending on-street parking controls in favour of residents.
- (e) Impact on Bath from growth of Bristol and West Wiltshire towns.
- (f) Increased use of internet shopping.
- (g) Investment in Bristol and West Wiltshire towns which may increase retail 'leakage' to Bath
- (h) Parking restrictions in Royal Victoria Park

The objective of modal shift from the private car to other forms of transport is taken into account in the proposed increase in park and ride spaces

With the exception of points (f) and (g), all the other factors are likely to increase the demand for off-street parking within the period of this strategy. However the parking demand implication of many of these factors is difficult to predict and further studies will be required in the future.

#### 6.10 Park and Ride

Bath is currently served by three purpose built full time Park and Ride sites covering three of the main approaches to the city - from the north, east and west (M4/M5/A420), south (A367) and west (A4/A39). In addition a Saturday only service operates from the University of Bath. Over 1.7 million people have used these Park and Ride services in the 12 months, representing a saving of around 1.5 million car journeys into and out of the city centre.

Increasing the number of Park and Ride spaces can be achieved by either constructing new sites or extending sites.

##### New sites

The main route into the city currently not served by a Park and Ride site is the A4 which serves an area of Wiltshire between Chippenham and Trowbridge. However, this corridor is served by regular bus and rail services and further rail improvements, such as main line electrification, are proposed. Therefore a site situated on this route is not considered appropriate at this time.

## Increasing capacity

As part of the Bath Transportation Package it is proposed to expand car parking provision at each of the three existing park and ride sites to accommodate future parking demand.

### Lansdown

**Action A2: To implement a 390 space expansion at Lansdown Park and Ride.**

### Newbridge

**Action A3: To implement a 250 space expansion at the current Newbridge Park and Ride site**

### Odd Down

**Action A4: To implement a 230 space expansion at the current Odd Down Park and Ride site.**

## Hours of operation

The current hours of operation at the Park and Ride sites are 6:15am to 20:30 pm Monday to Saturday. During the Christmas shopping season services also operate on Sundays. Services may also run on Sundays to support special events such as the Bath Half Marathon and Bath Rugby fixtures.

However, future increases in demand for Sunday shopping may support an extension to the service to include Sunday operation at all three sites.

**Action A5: To continually review the hours of operation of Park and Ride in consultation with local employers and retailers.**

## Increasing bus capacity/frequency at peak times

A new bus contract will be let in 2012 and this provides the opportunity to increase capacity and frequency of buses at the peak times.

**Action A6: To investigate ways of increasing passenger capacity on Park and Ride buses at peak times.**

## Improve Park and Ride bus journey times

It is important that Park and Ride bus frequencies are reliable and journey times into the city centre are less than for other motorists, particularly in the congested peak hours.

**Principle P4: To continue to support the introduction of bus priority measures that improve journey times for Park and Ride buses.**

## Tariffs

All day parking and unlimited travel is currently £3 per passenger on weekdays and £2.50 per passenger on Saturdays with accompanied children travelling free. This compares with all day parking in city centre car parks of £8.50 for upto 11 hours. Concessionary bus pass users can use the service free of charge.

A ten ticket journey card is also available to regular users for £12, which provides up to 20% discount. The cost of on and off-street parking charges are considered annually.

**Principle P5: The tariff structure will continue to encourage long stay parking at Park and Ride sites.**

### Publicity

Bath has been very successful at promoting Park and Ride through advertising, leaflets, and bus livery. Park and Ride will be promoted as part of the Local Sustainable Transport Fund measures to potential users.

### Park and Rides as transport interchanges

There is potential to use the Park and Ride sites as transport interchanges for network buses linking major employers in the city and also linking rural services. This provides significant traffic reduction benefits in the city. For example a demand responsive bus service to the Royal United Hospital and a bus service to Wessex Water headquarters operates from the Odd Down Park and Ride site. Wellow Parish Council also run a minibus to the Odd Down Park and Ride site. It is worth considering the possibility of extending the transport facilities offered at Park and Ride sites further, such as camper van parking and coach overflow parking facilities.

Park and Ride is now seen by large employers as a convenient way of addressing their travel plan objectives of reducing on-site parking for staff or visitors. The success of these planning policies is one of the reasons that park and ride facilities require expansion.

### Information signage

It is vital that drivers are provided with reliable and up to date information regarding parking spaces in the city.

A car park management system consisting of variable message signs displaying the number of car park spaces is proposed to expand the current car park management system.

The system will make use of new technology to provide more targeted and effective traffic and parking information; for instance, by linking with the Urban Traffic Management Centre (UTMC), traffic and congestion reports could be displayed as well as real-time information on parking and journey times into the city centre.

Currently only 2 car parks are covered by the variable message signs: Avon Street and Southgate.

The coverage will be extended to include all of the main city centre car parks and Park and Ride sites.

It is particularly important to advise motorists before they reach our Park and Ride sites if city centre car parks are full or if there is city centre congestion to enable them to make informed decisions on where to park.

Previous studies have shown that up to 30 per cent of urban traffic can be accounted for by drivers driving to, or searching for, car parking spaces. The information that will be provided will allow drivers to decide at a much earlier stage of their journey at which car park they are most likely to find a space.

This advanced car park management system, proposed as part of the Bath Transportation Package will reduce the time and frustration spent searching for spaces and consequently ease traffic congestion in Bath.

**Action A8 To extend coverage to all main car parks and Park and Ride site and provide variable message signs capable of displaying real-time traffic and parking information.**

## 6.12 Conclusions

This section has assessed the manual parking data and considered the principles on which to base future parking provision. It has predicted what the future parking demand is likely to be and how this should be met.

In conclusion, the strategy is not based on an unsustainable 'predict and provide' approach but is part of a balanced, transport action plan that aims to reduce car dependency and usage, and manage parking demand.

## 7. BUSINESS USER PARKING

### 7.1 Permit System

Parking permits are available to business users who need to park close to their place of work in order to undertake regular journeys to and from that place of business throughout the day.

Two permits are available per business with the first permit costing £110 and the second permit costing £165, but may only be used in Zones 1-14.

To apply for a business user permit, applicants need to declare that the need for the permit is for operational reasons, for example as part of a Travel Plan, and not simply for convenience.

**Principle P6: To continue to provide an appropriate level of business user parking spaces in the city centre.**

### 7.2 Landlord permits

Landlord permits are available for visitors staying in the city at a cost of £350 pa in Zones 1,2,3 and £1000pa in all zones.

## 8. PRIVATE NON-RESIDENTIAL (PNR) PARKING

Private non-residential parking is usually defined as off-street parking provided to meet the needs of any non-residential development. It is privately controlled and not available for general public use, and most often described as office parking.

A considerable number of traffic movements occur in the peak hours across the city centre due to the existence of large numbers of PNR car parking areas. It is estimated that some parking spaces 1848 private non-residential parking spaces currently exist within the Central and Zone 1 CPZ. Planning policies restrict the provision of these car parking areas in new developments. For office and shopping developments, private non-residential parking is limited to operational needs only, with the balance provided in shared use car parks as part of the overall parking strategy.

A Travel Plan Forum for the major employers and higher academic establishments in Bath has been established to promote and develop travel plans and investigate partnership working with stakeholders and transport providers.

## 9. PARKING STANDARDS FOR RESIDENTIAL DEVELOPMENTS

### 9.1 Background

The current parking standards for new residential developments are contained in the Local Plan. However the government no longer require maximum car parking standards for residential development to be set and it is for local authorities to determine what local parking standards may be appropriate

For example residential parking standards may be based on car ownership levels obtained from census data. This information can then be used to develop a parking matrix to determine maximum standards for different types of location, for example, city centre, urban, suburban, rural and remote rural. Consideration also needs to be given to the availability of alternative modes of transport and the location of services.

### 9.2 Policy issues

A policy of low car parking provision in new sustainable developments close to the city centre is a key part of the overall traffic management strategy to reduce travel demand and car usage.

This policy brings into question two main issues: what level of car parking provision is appropriate and whether residents of these developments should be allowed on or off-street parking permits.

**Action A10: Review local residential parking standards appropriate to different types of location and levels of accessibility to sustainable transport.**

## 10. PARKING FOR DISABLED PEOPLE

It is recognised that cars are often the only viable form of transport for some residents and it is essential that those drivers with mobility problems have sufficient parking provision. It is also important that a sufficient number of blue badge holder spaces are situated close to the city centre.

The council will seek to increase the amount of disabled spaces where possible and will ensure that if some city centre parking spaces are reduced in line the local plan allocations, then this will not result in an overall reduction in the number of dedicated disabled bays provided.

**Principle P7: To ensure that disabled car parking spaces are compliant with the Disability Discrimination Act (2005) and access requirements, and are provided in accordance with Bath and North East Somerset Parking Standards.**

Blue Badge holder drivers can park free of charge on street anywhere within the city centre for an unlimited period.

Dedicated Blue Badge holder bays are provided in all car parks, but ,except for the Sports Centre Car Park, users are charged the full parking tariff consequently many Blue Badge holders chose to park on streets. However usage will be periodically monitored in order to assess the demand for additional provision.

## **Action A11: To provide Blue Badge holder parking spaces in all off-street car parks in accordance with the Bath and North East Somerset Parking Standards.**

### 10.1 Park and Ride

The Park and Ride is operated using low floor buses with kneeling mechanisms and the interior layouts are designed to accommodate wheelchair users.

### 10.2 Shop Mobility scheme

A Shop Mobility scheme is operated in Bath located in Lower Borough Walls that allows anyone with a mobility problem the ability to move around the city using scooters or wheelchairs (either manual or powered).

They can be used between 9.30am-4.30pm Monday to Friday and 9am – 1pm Saturday. A small charge is made to contribute towards running costs.

## 11. MANAGEMENT AND ENFORCEMENT

### 11.1 Introduction

Under Decriminalised Parking Enforcement (DPE) the police handed over some of their on-street parking enforcement responsibilities, until then undertaken by Traffic Wardens, to Bath and North East Somerset Council and is carried out under terms of guidance issued by the Home Office.

Parking enforcement is carried out under the provisions of the Road Traffic Act 1991 and the Road Traffic Regulation Act 1984. Penalty charge notices (PCNs) are issued where a parking attendant believes a contravention of the Off Street Parking Places Order (OSPPO) or a Traffic Regulation Order (TRO) has occurred. Home Office guidance provides standard references or codes for contraventions of parking and traffic regulation orders and it is against these that PCNs are cross referenced. Parking attendants undergo rigorous training before they become involved with the enforcement process.

The extent of operations covers on and off-street parking places as well as areas controlled by yellow line restrictions and school keep clear markings.

### 11.2 Off-street

At present, the off-street parking mix in Bath includes short, medium and long stay options and Park and Ride.

Some car parks provide a pay on foot management system that is very effective, easy to use and requires minimal staff resources to control. Other car parks use the widely recognised pay and display system of operation that is dependent upon staff patrolling to manage use.

Except where barrier controlled entry/exit systems are used all car parks are patrolled daily by parking attendants who will check for the presence of valid pay and display tickets, as well as the manner in which vehicles are parked.

In the future it is proposed to carry out enforcement using vehicle number plate recognition cameras. This would reduce the need for enforcement patrols by parking attendants at car parks, allowing them concentrate on on-street issues.



## **Action A12: To install of vehicle number plate recognition cameras to carry out enforcement at public car parks.**

### 11.3 On-street

On-street there are 7750 spaces in the central and inner CPZ with a mix of options for use by residents only, permit parking and on-street pay and display.

### 11.4 Wider issues

Parking enforcement assists with the proper management of traffic and parking places. Income derived is an important element of the council's budgetary arrangements. It is important that the correct balance between expected levels of enforcement and proper management of parking places is maintained.

It is important to note that parking attendants carry out a range of duties not directly related to their enforcement role. They are, for example, often the first recognisable representatives of authority seen by visitors to our district. They act daily as ambassadors for the council and are often called upon to give help and advice.

### 11.5 Tariff structure

Parking charges form part of the council's wider transportation and traffic management strategies. The protection of historic fabric, maintenance of urban environments and control of vehicle movements, as parts of various plans, has been council policy for many years.

Income received is of benefit to the council and thereby the wider community, supporting the provision of services to residents and visitors.

The council strives to encourage the maximum use of its car parks and thus economic activity across the district, seeking to make the whole area attractive for residents, workers, visitors and shoppers.

It is important that council parking tariffs are seen to be fair and reasonable.

If the right balance is not maintained, there is a danger of visitors and shoppers choosing to go elsewhere and the consequential impact of this on the local economy has to be considered.

This should be considered as part of the annual review of charges.

There is also the issue of social inclusion. It is recognised that cars may be the only viable form of transport for some residents particularly those in rural areas where public transport systems do not provide a suitable alternative. Care must be taken to ensure that charges are set at a level proportionate with the economic viability of the city and consideration given to those groups identified through the Equalities Impact Assessment process.

Parking charges are important tools that encourage drivers to park in the most appropriate place; they are a mechanism that enables the council to deliver an efficient and responsive service in the context of demand and strategic policy aims. In all cases, tariffs must appear reasonable to those who use our parking places; they also need to be easily understood as complicated tariff structures will deter use and discourage return visits.

In Bath, there is currently a range of options:

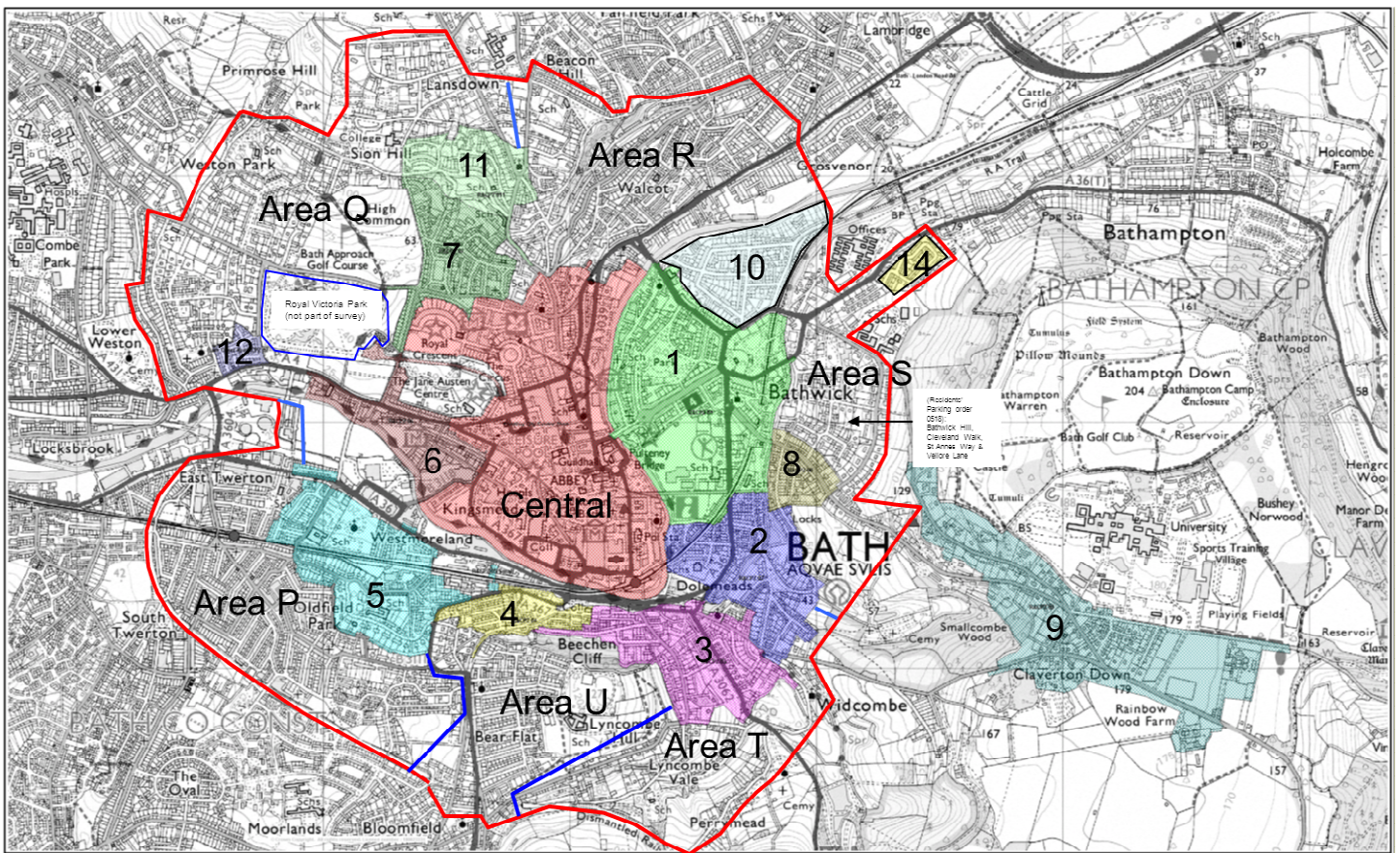
- Short Stay and Short Stay Premium – for shoppers, personal business and visitors
- Medium stay – for shoppers and visitors

- Long Stay – for commuters and all-day visitors
- Park and Ride – for shoppers, commuters and visitors
- Residents’ parking
- Business parking

**Principle P8: To retain the current range of off-street and on-street tariff options and to assess charges annually to ensure they are set at levels to encourage usage in the most appropriate places.**

**Principle P9: To ensure that the Controlled Parking Zone scheme provides enough income to enable sufficient levels of enforcement to cover additional restrictions and residents’ parking facilities.**

Fig 1: On street parking survey zones



Questions that the Panel are invited to consider:

**Principle P1: The existing number of public car parking spaces will be used as the baseline to monitor and predict changes in demand as a result of future economic growth.**

Q1. Is the existing number of public car parking spaces about right to accommodate existing needs?

**Principle P2: To maintain public car parking provision in the city centre at existing levels**

Q2. Is the existing level of public car parking an appropriate baseline from which to establish future parking demand and provision?

**Principle P3: To meet any increases in parking demand by extending Park and Ride provision at Odd Down, Lansdown and Newbridge.**

Q3. The Bath Package Transportation proposals include 870 additional park and ride spaces. This is less than predicted to meet future economic growth. A modal shift of about 12% towards sustainable transport modes is needed by 2026 to ensure demand for parking spaces does not exceed supply taking into account economic growth. Is this level of modal shift reasonable?

**Principle P4: To continue to support the introduction of bus priority measures that improve journey times for Park and Ride buses.**

Q4. Does more need to be done to improve journey times for Park and Ride buses by, for example, restricting on-street car parking to create bus lanes?

**Principle P5: The tariff structure will continue to encourage long stay parking at Park and Ride sites.**

Q5. Is the current differential in tariffs between park and ride and city centre car parking about right.

**Principle P6: To continue to provide an appropriate level of business user parking spaces in the city centre.**

Q6. Are current arrangements for providing for the operational needs of business about right?

**Principle P7: To ensure that disabled car parking spaces are compliant with the Disability Discrimination Act (2005) and access requirements, and are provided in accordance with Bath and North East Somerset Parking Standards.**

Q7. Can more be done to assist disabled parking, or is the provision of free unlimited on-street parking too generous?

Q8. Does more need to be done to reduce abuse of Blue Badge parking?

**Principle P8: To retain the current range of off-street and on-street tariff options and to assess charges annually to ensure they are set at levels to encourage usage in the most appropriate places.**

Q9. Are the current range of tariffs about right?

**Principle P9: To ensure that the Controlled Parking Zone scheme provides enough income to enable sufficient levels of enforcement to cover additional restrictions and residents' parking facilities.**

Q10. Does the CPZ meet the needs of residents, visitors and businesses?

This page is intentionally left blank

## **Briefing for Planning, Transport & Environment Policy Development and Scrutiny Panel - 13 September 2011**

### **Subsidised bus services**

#### **1 Background**

1.1 The Transport Act 1985 places duties on us (as the local transport authority) to secure the provision of bus services that we consider appropriate to meet any public transport requirements within the area which would not be provided otherwise. In carrying this out, we must have particular regard to the transport needs of the elderly and disabled.

1.2 Most bus services (roughly 85% of the total) outside London are operated on a commercial basis, i.e. the operator decides where and when to run, then sets fares to cover the operating costs and bring in a profit. We have no control over commercial bus services, other than the general powers of a highway authority.

1.3 In London, the public transport system operates under different legislation and receives substantial financial support from the Government.

#### **2 Current spending**

2.1 Our budget for bus revenue support in 2011/2 is £970,000. This enables us to buy a wide range of bus services that are not provided commercially. Many parts of Bath & North East Somerset, particularly the rural areas, would not have public transport in the absence of this support.

2.2 This budget is separate to the provision of home-to-school transport and client transport but there is close liaison between the teams responsible for transport provision to maximise efficiency and value for money. The Corporate Transport Services Group meets regularly to co-ordinate such activity.

2.3 Where possible, we make use of external funding too. The Royal United Hospital makes a substantial contribution towards the cost of the Odd Down to RUH Park & Ride service. We obtained over £450,000 from a Section 106 Agreement connected to the new Sainsbury supermarket at Odd Down, which has bought three new vehicles for supported services 20A & 20C and enabled the frequency to be increased.

### 3 Contracts

3.1 We have 39 contracts and *de minimis* arrangements with 8 bus operators to provide local bus services.

3.2 Local bus service contracts are awarded following a competitive tender process under EU procurement rules through the “Supplying the South West” portal.

3.3 Contracts can be let for periods of up to eight years. End dates are selected to maintain a rolling programme of review and re-tendering, with contracts grouped together logically to obtain best value. Longer contract lengths provide greater security for operators and encourage them to invest.

3.4 We have some flexibility to award short-term contracts in emergencies (such as to ensure continuity of a commercial service that is being withdrawn).

3.5 We set the route, timetable and maximum fares on contracted services. In cases where a contracted service complements a commercial bus service (such as an evening or Sunday service), the route and fares are generally consistent with the commercial service, to avoid confusion to passengers.

3.6 Most contracts are awarded on a “net subsidy” basis under which contractors keep the revenue from fares. This gives them an incentive to attract more passengers.

3.7 Where there is a significant degree of uncertainty over likely revenue, we may award contracts on a “gross cost” basis under which all the fares income comes to us and the tender price covers all the operating costs. There is a moderate financial risk in awarding such contracts but, equally, we stand to benefit if the revenue is better than anticipated by tenderers.

3.8 Contract prices are adjusted annually to reflect changes in bus industry costs over the preceding year. The maximum fares are adjusted similarly.

3.9 Local bus service contracts may be terminated at 3 months’ notice by either party.

3.10 Contractors are required to supply us with patronage and revenue data on a monthly basis. We use this information together with census data to help us assess the relative value of the service in socio-economic terms.

3.11 Monitoring of contracted services takes place on an *ad hoc* basis, generally in reaction to complaints. We do not have a specific resource for carrying out monitoring, so it is done by officers and casual staff.

3.12 When contracts approach their end date, we carry out passenger surveys using casual staff. This helps us build a picture of current use and gives us valuable information to help us review the contract.

## **4 Tendering**

4.1 Prior to tendering, a consultation exercise is carried out to seek the views of passenger groups, ward members, parish and town councils and other stakeholders.

4.2 Tender documents are sent to all local bus operators who have expressed an interest.

4.3 We received an average of 7.5 bids per contract for our most recent tender and 4.1 bids per contract for the previous one. The national average in 2010 was 3.6 bids per contract. Contracts for evening and Sunday services invariably attract fewer bids than those for daytime services.

4.4 Contracts are generally awarded to the lowest tenderer but quality factors are taken into account too. The previous performance of contractors is highly relevant in this regard.

## **5 Cross-boundary issues**

5.1 The network of bus services does not fit conveniently into local government boundaries. Bus services run to meet the needs of users.

5.2 The Council has various arrangements with Bristol City, South Gloucestershire, North Somerset and Wiltshire Councils to share the cost of providing fifteen supported bus services that run across the boundaries. Generally, such arrangements are on the basis of the proportion of route mileage in each council's area.

## **6 National issues**

6.1 The Competition Commission has been carrying out an investigation into the bus industry on the instructions of the Office for Fair Trading. It has covered all aspects of competition in the bus industry and many submissions from operators, transport authorities and stakeholders have been published on its website. We contributed evidence based on our experience of how the local bus market works in Bath & North East Somerset.

6.2 Reimbursement rates to bus operators for concessionary fares were reduced in April 2011 in line with new government guidance.

6.3 The Government has announced that Bus Service Operators' Grant (which all operators can claim and is based on the amount of mileage operated) will be reduced by 20% in April 2012, although a premium of 8% will be paid to operators who have equipped their vehicles with "smart" ticket machines.

## **7 The future**

7.1 At a time of unprecedented pressure to reduce public spending, many transport authorities have been reduced their bus revenue support this year or are planning to do so. Cambridgeshire County Council proposed phasing it out altogether but is now facing a legal challenge.

7.2 The growth in retail activity on Sundays over recent years and consequent growth in demand for bus services suggests that prices for Sunday contracts should be getting lower in real terms. Following the withdrawal of revenue support by Somerset County Council for Sunday buses, First is running a number of Sunday services commercially for an experimental period.

7.3 Dorset County Council recently pioneered a different method of procurement for all its transport services. We will be looking closely at that to see whether there are lessons for us.

## **8 Our achievements**

8.1 Over the last three years, we have re-tendered all our local bus service contracts. A few parts of the supported bus network that were not demonstrating good socio-economic value have been abandoned. On the other hand, we have replaced several former commercial bus services that operators were no longer able to operate viably. In 2011, supported bus services operate more mileage and carry more passengers than in 2008 but the cost in real terms is 19% lower.

Author: Andy Strong, Public Transport Team Leader  
Contact details: 01225 394201 andy\_strong@bathnes.gov.uk



<b>Bath &amp; North East Somerset Council</b>	
MEETING:	Planning, Transport and Environment Policy Development & Scrutiny Panel
MEETING DATE:	13 <sup>th</sup> September 2011
TITLE:	Core Strategy – Proposed changes to the submission document
WARD:	ALL
<b>AN OPEN PUBLIC ITEM</b>	
<p><b>List of attachments to this report:</b></p> <p>Annex A: Housing land supply and contingency</p> <p>Annex B: Gypsy &amp; Traveller site requirements</p> <p>Annex C: Minerals Policy</p> <p>Annex D: Changes to the Core Strategy arising from amendments to the Transport Strategy</p> <p>Annex E: Other changes arising from the Inspector's Issues</p> <p>Annex F: National Planning Policy Framework</p> <p>Annex G: Schedule of further changes to the Draft Core Strategy</p>	

## **1 THE ISSUE**

1.1 The Core Strategy has reached a key stage in its preparation. It has been submitted for examination and public hearings are due to in January 2012. The Core Strategy is therefore now under examination. The Inspector has undertaken preliminary assessment of the Core Strategy and has raised a number of concerns which require a response from the Council. Some of these issues may require an amendment to the Core Strategy. If agreed, these amendments will need to undergo community engagement to ensure the Inspector has the full range of views to inform the examination process.

## **2 RECOMMENDATION**

- 2.1 The Planning, Transport and Environment Policy Development & Scrutiny Panel is asked to:
- 2.2 consider the changes proposed to the Core Strategy set out in composite schedule in Annex G and recommend these for agreement by Full Council

- 2.3 recommend to Full Council that that these changes undergo community engagement;
- 2.4 recommend to Full Council that public consultation is undertaken on the technical investigations into potential sites for the proposed upstream compensatory flood storage needed to facilitate the redevelopment of the Bath river corridor sites; and
- 2.5 recommend to Full Council that the potential changes to the Core Strategy arising from the Government's Draft National Planning Policy Framework set out in Annex F are noted and that they should be subject to community engagement and sent to the Examination Inspector for consideration as part of the Core Strategy examination process

### **3 FINANCIAL IMPLICATIONS**

- 3.1 The Core Strategy is being prepared within the Service Plan budget and in accordance with the Local Development Scheme. It is essential that the Core Strategy is progressed in order for the Council to develop and adopt a Community Infrastructure Levy. Otherwise, the Council will not be able to continue to secure funds from developers to pay for infrastructure for new development. In addition, a delay to the Core Strategy may inhibit growth and development in the District with a knock on impact on government award of New Homes Bonus to B&NES.
- 3.2 The infrastructure needed to support the delivery of development is set out in the Council's Infrastructure Delivery Programme. This highlights the costs of development and funding arrangements. In particular, the Council will need to take a lead, working with the Environment Agency, on the provision a compensatory flood storage facility. Initial estimates put the capital cost at between £3 – 5 million. A provision was included in the West of England Development Infrastructure & Investment Plan (DIIP) for the facility and a bid is being prepared to the Homes & Communities Agency for the necessary funding.

### **4 CORPORATE PRIORITIES**

- *Building communities where people feel safe and secure*
- *Improving life chances of disadvantaged teenagers and young people*
- *Improving school buildings*
- *Sustainable growth*
- *Improving the availability of Affordable Housing*
- *Addressing the causes and effects of Climate Change*
- *Improving transport and the public realm*

### **5 THE REPORT**

- 5.1 In his preliminary assessment the Inspector has raised a number of concerns requiring a response from the Council. Four of these concerns may warrant changes to the Core Strategy and these are listed below and addressed in more detail in annexes A to D to this report. These issues are;

A. Housing supply & delivery;

- B. The need to quantify the Gypsy & Traveller site requirement in the Core Strategy (accepting that the site identification process will take place in a separate plan);
- C. The Council's policy on minerals;
- D. The risk that changes to the Bath Package might have on the Core Strategy.

5.2 The **housing supply & delivery** is perhaps the most significant issue and this is considered in detail in Annex A.

5.3 In addition to the issues listed above, the Inspector raises a number of other issues, some of which may require more limited changes to the Core Strategy and these are addressed in annex E attached. The changes to the Core Strategy emerging from all of the issues discussed in annexes A to E are set out in the composite schedule attached as annex G.

5.4 The Government is also in the process of changing national planning policy, primarily through the new **National Planning Policy Framework (NPPF)**. The Inspector has asked the Council to consider the implications for the Core Strategy of the draft NPPF. This issue is addressed in annex F.

5.5 At this stage in the process, any changes to the Core Strategy should be limited to those which are essential in order to respond to potential soundness issues as raised by the Inspector. Any changes to the Core Strategy will need to undergo **community engagement** in order for the Inspector to have the full range of views when examining these issues. The community engagement will also include the schedule of changes agreed through delegated arrangements following the consideration earlier this year of public comments on the draft Core Strategy.

5.6 Any changes to the Core Strategy agreed at this stage also need to be subject to **Sustainability Appraisal (SA)** to assess their sustainability affects. The schedule of changes attached as annex G to this report has undergone SA. The results of the SA are a background paper to the Council report.

5.7 In addition to the above changes the Inspector has asked for more detail on the delivery of **flood risk** management solutions in relation to the development of sites along the river corridor in Bath. The agreed Flood Risk Management Strategy (FRMS) for Bath entails a combination of on-site flood defences combined with up-stream flood storage. In consultation with the Environment Agency, the Council has commissioned a technical study to assess the site options for providing upstream compensatory storage and the storage capacity required. It is proposed to consult on the findings of this study with a view to the Council adopting a preferred solution and delivery programme prior to the Core Strategy EIP.

## 6 RISK MANAGEMENT

6.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

6.2 The risks of not identifying a contingency are;

- increased possibility of the Core Strategy being found unsound,

- inability to progress the Community Infrastructure Levy (CIL) which is dependent on adoption of the Core Strategy. CIL must be in place by March 2014 when the ability to seek developer contributions is significantly scaled back. In addition changes to Local Government funding mean that the Council is increasingly dependent on local sources of funding e.g. the New Homes Bonus, CIL, rates and a failure in housing delivery will have an impact on resources
- a loss of control over the location of new housing, particularly in light of the Government's new presumption in favour of development.
- the increased risk that housing needs will not be met exacerbating affordable housing needs and potentially limiting economic growth

## **7 EQUALITIES**

7.1 Equalities Impact Assessments (EQIA) have been an integral part of the preparation of the Core Strategy and in accordance with Council policy the changes set out in annex G have also been subject to Equalities Impact Assessment. This assessment is a background paper to the report.

7.2 In summary, the EQIA has identified several positive impacts of the Proposed Changes to the Core Strategy. Two potential adverse impacts were highlighted and mitigation of these is identified in the Action Plan. The potential for adverse impact on rural communities is mitigated through an action to ensure impact on the rural landscape is considered through masterplanning of any development of the contingency location. The potential for adverse impact on the age, disability and gender strands relating to appropriate parking provision within Bath is mitigated through an action to ensure this is considered through the Parking Strategy.

## **8 CONSULTATION**

8.1 *Ward Councillor; Cabinet Member; Parish Council; Town Council; Trades Unions; Overview & Scrutiny Panel; Staff; Other B&NES Services; Service Users; Local Residents; Community Interest Groups; Youth Council; Stakeholders/Partners; Other Public Sector Bodies; Charter Trustees of Bath; Section 151 Finance Officer; Chief Executive; Monitoring Officer*

8.2 Changes will be subject to community engagement.

## **9 ISSUES TO CONSIDER IN REACHING THE DECISION**

9. *Social Inclusion; Customer Focus; Sustainability; Human Resources; Property; Young People; Human Rights; Corporate; Health & Safety; Impact on Staff; Other Legal Considerations*

## **10 ADVICE SOUGHT**

10.1 The Council's Monitoring Officer (Divisional Director – Legal and Democratic Services) and Section 151 Officer (Divisional Director - Finance) have had the opportunity to input to this report and have cleared it for publication.

<b>Contact person</b>	<p><i>David Trigwell, Divisional Director - Planning and Transport 01225 394125</i></p> <p><i>Simon de Beer Policy &amp; Environment Manager 01225 477616</i></p>
<b>Background papers</b>	<p><i>Inspector's letters to B*&amp;NES Ref ID/1, ID/4</i></p> <p><i>B&amp;NES Submission Core Strategy</i></p> <p><a href="#"><u>West of England Gypsy &amp; Traveller Accommodation Assessment (GTAA), 2007</u></a></p> <p><a href="#"><u>B&amp;NES Surface Mining Resource Areas</u></a>, Coal Authority (2009)</p> <p><i>Draft National Planning Policy Framework</i></p> <p><i>Strategic Housing Land Availability Study</i></p> <p><i>Sustainability Appraisal of the proposed changes to the Core Strategy</i></p> <p><i>Equalities Impact Assessment of changes to the Core Strategy</i></p> <p><i>B&amp;NES Core Strategy Infrastructure Delivery Programme</i></p> <p><i>West of England Development Infrastructure Investment Programme</i></p>
<p><b>Please contact the report author if you need to access this report in an alternative format</b></p>	

## **ANNEX A: HOUSING LAND**

### **THE ISSUES**

A1.1 The Inspector will consider at the Examination whether the Core Strategy is planning for the right level of housing needs and economic growth and whether the Council's strategy is sufficiently robust and flexible to accommodate the proposed level of growth. The Inspector is concerned that the Core Strategy;

- is providing for a much lower level of housing that was required by the Regional Spatial Strategy (RSS),
- is able to respond to greater than anticipated economic growth, migration and housing pressures in light of the importance the Government is now placing on promoting economic growth,
- should plan for a greater level of overall housing to enable more affordable housing in light of the significant need in B&NES,
- is sufficiently flexible to accommodate even the planned scale of growth if the major brownfield sites are delivered more slowly or have less housing capacity than planned,
- does not plan for the backlog of unmet housing from previous years

A1.2 In order to respond to the Inspector, three options are set out below.

### **OPTION 1 – NO HOUSING CONTINGENCY**

A1.3 The Core Strategy plans for a growth in around 11,000 houses and 8,700 jobs by 2026. This compares with up-to-date evidence commissioned by B&NES that around 11,600 dwellings and 8,700 jobs will be needed. It is acknowledged that this is a tight housing land supply and that there is limited flexibility/contingency. This is a result of the particular circumstances in B&NES and the outcome of consideration of alternatives. In particular it is important to note that;

- the housing supply as identified in SHLAA is around 11,200 dwellings (without Green Belt changes, prioritising brownfield sites and focussing new development on in the most sustainable locations)
- the district's extremely high quality environment (eg Bath is the UK's only city which is entirely a WHS, extensive AONB within the District, high concentration of listed buildings, numerous conservation areas, home to bats of European importance)
- a strong view from local communities that they do not want to see strategic changes to the Green Belt
- new development should be aligned with the provision of necessary infrastructure and infrastructure may be a limiting factor on growth levels
- the spatial strategy should be co-ordinated with that of adjoining authorities

A1.4 However, the Council may wish not to make any changes and continue to defend this strategy at examination. In addition to the above points, the Council's case would focus on the following points;

- The strategy entails a significant uplift in past rates of housing delivery from around 380 to 550 per annum.
- The strategy enables delivery of the substantial Council's economic growth reflecting national objectives

- The Council has a new focus on delivery and is address past problems of non-delivery
- There is some scope, albeit limited, for contingency within the existing strategy through flexibility on densities and mix of uses and in the assessment of housing need in the Stage 2 Report.

### **Risks of Option 1**

A1.5 The risks of not identifying a contingency are significant;

- Increased likelihood of an unsound Core Strategy
- inability to progress the Community Infrastructure Levy (CIL) which is dependent on adoption of the Core Strategy. CIL must be in place by March 2014 when the ability to seek developer contributions is significantly scaled back
- A delay in the Core Strategy means that the Governments new presumption in favour of development will result in loss of control over the location of new housing.
- Changes to Local Government funding mean that the Council is increasingly dependent on local sources of funding eg the New Homes Bonus, CIL, rates and a failure in housing delivery will have a significant impact on resources
- There is the risk that housing needs will not be met, thereby exacerbating affordable housing needs and potentially limiting economic growth

## **OPTION 2 - WITHDRAW THE CORE STRATEGY**

A1.6 This option would be relevant if the Council decided that it wanted to re-assess the locational strategy afresh and identify locations not included in the 2009 Spatial Options Document. The Council cannot withdraw a submitted plan but it can request that the Secretary of State direct that the Core Strategy is withdrawn. This option is therefore only relevant if the Council is prepared to contemplate strategic changes to the Green Belt

### **Risks of Option 2**

A1.7 The risks are similar to option 1 because of the delay in getting an up-to-date plan in place.

## **OPTION 3 - IDENTIFYING A HOUSING CONTINGENCY**

### **Need for a contingency in B&NES**

A1.8 It is acknowledged that some of the points made by the Inspector in para 2.1 above are valid and there is limited scope to react if development does not progress as planned. In particular, it is recognised that;

- housing supply is tight : the Core Strategy plans for 11,000 dwellings to 2026 and although the Housing Land Availability Assessment (SHLAA) identifies 11,200 dwellings, the likely requirement is just over 11,000 dwellings.
- The District does not have a good track record on housing delivery. For instance there was a shortfall of 1000 dwellings during the Local Plan period for which the District is not seeking to address. Whilst the Council is improving its delivery mechanisms, a significant proportion of the housing supply is on brownfield sites which are recognised as being difficult to bring forward.

A1.9 In light of the tight housing land supply and the potential for sites not to come forward as planned, there is considerable merit in identifying a contingency. It is suggested that this could be up to 10% ie 1000 dgs. The Core Strategy would need to identify a feasible location with sufficient capacity.

### **The trigger for contingency**

A1.10 The precise arrangements for triggering a contingency will need to be agreed by Council and submitted for examination. It is recommended that a contingency will only be required if monitoring of housing development during the first 5 years of the plan period revealed that the Council's planned housing delivery is not being achieved or if growth rates are significantly greater than those being planned for in the Core Strategy and that this is having major implications for meeting housing needs or constraining economic growth. A decision from Council would then be needed to agree the precise extent and location of the development. The change needed now to the Core Strategy would be to amend Policy DW1 and the Key Diagram (Diagram 4) with wording similar to that in the adopted Bristol Core Strategy as follows:

### **Preamble to Overall Strategy Policy DW1**

*Amend para 1.36 as follows;*

"1.36 Contingency: The Core strategy recognises the need to be responsive in light of future uncertainty and unforeseen circumstances. There is the scope for flexibility in the mix of uses and density of some of the large redevelopment sites such as at Somerdale in Keynsham and the MoD sites in Bath. In addition, there is scope in Bath's western corridor to vary the mix of uses to respond to needs for development. This flexibility maintains the overall strategy of a priority on urban focussed brownfield opportunities. The Council will monitor delivery rates in the plan period which will shape the early review of the Core Strategy which is programmed for around 2016. **The Core Strategy is based on the regeneration of brownfield land and the Council is not planning for the release of land from the Green Belt to meet development needs. However, if after the first 5 years following adoption, monitoring demonstrates that the planned housing provision has not been delivered at the levels expected, and flexibility on existing sites is insufficient to address this, then the use of some Green Belt land at Hicks Gate as a long-term contingency for the development of new homes will be considered. This will require close liaison with Bristol City Council**"

*Add to Policy DW1*

#### ***Contingency***

**If monitoring shows that planned housing provision will not be delivered at the levels expected the use of some Green Belt land at Hicks Gate as a long-term contingency for the development of new homes will be considered.**

**The broad location is indicated on the Key Diagram.**



## **Preamble to Green Belt Policy CP8**

*Amend Para 6.63 as follows*

“6.63 Core Policy CP8 conforms to national policy which also states that the general extent and detailed boundaries of the Green Belt should be altered only exceptionally. The Core Strategy does not envisage that the general extent of the Green Belt in B&NES should be altered in the plan period. This reflects the very high value attached by the communities in bath & North east Somerset to the openness of the Green Belt. **However Policy DW1 acknowledges that should the need be clearly demonstrated at the review of the Core Strategy in around 2016, land is identified as a housing contingency at Hicks gate on the edge of Bristol.**

### **Monitoring & Review**

Add new para 7.07

“The need for the contingency development area at Hicks Gate will not be considered before 5 years following adoption. If, after 5 years following adoption, the Council cannot demonstrate a 5 year housing land supply, to the extent that there is a substantial shortfall, in the order of around 1000 or more units, it accepts that the need for the contingency development area will be triggered, unless additional brownfield housing land supply can be identified as being available and developable beyond the next 5 years”.

A1.11 The spatial strategy does not therefore entail the release of land from the Green Belt. However, the need for development may warrant a review of the Core Strategy.

### **Risks of Option 3**

A1.12 It is anticipated that identification of a contingency will address the Inspector’s concerns although this will only be clarified through the examination process. If the contingency is ever triggered, then the harm to the environment will be realised.

### **Identifying a greenfield contingency location**

A1.13 If it is accepted that greenfield contingency is required, then the appropriate location(s) will need to be considered. It is recommended that only the locations previously arrived at through the development of the Core Strategy should be revisited. These locations underwent technical analysis, public consultation and sustainability appraisal. If there is a desire by the Council to re-assess locations not in the 2009 options document then the Core Strategy will need to be withdrawn, reverting to an earlier stage in the process in order to avoid vulnerability to a legal challenge on procedural grounds.

A1.14 The potential locations for a contingency based on previously identified as urban extension options are described in more detail in the following section. The locations are;

- **Bath: West of Twerton**
- **Bath: Odd Down/South Stoke Plateau**
- **SE Bristol: Whitchurch**
- **SE Bristol: Hicks Gate**

A1.15 Whilst the Hicks Gate area was assessed along with the locations above, it was not put forward as an urban extension option partly because there was insufficient capacity to accommodate the identified development need, the impact on the Green Belt gap and lack of support from Bristol. However since then, land in this location has been identified as a contingency for Bristol in their adopted Core Strategy. Therefore, because it was investigated and consulted upon alongside the other sites, it should also be considered now as a contingency area.

### Options excluded

A1.16 Although the locations above were assessed as urban extension locations and not a contingency location, the development issues are similar for both. Other locations not pursued are described in the Table 1 below.

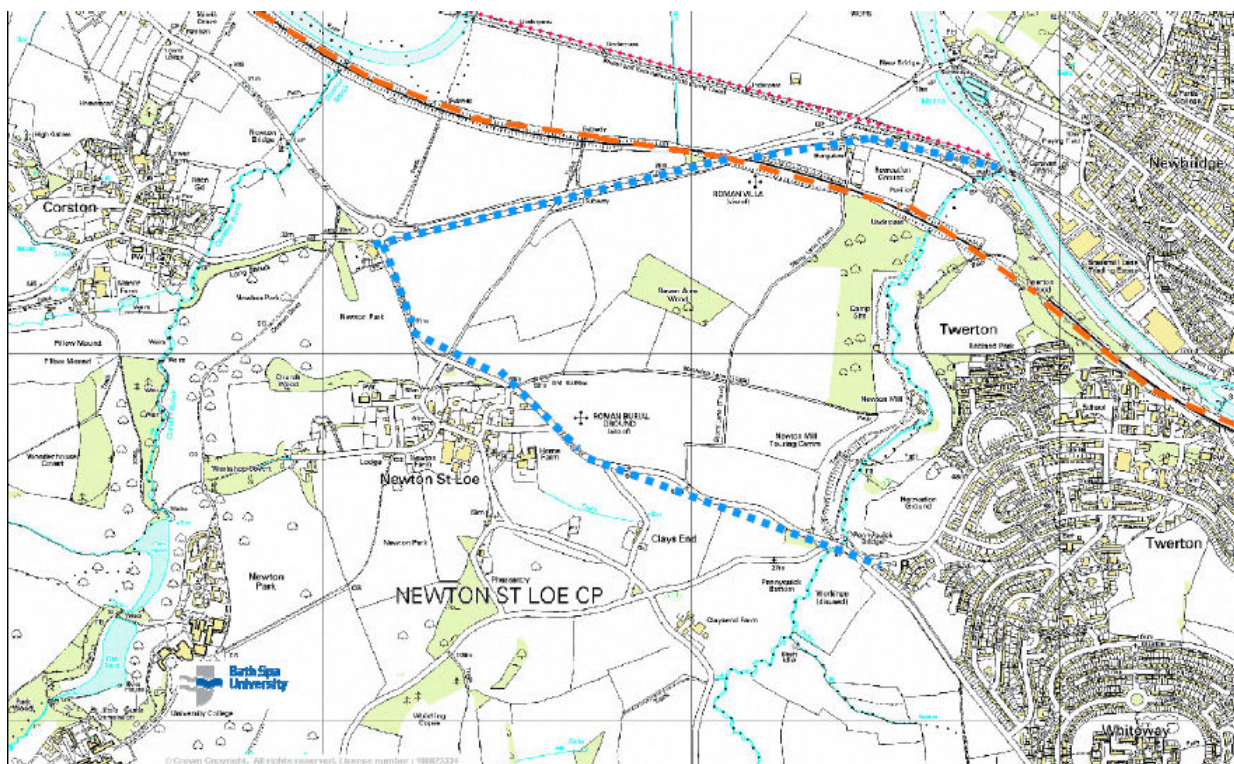
*Table 1: Locations for growth previously discounted*

LOCATION	COMMENTS
Keynsham	<p>The locational strategy agreed across the West of England is to avoid significant development at the less sustainable market towns and instead focus new development &amp; economic growth on the urban areas.</p> <p>Keynsham already has a significant growth planned during the Plan period at the SW Keynsham site (an urban extension of over 500 dgs) and at Somerdale (potentially 600 dgs plus employment growth)</p> <p>Keynsham is arguably in one of the most vulnerable parts of the Bristol Bath Green Belt lying in the A4 corridor in the strategic gap between Bath &amp; Bristol. An expansion of the town to the east, west or north would impinge on this vulnerability.</p> <p>The Keynsham Town Plan seeks to maintain the town's separate identity</p>
South of the District beyond the Green Belt (ie Midsomer Norton, Radstock & Westfield area)	<p>This location was rejected as a significant housing location at an early stage in the Core Strategy process as part of the First Detailed Proposals. There are already significant outstanding housing commitments (2,500 dwellings) and the areas have a vulnerable local economy with decreasing employment opportunities and very high levels of outcommuting. Opportunities for job creation and major infrastructure investment are limited; especially transport and adding more housing to this area would be very unsustainable</p>
Rural areas	<p>Two thirds of the district is Green Belt wherein there is very limited scope to expand villages The Core Strategy currently enables a level of development to rural areas to meet local needs and allows a fair degree of flexibility to meet local aspirations in light of the new localism agenda. However a dispersed approach of spreading a significant level of development across the rural areas is contrary to national policy (to which the Core Strategy must still conform) , is significantly out of step with west of England colleagues and is highly unsustainable leading to increased commuting, and an unsustainable pattern of development</p>
Other locations around Bath	<p>Land east &amp; north of Bath fall within the Cotswolds Area of Outstanding Natural Beauty and were eliminated at an early stage. It was concluded that other locations South West of Bath are technically unsuitable due to topography.</p>
Stockwood vale	<p>Technically unsuitable due to topography and damage to the landscape</p>

### Assessment of the 4 options

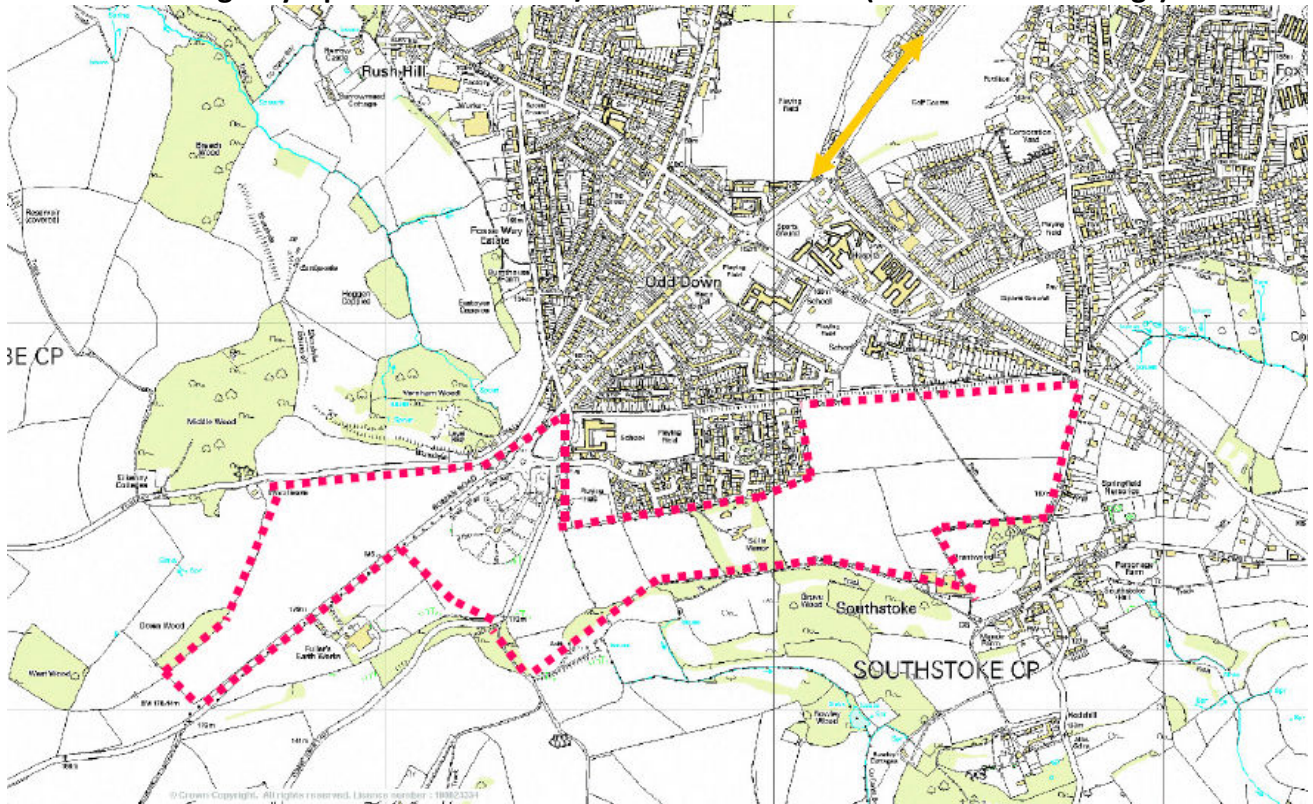
A1.17 An assessment of the four locations has been undertaken and the results are set out below. Assessment of the four locations has taken into account that the scale of development is less than that in the Spatial Options document. Whilst the outcome of this assessment should not be prejudged, set out below is a brief analysis of some of the key points in relation to the potential for each location to be identified as a greenfield contingency:

## Contingency Option 1: West of Twerton (1000 dwellings or more)



Issue	Description
Historic Environment	<p><b>Negative Impact on the setting of the World Heritage Site</b></p> <p>Assessments undertaken using the Council's <i>World Heritage Site Setting Study</i> has established the high impact of development in this location on the World Heritage site in terms of its landscape, visual and historic setting. Development would be prominent on the skyline and from key views within and on the approach into Bath, the location also forms an important part of the green hillside setting of the World Heritage site. Development would extend beyond the defined edge of the city creating a physically separated settlement. There are no real opportunities to mitigate these impacts.</p> <p>English Heritage now strongly object to development in this location on the basis of this evidence and this objection is backed by national policy. In light of this it would be highly challenging to present as a feasible contingency.</p>
Landscape	<p><b>Negative Impact on the setting of Cotswolds Area of Outstanding Natural Beauty</b></p> <p>Development in this location would have high adverse impact on the landscape, while it is outside the Cotswold Area of Outstanding Natural Beauty, there would be significant impact on the setting of this nationally designated landscape. There are no real opportunities to mitigate this impacts.</p> <p>This issue has been raised as an objection to development in this location by Natural England and is backed by national policy and case law.</p>
Green Belt	<p>The green belt here plays a significant role in the separation of Bristol and Bath and is valuable in checking urban sprawl, preserving the setting/special character of Bath and in safeguarding the countryside from encroachment.</p>

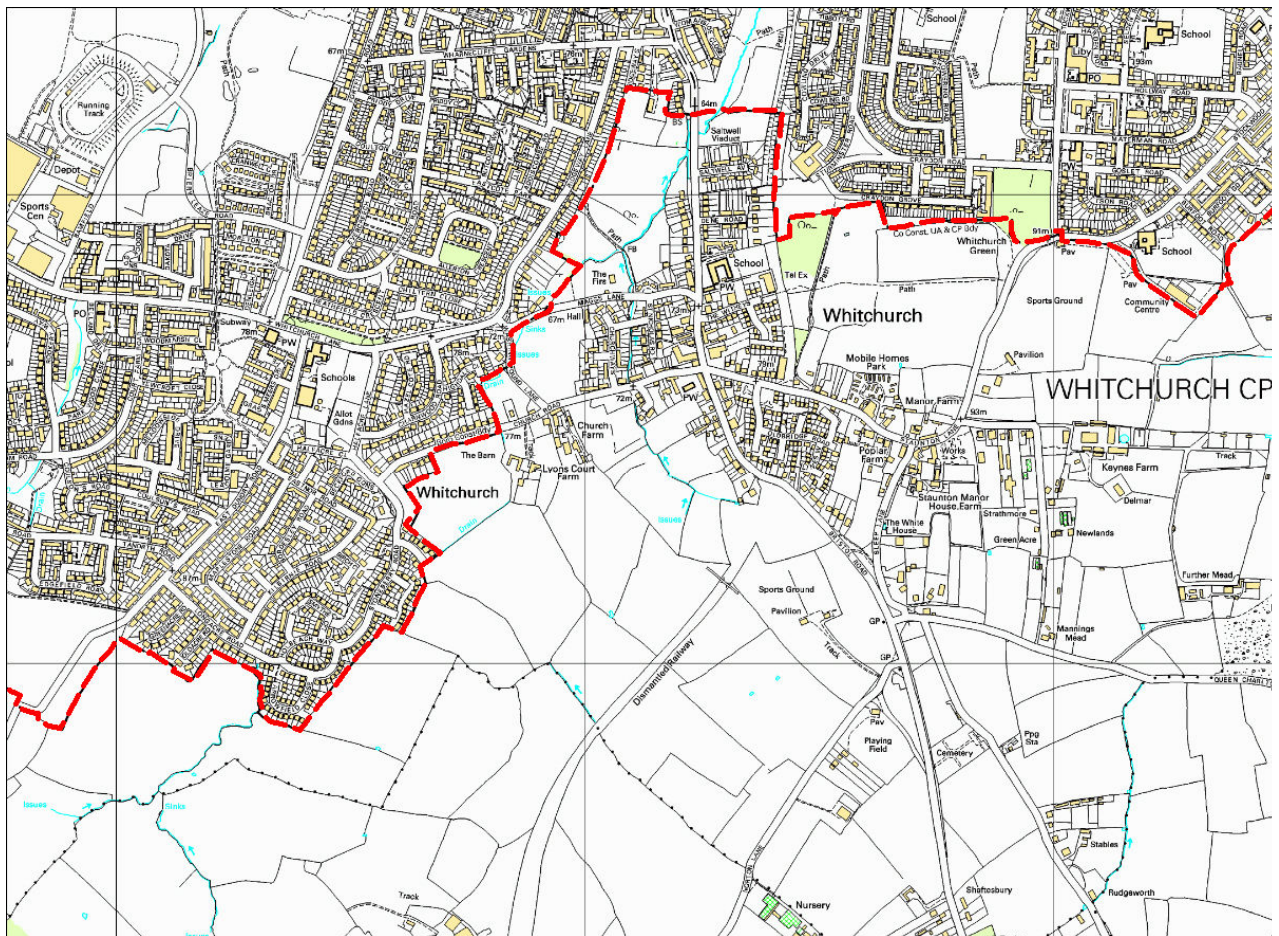
**Contingency Option 2: Odd Down/South Stoke Plateau (around 750 dwellings)**



Issue	Description
Landscape & Visual Impact	While the reduced capacity option would still have significant landscape impact, high negative impacts on the landscape can be avoided in a reduced capacity option. There are opportunities to effectively mitigate the landscape impacts of this lower level of development.
Cotswold Area of Outstanding Natural Beauty	The reduced contingency option is located entirely within with AONB, exceptional circumstances and a lack of suitable alternatives outside the AONB would need to be demonstrated to identify this area as a contingency to avoid direct conflict with national policy.
Historic Environment	Development in this location would impact on the <b>Wansdyke Scheduled Ancient Monument</b> and the setting of <b>South Stoke Village Conservation area</b> . These impacts could in part be mitigated by drawing development back from the plateau edge and vegetation screening to South Stoke lane. A 30 metre buffer around the Wansdyke could also be introduced. However, it is not possible to fully mitigate these impacts to historic assets.
World Heritage Site setting	High negative impacts on the World Heritage Site setting can largely be avoided in the lower development capacity option - by avoiding development of the land either side of the A367, by drawing development back from the South Stoke plateau edge to the south and by enhancing tree cover. There would still be a medium impact of developing in this location particularly the historic setting of the WHS as this breaches the containment of the city boundary provided by the Wansdyke.
Ecology	This area is located within the main feeding area and flight corridor for <b>horseshoe bats (European protected species)</b> associated with the <b>Bath &amp; Bradford-upon-Avon Special Area of Conservation</b> . To comply with EU Habitat Regulations it must be demonstrated that development must cause no adverse effects upon the integrity on protected species or the SAC. While it is considered there would be potential to mitigate these impacts by a number of design and management methods, the details of these mitigation arrangements would need to be demonstrated at the stage of identifying this site as a contingency. A detailed mitigation strategy is not currently in place.

Slope, Geological Instability & Undermining	The Councils <i>Slope, Geological Instability &amp; Undermining Study</i> (2010) these issues in the Odd Down/South Stoke Plateau area - however they can be overcome by engineering solutions at cost. This lower capacity option could avoid areas with these issues.
Transport	A transport modelling assessment has been carried out for this reduced capacity option, there is no significant reduction in impact from a higher level of development. The area has good public transport accessibility.

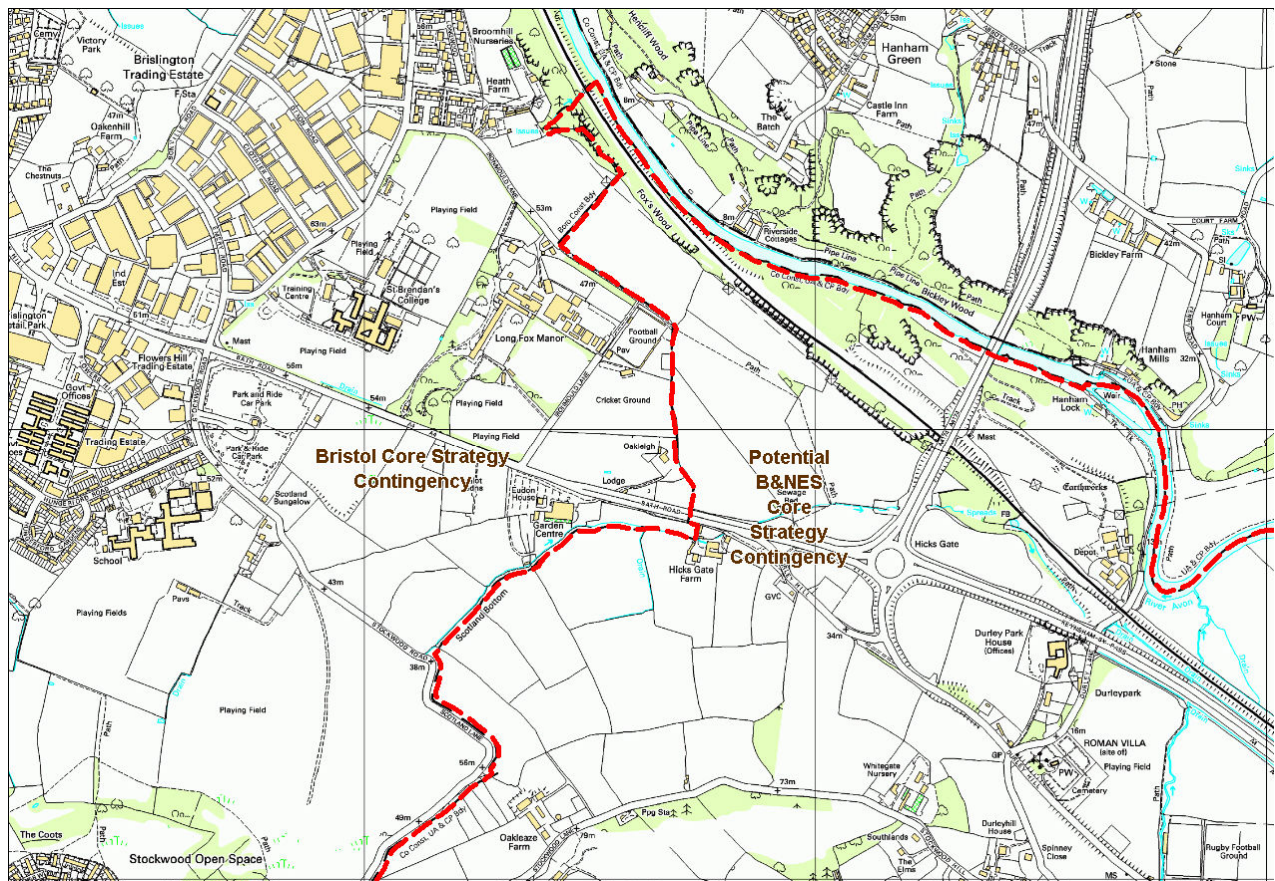
### Contingency Option 3: Whitchurch (around 800 dwellings)



Issue	Description
Transport	Existing transport capacity problems in this location is a major constraint to development. The developer has argued that up to 800 dwellings could be developed without the need for significant transport infrastructure being provided. However, an assessment of this transport modelling work has challenged its findings: <ul style="list-style-type: none"> <li>- While the developer has modelled walking catchments to existing bus stops, the current service to Whitchurch village is limited</li> </ul> Signal junctions in Whitchurch village are heavily congested particularly accessing onto the A37 and would be worsened by development, and additional traffic would be attracted to inappropriate side roads worsening existing highway network problems.

Relationship to Bristol	Bristol has identified South Bristol as a major area for regeneration in their Core Strategy, greenfield development in the immediate vicinity could serve to threaten these regeneration aspirations. However, Bristol has indicated that it will not support a corollary in B&NES.
Environmental Impact	<p>The environmental impact on the Maes Knoll Scheduled Ancient Monument, Mediaeval field patterns, protected habitats &amp; species and the impact on the Chew Valley skyline could be considerably mitigated and avoided if development is limited to 800 dwellings.</p> <p>However, the loss of the open rural setting of Whitchurch village and the setting of Grade II* Listed Lyons Court Farm would be not be possible to fully mitigate.</p>
Housing need	The main focus for housing need in the district is at Bath, although development in this location will be contributing to a B&NES housing target it is not located in the main area of need. At a lower development capacity there is less opportunity to provide employment at this location; this is likely to support economic growth within Bristol rather than B&NES.

### Contingency Option 4: Hicks Gate (up to 700 dwellings)



Issue	Description
Relationship to Bristol	<p>At the Core Strategy Options stage Hicks Gate was not included as a potential urban extension location primarily as it did not have the capacity to accommodate anywhere near the required 3,650 dwellings. Furthermore, at this time development of the land at Hicks Gate on the Bristol City Council side of the boundary was not being considered. It was investigated and consulted on which enables the site to be considered as a contingency at this stage.</p> <p>Bristol's Core Strategy identifies land at Hicks Gate as a long term development contingency for up to 800 homes, should they fail to deliver across other sites in Bristol this location would be revisited. However Bristol has indicated that it will not support a corollary in B&amp;NES.</p> <p>It should be noted that B&amp;NES Council expressed "extreme concern" in relation to this Hicks Gate contingency because of its impact on the separation of Bristol and Keynsham at the examination stage and noted that the area has significant constraints and performed poorly in Bristol's sustainability appraisal.</p>
Urban Design Issues	<p>There are challenges to developing a high quality development in this location. The A4 splits the site and acts as a strong physical barrier and air quality and noise issues are also a concern. The immediate area that this area would be an extension to consists of bulky retail, light industrial warehousing and distribution, this is not entirely compatible with residential development and the residential community here would be relatively isolated.</p>
Green Belt	<p>The Hicks Gate area has a critical role in the Bristol-Bath Green Belt maintaining the separation of the Keynsham and Bristol. Development at this location would significantly impact on this green belt gap. However, by keeping development back from the ridge-line the highest landscape impact can be significantly avoided. This could also maintain the principle of the green belt gap.</p>
Transport	<p>This area has the potential to be well served by public transport and does not appear to have the transport capacity issues presented at Whitchurch. There may be a need for access points from the Bristol City Council side of the boundary.</p>
Housing need	<p>The main focus for housing need in the district is at Bath, development in this location although it will be contributing to a B&amp;NES housing target is not located in the main area of need. Due to the limited development capacity in this area there is less opportunity to provide employment at this location although the location is more desirable as an employment location than Whitchurch</p>

### **Conclusion**

A1.18 That the existing strategy of brownfield regeneration is maintained but allow for a housing contingency location at Hicks Gate only if the need is clearly demonstrated. This will not be before at least 5 years after the adoption of the Core Strategy and only if specific criteria are met. The changes are set out in para A1.10 above and in Annex G.

## Annex B: Gypsy & Traveller site requirements

### The Issues

A2.1 The Draft Core Strategy makes a reference to the needs of gypsies, travellers and travelling showpeople and includes a criterion based policy for dealing with applications. Whilst the Inspector is content that site allocations can be dealt with through a separate Gypsies and Travellers Site Allocations Development Plan Document (G&T DPD), he points out that the Core Strategy should set out the strategic approach for the G&T DPD by indicating:

- the scale of accommodation needs
- the broad approach to be taken to accommodating these needs and
- how needs beyond 2011 will be assessed

A2.2 The lack of either permanent residential or transit sites in the District has led to a number of unauthorised sites and private sites without planning permission and continues to raise a number of enforcement issues which are costly to the Council.

### **Legal requirements**

A2.3 It is a requirement under the 2004 Housing Act (Section 225) for the Council to carry out a Gypsy & Traveller accommodation needs assessment and to take a strategic approach in order to address a lack of suitable accommodation for Gypsies and Travellers. The Council therefore has a statutory obligation to make suitable site provision. The Council also has a statutory general duty under the Race Relations (Amendment) Act 2000 to '*pay due regard*' to the need to eliminate unlawful racial discrimination, to promote equality of opportunity and to promote good race relations between different racial groups. Furthermore there is a duty to '*facilitate the gypsy way of life*' for ethnic gypsies and travellers under the Human Rights Act.

### **Scale of need**

A2.4 The [West of England Gypsy & Traveller Accommodation Assessment](#) (GTAA), undertaken in 2007, identifies the scale of need for gypsies, travellers and travelling showpeople for the period to 2011 and is summarised in Table 2 below. The GTAA also provides an indication of forecast need up to 2016 based on an allowance for the growth of families recognising that whilst it is possible to identify current need, accurate projections of future needs are likely to be more difficult. The GTAA and its findings are publicly available as part of the Council's Local Development Framework evidence base and is already referred to in the draft Core Strategy.

Table 2: GTAA identified needs in B&NES

Type of requirement:	2006 - 2011	Growth 2011 - 2016	Total 2006 - 2016
Permanent pitches for Gypsies & Travellers	19	3	22
Transit pitches for Gypsies & Travellers	20	0	20
Plots for Travelling Showpeople	1	0	1



Note:

- Provision of permanent authorised sites will help integration and inclusion with the settled communities
- Transit provision facilitates movement amongst Gypsy and Traveller communities, addresses the need for short-term stopping places and can minimise disruption that unauthorised encampments can cause

A2.5 Whilst the draft Core Strategy makes reference to the GTAA it does not specify the scale of identified needs. By changing the text of the Core Strategy to refer to the scale of needs to be met through the G&T DPD as evidenced in the GTAA (and summarised in Table 2), the Council will be confirming that it will meet the established accommodation needs by identifying sufficient suitable and deliverable sites. This is a contentious issue as Members will need to discuss and agree the position in respect of the following questions, whether:

- the G&T DPD should address permanent pitches only or also include transit pitches
- the needs of Travelling Showpeople are also addressed in the G&T DPD
- the G&T DPD should make site provision to meet the need up to 2011 and also the indicative need to 2016

### ***Approach to accommodating needs***

A2.6 The draft Core Strategy currently confirms that the Local Development Framework must consider the accommodation needs of gypsies, travellers and travelling showpeople and it sets out criteria in Policy CP11 against which applications for such accommodation will be determined. In order to address the Inspector's concern a change to the text would be needed to confirm that the needs will be met through identification and allocation of sites in the G&T DPD (in conjunction with the change outlined above to specify which identified needs will be addressed in the DPD). Policy CP11 would also need to be amended to make it clear that identification of the sites through the DPD will use the same criteria already outlined in the policy. This represents a relatively minor change to the wording of the policy.

### ***Assessing needs beyond 2011***

A2.7 Assessing the needs beyond 2011 will be achieved through a process of reviewing and updating the GTAA. No reference is currently made to this in the Core Strategy but this could be included in the Core Strategy text.

### **Options for addressing the Issues**

#### *Option 1*

A2.8 Make no amendments to the text of the Gypsies, Travellers & Travelling Showpeople section. In not addressing the issues raised by the Inspector and not setting out the scale of need in the Core Strategy and how this need will be met through the planning process the Council:

- will be in breach of its statutory obligations in meeting identified accommodation needs of gypsies, travellers and travelling showpeople
- will not be able to demonstrate its commitment to meeting existing and future needs when assessed

- without identifying sites, will continue to be vulnerable to losing planning appeals with the potential risk of sites being allowed in unsuitable locations

*Option 2*

A2.9 In the light of issues raised above, make changes to the Core Strategy, which will address the Inspector's concerns, as follows:

- Acknowledge the local shortage of authorised sites for gypsies, travellers and travelling showpeople and clarify the scale of accommodation needs to be met (as identified by the West of England GTAA)
- Confirmation that this scale of need will be met through the G&T DPD
- Confirmation that the future accommodation needs of gypsies, travellers and travelling showpeople (beyond 2011) will be met once assessed
- Change policy GT.11 to make it clear that the criteria already outlined for assessing applications will be used in the process of identifying and allocating sites in the separate DPD

**Conclusion**

*Amend the section on Gypsies, Travellers and Travelling Showpeople (pages 124-125 of the draft Core Strategy) as set out above. The wording of these changes is set out in the schedule in annex G.*

## **Annex C: Minerals Policy**

### **The Issues**

- A3.1 Whilst the Draft Core Strategy has a dedicated section on minerals (paragraphs 6.65 -6.69), there is no accompanying policy setting out the overall approach to minerals at a strategic level because this issue is already addressed in the Local Plan. However, the Inspector points out that the Core Strategy would normally be the place for the overall policy approach to minerals to be set out with any detailed policies and designations to be included as part of the Placemaking Plan or equivalent.
- A3.2 The Inspector also makes reference to the representation from the Coal Authority (as a statutory consultee) in relation to mineral safeguarding, land stability and other matters from the coalfield legacy. The Inspector advises that the Core Strategy should refer to the need to define Mineral Safeguarding Areas in relation to coal and other minerals within the district to accord with national minerals planning policy. The Core Strategy should also make mention of the coalfield legacy and land stability. The Inspector has asked that any additional text is agreed with the Coal Authority.
- A3.3 There is now an obligation on all Mineral Planning Authorities to define Minerals Safeguarding Areas. The Minerals Consultation Areas as shown on the existing Proposals Map reflect an outdated approach and now only relevant in the case of a two tier authority and should be based on the Mineral Safeguarding Areas.

### **Options for addressing the Issues**

#### *Option 1*

- A3.4 Make no amendments to the text of the Minerals section. However by maintaining the current approach in the Core Strategy and not addressing the issues identified by the Inspector effective implementation of national minerals planning policy will not be achieved. This can be remedied by making a number of textual changes to the Core Strategy for the purposes of clarification as set out below.

#### *Option 2*

- A3.5 Changes could be made to the minerals section to address the Inspector's concerns which would:
- clarify that the Mineral Safeguarding Areas (already referred to in the text of the Core Strategy) will relate to coal as well as other minerals
  - highlight in the text the need to take into account the coalfield legacy and land stability and indicate the general extent of the surface mining coal resource areas within the District in a diagram
  - include a broad strategic minerals policy
- A3.6 The changes would also clarify the strategic policy framework for minerals and provide the context for review of the more detailed Local Plan Policies on minerals to address the requirements of Minerals Policy Statement 1: 'Planning and Minerals' and Minerals Planning Guidance 3: 'Coal mining and colliery spoil disposal', and to ensure mineral resources are not needlessly sterilised by non-mineral development.

### **Conclusion**

*Amend the section on Minerals (page 121) of the draft Core Strategy). The wording of these changes is set out in the schedule in annex G and reflected comments following informal consultation with the Coal Authority.*

## **Annex D: Changes to Core Strategy arising from changes to the Bath Transport Strategy**

### **The Issue**

- A4.1 Since the preparation and publication of the draft Core Strategy the Council has made a number of changes to the Bath Transportation Package (BTP). These changes resulted in the elements listed below no longer forming part of the best and final bid for the BTP submitted to the Department for Transport:
- The Bus Rapid Transit (BRT) Segregated Route
  - The A36 Lower Bristol Road Bus Lane
  - The A4 London Road Lambridge Bus Lane
  - New A4 Eastern P&R (1,400 spaces), plus bus lane priority on the A4/A46 slip road
  - Restrict the expansion of the 500 space Newbridge P&R site to 750 rather than 1000 spaces.
- A4.2 The Inspector has raised concern as to whether and how the changes to the BTP affect the spatial strategy for Bath.
- A4.3 Whilst the changes to the BTP have implications for the transport strategy for Bath the Council is still able to demonstrate that it has a coherent strategy for addressing the transport problems in the city that will also enable the growth directed to the city by the Core Strategy to be delivered in a way that minimises travel related environmental harm.
- A4.4 The effect of the loss of a significant proportion of the additional park & ride spaces will be ameliorated by further improvements to public transport, In particular, the recently announced electrification of the Swindon-Bath-Bristol main rail line will provide the opportunity for substantial additional passenger capacity. This will help to compensate for the delay in establishing an east of Bath Park & Ride site, options for which are being reviewed.
- A4.5 The Council remains committed to the strategy of reducing the availability of long stay parking within the city centre. However, in the short term current parking capacity will have to be retained.
- A4.6 The implications for the transport strategy for Bath of changes to the BTP as outlined above will need to be reflected in changes to the Core Strategy. As such changes to the Core Strategy will:
- Confirm the Council's broad transport strategy for the city
  - Outline the measures that will be delivered to achieve this strategy, including reference to the BTP; other public transport improvements (including electrification of the main rail line) and improvements to cycling and walking infrastructure (including Local Sustainable Transport Fund)
  - Refer to the need to maintain existing central area parking levels in the short term
  - Factual amendments to the measures included in the BTP

### **Conclusion**

*Amend the transport section of the Bath chapter (pages 56 & 57 of the draft Core Strategy) as outlined above. The wording of these changes is set out in the schedule in annex G.*

## **Annex E: Other Changes to the Core Strategy arising from the inspector's issues**

### **The Issues**

- A5.1 The Inspector has raised various other concerns in his preliminary assessment of the Core Strategy. Most of these issues do not necessitate consideration of a change to the Core Strategy. Those issues that do are as follows:
- Rural areas – clarity in policies relating to different types of villages
  - Design policy – requirement to meet Building for Life standard
  - Clarification of retrofitting policy
  - Sustainable Construction and District Heating policies – concern that the requirements of the policy should not make development unviable
  - Affordable Housing policy and references to the viability of development (see also Affordable Rented Tenure issue in annex F below)
  - Monitoring – effectiveness of the monitoring framework

### Rural Areas

- A5.2 The Inspector has raised concerns regarding the operation of policy RA1. In particular the Inspector is unclear as to whether the indicative list of villages meeting the criteria of policy RA1 set out in the Core Strategy is fixed now or whether the policy criteria are to be applied at the time of an application. He also considers reference to the list of villages being included in the review of the Core Strategy to be confusing. Furthermore the Inspector considers the Core Strategy is unclear as to whether demonstrating local support for development through the views of the relevant parish council applies only now or whether it applies throughout the plan period.
- A5.3 The policy framework for the rural areas is not proposed to be changed and inclusion of an indicative list of villages currently meeting the criteria of policy RA1 is also proposed to be retained in the Core Strategy. However, some minor changes to the text accompanying policy RA1 is proposed in the schedule attached as Annex G in order to clarify the operation of the policy. These changes will make it clear that the indicative list reflects the current position and could be subject to change during the lifetime of the plan and that assessing whether there is local community support for development throughout the plan period will be demonstrated via the views of the parish council or an alternative mechanism should one be introduced through the localism bill.

### Design

- A5.4 Policy CP6 Environmental quality in the draft Core Strategy requires that all major housing schemes meet CABC's Building for Life (BfL) good standard as a minimum. The Inspector has asked the Council to reconsider the appropriateness of embedding within a development plan policy a requirement to meet a specific standard for BfL, bearing in mind the formal process required to assess buildings under that scheme and the fact that the reduced activities of CABC may affect the BfL accreditation process.
- A5.5 Given that the Inspector proposed a similar change to the Bristol Core Strategy it is prudent to consider a change to the B&NES Core Strategy policy. The objective of the policy could still be achieved by changing it to require that schemes are assessed using the BfL methodology or an equivalent methodology if the BfL

scheme is discontinued and that as a guide schemes should meet the good standard.

### Climate Change Policies

- A5.6 The Inspector is unclear whether policy CP1 which encourages retrofitting of energy efficiency measures only applies to existing buildings within the applicant's site or whether the Council intends to seek retrofitting for existing buildings unconnected with the site. The latter would be difficult to justify and the policy was only ever intended to apply to buildings within the applicant's site. A minor change to the wording of the policy is suggested in the schedule in annex G to clarify this.
- A5.7 In relation to both policies CP2 (sustainable construction) and CP4 (district heating) the Inspector has raised a concern about the impact of the requirements on the viability of development. The Inspector states that a change to both policies to make it clear that their requirements should not apply if it can be demonstrated that it would not be viable is likely to be necessary for the soundness of the Core Strategy. As such the Council does not appear to have much choice but to propose changes to both policies. The wording of the relevant changes is set out in the schedule of changes (see Annex G).

### Affordable Housing

- A5.8 The draft Core Strategy policy on affordable housing (CP9) sets out the average proportion of affordable housing that will be sought on large sites (i.e. 35%) and sets out the circumstances under which a higher or lower proportion may be sought. The Inspector makes it clear that development viability needs to be more fully embedded in the policy and not viewed as an exceptional circumstance if the policy is to be sound in this regard. A policy wording change is set out in the schedule attached as Annex G.

### Monitoring Framework

- A5.9 The Inspector has raised concern that some of the monitoring indicators in the framework set out in chapter 7 do not have a 'Quantification of objective' (or target in conventional terms) and as a result there is no means of measuring whether the policy is achieving its objective. He suggests that the Council should look again at the effectiveness of the monitoring framework.
- A5.10 In the draft Core Strategy a target was only included where it was quantifiable. However, having reviewed both the draft Core Strategy framework and those in other adopted Core Strategies it appears to be acceptable and appropriate to also include qualitative targets. Therefore, for a number of indicators qualitative targets are now proposed which give a clear indication of the direction of travel. For other indicators a quantitative target that could not previously be identified is proposed. These changes will result in a more effective monitoring framework (thereby addressing the Inspector's concern) and are set out in the schedule attached as Annex G.

## **Conclusion**

*That the changes referred to above and set out in the schedule of changes in annex G are agreed and published for public consultation.*

## **Annex F: Changes to National Planning Policy**

### **New Affordable Rent Tenancy (ART)**

- A6.1 “Affordable Rent” is a new tenure for affordable housing introduced in to national policy earlier in 2011 under the coalition government. “Affordable rented housing” is rented housing provided by registered providers of social housing. It has the same characteristics as social rented housing except that it is outside the national rent regime – based instead on up to 80% of local market rents. It has the same controls in terms of eligible households as social rent.
- A6.2 Research has been undertaken by the Council to assess how this change to national policy should be incorporated into the Core Strategy. The findings suggest that this will not have such a positive impact in the B&NES area and that as such the existing Core Strategy tenure split is still appropriate. However, the Council will need to consider the provision of ART in lieu of social rent where a need is identified or where there is a positive impact on viability allowing policy compliant levels of affordable housing to be met. Minor changes to this effect will be needed to the Core Strategy to reflect the Government’s proposals on the new Affordable Rent system. The wording of the changes is included in the schedule of changes set out in annex G.

### **Draft National Planning Policy Framework**

- A6.4 The Government has published a draft version of the new National Planning Policy Framework (NPPF). This NPPF entails a review of existing national planning policy and its replacement with a single national policy document. The NPPF is due to be adopted by the end of the year. The Government has made it clear that the NPPF will provide the basis for all local planning policy documents and every Development Management decision. Whilst the planning system remains plan led, there will be a presumption in favour of sustainable development. This means that if local plans or Core Strategies do not accord with the NPPF, planning permission should be granted.
- A6.5 The Core Strategy was prepared under the framework of existing national policy and so the Inspector has asked for an assessment to be undertaken of whether the B&NES draft Core Strategy accords with the draft NPPF. Following this assessment it is evident that there are a number of minor changes and clarifications that would be necessary and these can be considered through the LDF Steering Group before Council. The Inspector has also asked that these potential changes be consulted upon, alongside the changes made to the Core Strategy at this time.
- A6.6 Local Planning Authorities are still required to maintain a rolling supply of specific deliverable sites sufficient to provide five years worth of housing sites. However, the NPPF introduces a significant new requirement that the five year supply should include an additional allowance of at least 20% to ensure choice and competition in the market for land. The SHLAA will need to be updated to take this into account. If the SHLAA cannot demonstrate a five year +20% supply of housing land then the NPPF states that applications would be permitted in accordance with the presumption in favour of sustainable development.
- A6.7 This is a significant issue for B&NES and many other authorities because we do not have a five year +20% supply of housing land. The Council may want to object to this change as part of the public consultation on the NPPF.

A6.8 Other main implications arising from the NPPF include:

- Incorporate the presumption in favour of sustainable development
- Ensure that any 'local standards' within the Core Strategy do not threaten viability of development (eg 'Building for Life')
- Ensure that Core Strategy sustainable construction policies are consistent with the Government's zero carbon buildings policy. NPPF states we should adopt nationally described standards.
- Removing office development from 'town centre first' policy
- Removing the 60% brownfield target for housing development.
- Removing the maximum non-residential car parking standards for major developments
- Introduce a new protection for locally important green space that is not currently protected by any national designation.

A6.9 The schedule at the end of this annex sets out the likely changes that would need to be made to the Core Strategy to bring it in line with the draft NPPF. However, because the NPPF is only draft it is not considered appropriate to formally make changes to the Core Strategy at this stage. Instead, the schedule will be forwarded to the Inspector for consideration during the examination process and any necessary changes can be made through the examination process. The schedule of likely changes will also be subject to consultation alongside the proposed changes set out in annex G and referred to in paragraph 4.1 in the Council Report.

### **Conclusion**

*That the schedule of likely changes below should be noted, subjected to public consultation and forwarded to the Inspector during the examination process*



**SCHEDULE OF LIKELY CHANGES ARISING FROM THE DRAFT NATIONAL PLANNING POLICY FRAMEWORK (Annex F)**

Ref	NPPF Policy Change	Page No. of Draft Core Strategy	Plan Ref.	Proposed Change	Significant or Minor
NPPF1	All plans should be based upon and contain the presumption in favour of sustainable development as their starting point		DW1	<p><b>District-wide spatial Strategy</b></p> <p><i>The overarching strategy for B&amp;NES is to promote sustainable development by <u>There is a presumption in favour of sustainable development in B&amp;NES. Sustainable development is promoted by:</u></i></p> <p>1: focussing new housing, jobs and community facilities in Bath, Keynsham, Midsomer Norton and Radstock particularly ensuring:</p> <p>a: there is the necessary modern office space in Bath within or adjoining the city centre to enable diversification of the economy whilst maintaining the unique heritage of the City</p> <p>b: sufficient space is available in Keynsham to reposition the town as a more significant business location whilst retaining its separate identity</p> <p>c: there is deliverable space to enable job growth in the towns and principal villages in the Somer Valley to create a thriving and vibrant area which is more self-reliant socially and economically</p>	Significant

				<p>de: development in rural areas is located at settlements with a good range of local facilities and with good access to public transport</p> <p>2: making provision for a net increase of 8,700 jobs and 11,000 homes between 2006 and 2026, of which around 3,400 affordable homes will be delivered through the planning system</p> <p>3: prioritising the use of brownfield opportunities for new development in order to limit the need for development on greenfield sites</p> <p>4: retaining the general extent of Bristol - Bath Green Belt with no strategic change to the boundaries</p> <p>5: requiring development to be designed in a way that is resilient to the impacts of climate change</p> <p>6: protecting and enhancing the district's biodiversity resource including sites, habitats and species of European importance</p> <p>7: ensuring infrastructure is aligned with new development</p>	
--	--	--	--	--	--

				<p>In order to respond to changing circumstances, flexibility in the nature, density and mix of uses in the Western Corridor of Bath and on MoD sites will provide contingency in line with the principles of the overall strategy.</p> <p>In order to respond to changing circumstances, flexibility in the nature, density and mix of uses in the Western Corridor of Bath and on MoD sites will provide contingency in line with the principles of the overall strategy</p>	
NPPF2	<p>Para 75. Avoid long term protection of employment land or floorspace etc</p> <p>Para 77. Sequential test applicable to retail and leisure development but not office development</p>		B3	<p><i>Note re Para 75: Evidence based reason for protection of employment land in Newbridge Riverside. Policy framework is more flexible at Twerton Riverside and amended to reflect NPPF</i></p> <p><b>Changes from PC33</b></p> <p><b>4. Scope and Scale of Change</b></p> <p><b><i>Industrial land and premises</i></b></p> <p>(a i) There is a presumption in favour of retaining land at Newbridge Riverside for industrial use. Refurbishment, redevelopment or intensification will be welcomed.</p>	Significant

			<p>(a ii) Refurbishment, redevelopment or intensification for industrial use will be welcomed at Twerton Riverside.</p> <p>(a iii) Proposals for the loss of industrial land and floorspace at Twerton Riverside will be assessed against evidence of current and future demand, the availability of suitable alternative provision within Bath for displaced occupiers and the <u>relative need</u> <del>benefits of</del> <u>for</u> non industrial uses.</p> <p><b><i><u>Offices, other workspaces, retailing and leisure uses and other economic development uses</u></i></b></p> <p>(b) Proposals for offices <del>and</del> other workspaces <del>and other economic development uses (including retailing)</del> must have regard to the sequential and impact tests of PPS4. <u>should have regard to (a iii).</u></p> <p>(bii) <u>In addition, proposals for retailing and leisure uses should also have regard to 4a-iii and the sequential and impact considerations of the NPPF</u></p> <p><b><i><u>Non-economic development uses</u></i></b></p> <p>(c i) Proposals for residential and other non economic development uses will be</p>	
--	--	--	--	--

				<p>acceptable as part of mixed-use employment-economic <u>development</u>-led proposals.</p> <p>(c ii) Residential-led or non-economic development led proposals will be acceptable only where economically-led development would <b>not be commercially viable or where retailing and leisure uses</b> would fail the sequential and impact considerations tests of <u>the NPPF PPS4</u> or is not commercially viable.</p>	
NPPF3	<p>National policy in relation to sequential approach on flood risk remains the same. However, change to policy would be needed to remove reference to PPS25.</p>		CP5	<p><b>Flood Risk Management</b>          Development in the district will follow a sequential approach to flood risk management, avoiding inappropriate development in areas at risk of flooding and directing development away from areas at highest risk in line with Government policy (<u>PPS25</u>). Any development in areas at risk of flooding will be expected to be safe throughout its lifetime, by incorporating mitigation measures, which may take the form of on-site flood defence works and / or a contribution towards or a commitment to undertake such off-site measures as may be necessary. All development will be expected to incorporate sustainable drainage systems to reduce surface water run-off and minimise its contribution to flood risks elsewhere. All development should be informed by the information and recommendations of the B&amp;NES Strategic</p>	Minor

				Flood Risk Assessments and Flood Risk Management Strategy.	
NPPF4			CP12, Delivery section	<p><i>The place-based sections for Bath, Keynsham, Midsomer Norton and Radstock will set out more detail on the approach to the centres contained in those settlements.</i></p> <p><i>The boundaries for all of the centres listed within the hierarchy are defined on the Proposals Map. Other than the Bath city centre boundary these boundaries reflect those established in the Bath &amp; North East Somerset Local Plan. The Placemaking Plan will review these boundaries and identify sites for development. It will also review and define, where appropriate, the primary shopping areas and retail frontages in the larger centres. These designations will be supported by development management policies in the Placemaking Plan to guide decisions on individual planning applications.</i></p> <p><i>An updated retail study will be undertaken during 2010/11 to support future planning decisions and guide the Placemaking Plan.</i></p> <p><i><del>PPS4 'Planning for Sustainable Economic Development' contains national planning policies towards development in town centres and for economic development in general which are a material consideration</del></i></p>	Significant

DRAFT

				<i>and will inform decisions on specific proposals. <u>Retail and leisure uses will be subject to the sequential and impact tests set out in the NPPF.</u></i>	
--	--	--	--	--	--

## **ANNEX G**

# **Bath and North East Somerset Draft Core Strategy**

## **Composite Schedule of Significant Changes**

**September 2011**



## Introduction

The schedule below outlines further proposed significant changes to the draft Core Strategy. These changes result from issues raised through the [preliminary comments and questions from the Inspector \(ID/1\)](#) appointed to conduct the Core Strategy Examination and are in addition to those incorporated in the [Schedule of Proposed Changes \(March 2011\)](#) approved under the delegated arrangement agreed by Council on 2 December 2010. Deletions of existing text are shown as strike through and additional text is shown as underlined.

Page No Draft Core Strategy	Plan Reference	Proposed Change
20	Para 1.36	1.36 Contingency: The Core strategy recognises the need to be responsive in light of future uncertainty and unforeseen circumstances. There is the scope for flexibility in the mix of uses and density of some of the large redevelopment sites such as at Somerdale in Keynsham and the MoD sites in Bath. In addition, there is scope in Bath's western corridor to vary the mix of uses to respond to needs for development. This flexibility maintains the overall strategy of a priority on urban focussed brownfield opportunities. The Council will monitor delivery rates in the plan period which will shape the early review of the Core Strategy which is programmed for around 2016. <u>The Core Strategy is based on the regeneration of brownfield land and the Council is not planning for the release of land from the Green Belt to meet development needs. However, if after the first 5 years following adoption, monitoring demonstrates that the planned housing provision has not been delivered at the levels expected, the use of some Green Belt land at Hicks Gate as a long-term contingency for the development of new homes will be considered. This will require close liaison with Bristol City Council</u>
20	Policy DW1	<i>Add the wording below to Policy DW1:</i> <u>Contingency</u> <u>If monitoring shows that planned housing provision will not be delivered at the levels expected the use of some Green Belt land at Hicks Gate as a long-term contingency for the development of new homes will be considered.</u>  <u>The broad location is indicated on the Key Diagram.</u>

Page No Draft Core Strategy	Plan Reference	Proposed Change
21	Diagram 4	<p>Amendment to Diagram 4 (Key Diagram) to show housing contingency allocation</p>
33	Diagram 5	Delete notation and label for East of Bath Park & Ride (NEW)

Page No Draft Core Strategy	Plan Reference	Proposed Change
40	Policy B2	<p>Amend Policy B2 as follows:</p> <p><u>3. Key Development Opportunities</u></p> <p>Figure 7 illustrates the general extent of the city centre, identifies neighbouring areas with the most capacity for significant change and key regeneration opportunities. The precise extent of the city centre, including that of the primary shopping area is shown in the proposals map (see Appendix 3). Within the context of PPS4, <u>economic development led mixed use development proposals at the following locations that accord with parts 1 and 2 of policy B2 and contribute to the scope and scale of change listed in part '4' of this policy will be welcomed.</u></p> <p>Remainder of Policy B2 remains unchanged.</p>
48	Para 2.21	<p>It is beyond the remit of this chapter of the Core Strategy to consider local aspects of change within outer Bath and <u>to present a bespoke neighbourhood plan for each area.</u> <del>A number of general matters, such as the network of open spaces and other infrastructure are covered in the Core Policies section. The spatial strategy focuses on key areas or issues requiring strategic guidance. Core Strategy Policy in relation to a number of generic matters /topics is covered in the Core Policies section.</del> The spatial strategy focuses on key areas or issues requiring strategic guidance. Crucially, suburban Bath is expected to yield about 2,500 <u>2800</u> new homes, making a significant contribution to the overall target of 6,000 and contains <u>a district centre</u> and local centres that need to be identified as part of the retail hierarchy.</p>
56	Paras 2.44 to 2.46	<p><del>2.44 The Council has secured programme entry for a £54m major scheme of Transport Proposals for Bath and is currently working towards full Government approval. The Transport Proposals will:</del></p> <ul style="list-style-type: none"> <li><del>• Expand the City's three existing Park &amp; Rides and create a new Park &amp; Ride to the east of the City, thereby increasing Park &amp; Ride capacity from 1,990 to 4,510 spaces</del></li> <li><del>• Create a segregated park and ride bus route for 1.4km of the journey from Newbridge Park and Ride to the city centre.</del></li> <li><del>• Upgrade nine bus routes to 'showcase' standard including raised kerbs for better access, off bus ticketing to speed up boarding and real time electronic information for passengers.</del></li> </ul>

Page No Draft Core Strategy	Plan Reference	Proposed Change
		<ul style="list-style-type: none"> <li>• <del>Create a more pedestrian and cyclist friendly city centre through the introduction of access changes on a number of streets and the expansion and enhancement of pedestrian areas.</del></li> <li>• <del>Introduce active traffic management with real time information to direct drivers to locations where parking spaces are available.</del></li> </ul> <p><del>2.45 The proposals will help to enable the programme of development set out in the spatial strategy in conjunction with further measures to enable convenient and sustainable circulation and access within the city. In addition the Council is committed to reducing the need to use cars for many trips within Bath. Therefore improvements to other public transport, walking and cycling infrastructure and the implementation of 'Smarter Choices' for transport will be pursued e.g. through the development of travel plans for new and existing sites and the expansion of car clubs.</del></p> <p><del>2.46 The Greater Bristol Metro Project will allow for increased train frequencies serving Bath and Oldfield Park rail stations.</del></p> <p><u>2.44 The Council's Transport Strategy for Bath is one of reducing the use of cars for travelling to and within the city, by progressing improvements to public transport and making walking or cycling within the city the preferred option for short trips. This will be achieved through a variety of measures including:</u></p> <ul style="list-style-type: none"> <li>• <u>Bath Transport Package – comprising a range of measures including three extended Park &amp; Ride sites; upgrading nine bus routes to showcase standard including upgrades to bus stop infrastructure and variable message signs on key routes into the city displaying information about car parking availability</u></li> <li>• <u>Improvements to the bus network through the Greater Bristol Bus Network major scheme including key routes from Bristol and Midsomer Norton,</u></li> <li>• <u>Rail improvements, such as the electrification of Great Western Railway mainline by 2016; the new 15 year GWR franchise (including the Greater Bristol Metro Project); and increasing the</u></li> </ul>

Page No Draft Core Strategy	Plan Reference	Proposed Change
		<p><u>capacity of local rail services travelling through Bath Spa rail station, improving ease of access to and attractiveness of rail travel to and from Bath</u></p> <ul style="list-style-type: none"> <li>• <u>The West of England authorities (including B&amp;NES) have been awarded Local Sustainable Transport Fund key component funding for a number of measures and also been invited by the Department for Transport to submit a major bid to the Local Sustainable Transport Fund for £25.5million</u></li> <li>• <u>Creating a more pedestrian and cyclist-friendly city centre through the introduction of access changes on a number of streets and expansion and enhancement of pedestrian areas.</u></li> <li>• <u>Other improvements to walking and cycling infrastructure through the Councils Integrated Transport annual settlement and the implementation of 'Smarter Choices' for transport e.g. through the development of travel plans for new and existing sites and the expansion of car clubs</u></li> </ul> <p><u>2.45 To complement these public transport and cycling/walking improvements the Council will update its Parking Strategy for Bath which will broadly maintain central area car parking at existing levels in the short term and continue to prioritise management of that parking for short and medium stay users. This is necessary in order to discourage car use for commuting and provide sufficient parking to help maintain the vitality and viability of the city centre as a shopping and visitor destination. It will also result in a relative reduction in the amount of central area parking that is available as the economy grows, jobs are created and demand increases.</u></p> <p><u>2.46 The proposals set out above will help to enable the programme of development set out in the spatial strategy to be delivered in a way that minimises travel related environmental and air quality harm whilst providing convenient and sustainable access within the city.</u></p>
57	Table 5	IDP Ref

Page No Draft Core Strategy	Plan Reference	Proposed Change
		<p>Key Infrastructure</p> <p>Phasing</p> <p>Cost</p> <p>Funding and Delivery</p> <p>BI.1</p> <p>Transport Proposals for Bath:</p> <ul style="list-style-type: none"> <li>• <del>Rapid Transit Routes</del></li> <li>• New showcase bus corridors</li> <li>• <del>New and e</del> <u>Extended</u> park and ride sites</li> <li>• <u>Upgraded bus stop infrastructure on 9 service routes</u></li> <li>• Safe routes for pedestrians and cyclists</li> <li>• Other essential transport links and improvements</li> </ul> <p>2011-16</p> <p><del>£54m-£50.1m</del></p> <p><u>£31.85m</u></p> <p><del>Discussions are underway with DfT in the light of the Comprehensive Spending Review 2010 regarding how this essential infrastructure can be brought forward at the earliest opportunity. Bath Transport Package accepted into 'development pool' of schemes by DfT. Final bid to be submitted for</del></p>

Page No Draft Core Strategy	Plan Reference	Proposed Change
		<p><u>funding to DfT in September 2011. DfT decision anticipated in December 2011.</u></p> <p>BI.2 Improvements to Flood Defences of Bath City Centre and Riverside 2010-26 £7.6m Flood Risk Management Strategy – ongoing work between B&amp;NES and Environment Agency. Options for on-site compensatory flood mitigation measures within the river corridor or introduction of a more strategic flood storage area.</p> <p>BI.3 Public Investment into Bath Western Riverside 2010-15 £27.6m Homes and Communities Agency Funding through the West of England Single Conversation: West of England Delivery and Infrastructure Plan.</p> <p>BI.4 Improvements to Bath Train Station and Enhanced Service Frequency from Bath and Oldfield Park to Bristol</p>

Page No Draft Core Strategy	Plan Reference	Proposed Change
		<p>2017-2020</p> <p>£19.7m for Greater Bristol Metro Rail Project</p> <p>Network Rail with Bath &amp; North East Somerset Council. Evidence included in the Great Western Mainline Route Utilisation Strategy (2010). The Council Will continue to press for this urgently needed investment through its Memorandum of Understanding with the Rail industry.</p>
96	Para 5.17	<p>A number of villages have been identified where:</p> <ul style="list-style-type: none"> <li>• access to facilities and public transport is best</li> <li>• there is capacity for development</li> <li>• there is community support for some small scale development</li> </ul> <p>These villages are to be the focus for new small scale development under policy RA1. <del>Community support is demonstrated by the views of the Parish Council as the locally elected representative of those communities.</del></p>
96	Para 5.18	<p>The villages which currently meet these criteria <del>set out in policy RA1 and that have some capacity for development</del> are: Batheaston, Bishop Sutton, Farmborough, Temple Cloud, Timsbury and Whitchurch. These villages are shown on the diagram 18. This indicative list of villages <u>may be subject to change over the lifetime of the Core Strategy. It will be formally reviewed as part of will be included in the review of the Core Strategy and consideration will be given to any demonstrated change of circumstances against the criteria in the interim. Local community support for the principle of development is demonstrated by the views of the Parish Council as the locally elected representative of those communities or through alternative mechanisms introduced in the Localism Bill.</u></p>
99	Para 5.29	<p>This policy will apply to all market housing developments across the District. Villages which meet the criteria of policy RA1 will benefit from this policy and sites will be allocated through the Placemaking</p>



Page No Draft Core Strategy	Plan Reference	Proposed Change
		<p>Plan. Beyond this, local need for affordable housing across the rural areas will be primarily met through the rural exceptions policy. <del>There may also be opportunities to convert rural buildings into affordable housing under the Government's emerging proposals for the 'home on the farm' scheme.</del> <u>If there are rural buildings which are no longer required for local food production, there may also be opportunities to convert them to affordable housing under the Government's emerging proposals for the 'home on the farm' scheme.</u> Any development proposals coming forward under the Community Right to Build are to be considered separately from the rural exceptions policy.</p>
101	Para 5.49	<p>Private developers will play an important role in bringing forward and developing small scale housing developments in the 'Policy RA1' villages and to the delivery of employment sites. <del>Further assessment of the potential for development in Farmborough to help fund a sustainable transport link to local shopping facilities also needs to be undertaken through the Placemaking Plan.</del></p>
106	Policy CP1 (as amended by PC8)	<p>Retrofitting measures to existing buildings to improve their energy efficiency and adaptability to climate change and the appropriate incorporation of micro-renewables will be encouraged.</p> <p>Priority will be given to facilitating carbon reduction through retrofitting at whole street or neighbourhood scales to reduce costs, improve viability and support coordinated programmes of improvement.</p> <p>Masterplanning and 'major development' (as defined in the Town &amp; Country Planning (Development Management Procedure (England) Order 2010) in the district should demonstrate that opportunities for the retention and retrofitting of existing buildings <u>within the site</u> have been included within the scheme. All schemes should consider retrofitting opportunities as part of their design brief and measures to support this will be introduced.</p> <p>Retrofitting Historic Buildings</p> <p>The Council will seek to encourage and enable the sensitive retrofitting of energy efficiency measures and the appropriate use of micro-renewables in historic buildings (including listed buildings and buildings of solid wall or traditional construction) and in conservation areas, whilst safeguarding the special characteristics of these heritage assets for the future.</p>

Page No Draft Core Strategy	Plan Reference	Proposed Change
		Proposals will be considered against national planning policy.
107	Policy CP2	<p>Sustainable design and construction will be integral to new development in Bath &amp; North East Somerset. All planning applications should include evidence that the standards below will be addressed:</p> <ul style="list-style-type: none"> <li>• Maximising energy efficiency and integrating the use of renewable and low-carbon energy (<u>i.e. in the form of an energy strategy with reference to policy CP4 as necessary</u>);</li> <li>• Minimisation of waste and recycling during construction and in operation;</li> <li>• Conserving water resources and minimising vulnerability to flooding;</li> <li>• Efficiency in materials use, including the type, life cycle and source of materials to be used;</li> <li>• Flexibility and adaptability, allowing future modification of use or layout, facilitating future refurbishment and retrofitting;</li> <li>• Consideration of climate change adaptation.</li> </ul> <p>Applications for all development other than major development will need to be accompanied by a B&amp;NES Sustainable Construction Checklist</p> <p><u>Major Development</u></p> <p>For major development a BREEAM and/or Code for Sustainable Homes (CfSH) (or equivalent) pre-assessment will be required alongside a Planning Application. Post-construction assessments will also be required. These assessments must be undertaken by an accredited assessor.</p> <p>The standards set out in the table below will be requirements for major development over the plan period:</p> <p><u>An exception to these standards will only be made where it can be demonstrated that meeting the</u></p>

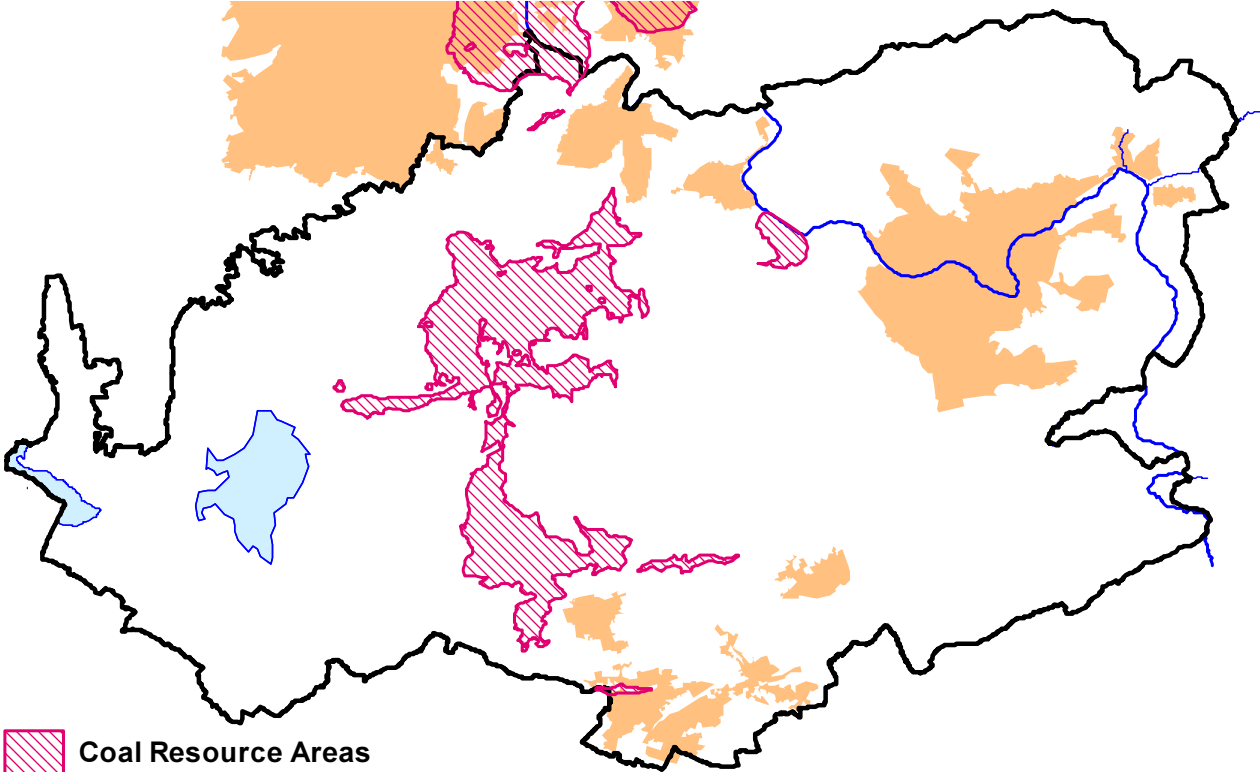

Page No Draft Core Strategy	Plan Reference	Proposed Change
		<u>provisions of this policy would render development unviable.</u>
109	New para	<p><u>New para after 6.24 (6.25):</u></p> <p><u>Any impact of this policy on the viability of schemes will be given careful consideration.</u></p>
110	Policy CP4	<p>The use of combined heat and power (CHP), and/or combined cooling, heat and power (CCHP) and district heating will be encouraged. Within the identified “district heat priority areas”, shown on diagram 19, development will be expected to incorporate infrastructure for district heating, and will be expected to connect to existing systems where and when this is available, <u>unless demonstrated that this would render development unviable.</u></p> <p>Masterplanning and major development in the district should demonstrate a thermal masterplanning approach considering efficiency/opportunity issues such as mix of uses, anchor loads, density and heat load profiles to maximise opportunities for the use of district heating.</p> <p>The Council will expect all major developments to demonstrate that the proposed heating and cooling systems (CHP/CCHP) have been selected considering the heat hierarchy, in line with the following order of preference:</p> <ol style="list-style-type: none"> <li>1 Connection with existing CHP/CCHP distribution networks</li> <li>2 Site wide CHP/CCHP fed by renewables</li> <li>3 Gas-fired CHP/CCHP or hydrogen fuel cells, both accompanied by renewables</li> <li>4 Communal CHP/CCHP fuelled by renewable energy sources</li> <li>5 Gas fired CHP/CCHP</li> </ol>
114	Para 6.37	<p><u>All development schemes with a residential component</u> <del>Housing schemes will be assessed using the expected to demonstrate how they have been designed to meet Building for Life methodology standards (or equivalent, as identified by the Council, should these be superseded within the strategy period). The Council will expect proposals to achieve as a minimum, a ‘good’ standard as defined by</del></p>

Page No Draft Core Strategy	Plan Reference	Proposed Change
		<del>BfL or an equivalent future standard.</del>
117	Policy CP6	<p>1 High Quality Design</p> <p>The distinctive quality, character and diversity of Bath and North East Somerset's environmental assets will be promoted, protected, conserved or enhanced through:</p> <p>a high quality and inclusive design which reinforces and contributes to its specific local context, creating attractive, inspiring and safe places.</p> <p><del>b All ensuring that all major housing development schemes with a residential component should be assessed using the Building for Life design assessment tool (or equivalent methodology) meet CABE's. As a guide development should meet its "good" standard.</del>  <u>Building for Life (BfL) good standard, as a minimum.</u></p> <p><i>Note: Rest of policy CP6 remains unchanged.</i></p>
120	Para 6.64	<p>In light of the opportunities for development in the plan period Keynsham continues to be excluded from the Green Belt and an Inset boundary is defined on the Proposals Map. There are a number of villages which meet the requirements of national policy in PPG2 'Green Belts' para 2.11 and continue to be insets within the Green Belt as established in the Bath &amp; North East Somerset Local Plan. These villages are <del>those which are</del> <u>the most sustainable villages in the Green Belt rural locations for accommodating some limited new development in the plan period under the provisions of either policy RA1 where the criteria are met, or where not, policy RA2.</u> There are no exceptional circumstances which would justify amending these Inset boundaries and therefore, they remain unchanged. Some sites may come forward in the Green Belt under the Government's proposals for</p>

Page No Draft Core Strategy	Plan Reference	Proposed Change
		Community Right to Build.
121	Minerals Para 6.66  Para 6.67  Para 6.68	<p>Amend section on Minerals with new policy as follows:</p> <p>Limestone is the principal commercial mineral worked in the District. There are currently two active sites – one surface workings and one underground mine. Upper Lawn Quarry at Combe Down in Bath and Hayes Wood mine near Limpley Stoke both produce high quality Bath Stone building and renovation projects. <u>Bath &amp; North East Somerset also has a legacy of coal mining and there are also still coal resources within Bath &amp; North East Somerset which are capable of extraction by surface mining techniques. Although no longer worked, there are potential public safety and land stability issues associated with these areas. The general extent of the surface coal Mineral Safeguarding Area within the District is illustrated in Diagram 20a.</u></p> <p>Historically Bath &amp; North East Somerset has never made any significant contribution to regional aggregates supply and because of the scale and nature of the mineral operations in the District and the geology of the area it is considered that this situation will continue. Bristol is also in no position to make a contribution to regional aggregates supply, other than the provision of wharf facilities. However North Somerset and South Gloucestershire have extensive permitted reserves of aggregates and have historically always met the sub regional apportionment for the West of England. <del>The approach to this is set out in Policy 26 of the Joint Replacement Structure Plan the saved policies of which remain part of the Development Plan for Bath &amp; North &amp; East Somerset.</del> <u>This approach is consistent with national planning policy advice for minerals.</u></p> <p>The emerging West of England Joint Waste Core Strategy (JWCS) seeks to encourage the prudent use of resources with specific reference to minerals and includes policy guidance on the recycling, storage and transfer of construction, demolition and excavation waste at mineral sites.</p> <p><del>Development proposals relating to minerals resources will continue to be considered within the context of national minerals planning policy and the saved minerals policies in the B&amp;NES Local Plan until reviewed through the Placemaking Plan. Minerals Safeguarding Areas will be defined in the Placemaking Plan as will other minerals allocations and designations.</del> <u>Policy CP8a, which sets out the strategic approach to minerals in the District, will ensure that mineral resources within the district</u></p>

Page No Draft Core Strategy	Plan Reference	Proposed Change
	Para 6.69	<p><u>continue to be safeguarded. Minerals Safeguarding Areas will be designated in a separate Development Plan document the Placemaking Plan following the methodology set out in the British Geological Survey document<sup>1</sup> and defined on the Proposals Map. Although there is no presumption that the resources will be worked this will ensure that known mineral resources are not needlessly sterilised by non-mineral development.</u></p> <p><u>It is proposed that more detailed guidance on minerals related issues will be developed in the relevant Development Plan Document as will issues of land instability, which it is recognised is wider than just minerals, and restoration proposals to accord with national minerals planning policy advice. This will take place alongside the review of existing minerals allocations and designations.</u></p> <p><u>POLICY CP8a - MINERALS</u></p>
	Para 6.69a	<p><u>Mineral sites and allocated resources within Bath &amp; North East Somerset will be safeguarded to ensure that existing and future needs for building stone can be met.</u></p> <p><u>The production of recycled and secondary aggregates will be supported by safeguarding existing sites and identifying new sites.</u></p>
	New policy	<p><u>Minerals Safeguarding Areas will be designated to ensure that minerals resources which have a potential for future exploitation are safeguarded and not needlessly sterilised by non-mineral developments. Where it is necessary for non-mineral development to take place within a Minerals Safeguarding Area the prior extraction of minerals will be supported.</u></p> <p><u>Potential ground instability issues, including those associated with the historical mining legacy, and the need for related remedial measures should be addressed as part of the proposal in the interests of public safety.</u></p> <p><u>Mineral extraction that has an unacceptable impact on the environment, climate change, local communities, transport routes or the integrity of European wildlife sites which cannot be mitigated will not be permitted. The scale of operations should be appropriate to the character of the area and</u></p>

<sup>1</sup> 'A guide to minerals safeguarding in England', BGS (2007)

Page No Draft Core Strategy	Plan Reference	Proposed Change
		<p><u>the roads that serve it.</u></p> <p><u>Reclamation and restoration of a high quality should be carried out as soon as reasonably possible and proposals will be expected to improve the local environment.</u></p> <p>Delivery:</p> <p>Delivery will be through the Development Management process. Minerals Safeguarding Areas will be identified in the <u>Placemaking Plan a separate Development Plan Document where and</u> other current designations and allocations will be reviewed to ensure adequate resources are safeguarded.</p>  <p> Coal Resource Areas</p>

Page No Draft Core Strategy	Plan Reference	Proposed Change
	New Diagram	<u>Diagram 20a: General extent of the surface coal Mineral Safeguarding Area (based on data supplied by the Coal Authority, 2009)</u>
120	Preamble to Green Belt Policy CP8	<p><i>Amend Para 6.63 as follows</i></p> <p>"6.63 Core Policy CP8 conforms to national policy which also states that the general extent and detailed boundaries of the Green Belt should be altered only exceptionally. The Core Strategy does not envisage that the general extent of the Green Belt in B&amp;NES should be altered in the plan period. This reflects the very high value attached by the communities in bath &amp; North east Somerset to the openness of the Green Belt. <b>However Policy DW1 acknowledges that should the need be clearly demonstrated at the review of the Core Strategy in around 2016, land is identified as a housing contingency at Hicks gate on the edge of Bristol.</b></p>
123	Policy CP9	<p>Amend Policy CP9 to as follows:</p> <p>Large sites</p> <p>Affordable housing will be required as on-site provision in developments of 10 dwellings or 0.5 hectare (whichever is the lower) and above. An average affordable housing percentage of 35% will be sought on these large development sites. This is on a grant free basis with the presumption that on site provision is expected.</p> <p>Small sites</p> <p>Residential developments on small sites from 5 to 9 dwellings or from 0.25 up to 0.49 hectare (whichever is the lower) should provide either on site provision or an appropriate financial contribution towards the provision of affordable housing with commuted sum calculations. The target level of affordable housing for these small sites will be 17.5%, half that of large sites, in order to</p>



Page No Draft Core Strategy	Plan Reference	Proposed Change
		<p>encourage delivery.</p> <p>In terms of the 17.5% affordable housing on small sites, the Council will first consider if on site provision is appropriate. In many instances, particularly in the urban areas of Bath, Keynsham, Midsomer Norton and Radstock the Council will accept a commuted sum in lieu of on site provision. This should be agreed with housing and planning officers at an early stage.</p> <p><u>Viability</u></p> <p><u>For both large and small sites the viability of the proposed development should be taken into account, including:</u></p> <ul style="list-style-type: none"> <li>• <u>Whether the site is likely to have market values materially above or below the average for the district</u></li> <li>• <u>Whether grant or other public subsidy is available</u></li> <li>• <u>Whether there are exceptional build or other development costs</u></li> <li>• <u>The achievement of other planning objectives</u></li> <li>• <u>The tenure and size mix of the affordable housing to be provided</u></li> </ul> <p><u>A higher (up to 45%) proportion of affordable housing may be sought or provision below the average of 35% may be accepted.</u></p> <p><u>Higher affordable housing proportions (up to a maximum of 45%) may be sought in individual cases, taking account of:</u></p>

Page No Draft Core Strategy	Plan Reference	Proposed Change
		<p><del>a whether the site benefits from above average market values for the district;</del></p> <p><del>b whether grant or other public investment may be available to help achieve additional affordable housing.</del></p> <p><del>In some cases the scheme viability may justify the Council accepting a grant free provision of affordable housing below the average of 35%. This may be applicable on schemes where market values are significantly below the district average or where the build costs are exceptionally high and taking into account whether grant or other public investment may be available.</del></p> <p>Sub-division and phasing</p> <p>Where it is proposed to phase development or sub-divide sites, or where only part of a site is subject to a planning application, the Council will take account of the whole of the site when determining whether it falls above or below the thresholds set out above.</p> <p>Tenure</p> <p>The tenure of the affordable housing will typically be based on a 75/25 split between social rent and intermediate housing.</p> <p><u>The Council will consider the provision of affordable rent or other affordable housing products in lieu of social rent when it is proven necessary to improve viability in order to achieve policy position levels of affordable housing and where the housing need for affordable rent can be demonstrated.</u></p>



Page No Draft Core Strategy	Plan Reference	Proposed Change
	<p data-bbox="349 491 495 560">New para 6.82b</p> <p data-bbox="349 948 528 983">Policy CP11</p>	<p data-bbox="589 296 2022 403"><u>transit pitches are found for the gypsy and travelling communities in Bath &amp; North East Somerset for the period to 2011. The WoE GTAA also indicates that one plot is provided for travelling showpeople in Bath &amp; North East Somerset for this period.</u></p> <p data-bbox="589 435 2022 802"><del>Provision for gypsies, travellers and travelling showpeople will be decided in line with Circulars 01/2006 'Planning for Gypsy and Traveller Caravan Sites' and 04/2007 'Planning for Travelling Showpeople'. These Circulars state that a criterion based approach needs to be taken in the Core Strategy when looking at the location of sites. Core Policy CP11 sets out the criteria to</del> <u>The Council will identify suitable and deliverable sites to meet the established accommodation needs of gypsies, travelers and travelling showpeople through separate Development Plan Documents (DPDs) for the period to 2011. The criteria in Policy CP11 will be used to guide the identification of suitable sites for inclusion in the relevant DPDs and to identify sites meet future accommodation needs when assessed. These criteria will also be used when considering planning applications that may happen before the DPDs are prepared or in addition to sites being allocated.</u></p> <p data-bbox="589 831 1666 863">POLICY CP11 - GYPSIES, TRAVELLERS &amp; TRAVELLING SHOWPEOPLE</p> <p data-bbox="589 895 1995 1002"><u>The following criteria will be used to guide the identification of suitable sites to meet the established accommodation needs of gypsies, travellers and travelling showpeople to 2011 and their accommodation needs beyond 2011 once assessed.</u></p> <p data-bbox="589 1034 1877 1102">Proposals for sites for gypsies, travellers and travelling showpeople accommodation will be considered against the following criteria:</p> <p data-bbox="589 1134 2002 1407"> a: <span style="float: right;">local</span>  community services and facilities, including shops, schools and health facilities, should be accessible by foot, cycle and public transport  b: satisfactory means of access can be provided and the existing highway network is adequate to service the site  c: the site is large enough to allow for adequate space for on-site facilities and amenity, </p>

Page No Draft Core Strategy	Plan Reference	Proposed Change
		<p>parking and manoeuvring, as well as any commercial activity if required</p> <p>d: the site does not harm the character and appearance of the surrounding area</p> <p>e: adequate services including utilities, foul and surface water and waste disposal can be provided as well as any necessary pollution control measures</p> <p>f: use of the site must have no harmful impact on the amenities of neighbouring occupiers</p> <p>g: the site should avoid areas at high risk of flooding and have no adverse impact on protected habitats and species, nationally recognised designations and natural resources</p> <p><i>Delivery:</i></p> <p><u>Delivery will be through the Development Management process. Sites will be identified through the Gypsies and Travellers DPD to meet identified accommodation needs up to 2011 and beyond once assessed.</u></p>
134	Para 7.04	<p><u>Progress against many objectives/policies can be measured quantitatively and this is reflected in the targets set out in the framework below. Where appropriate the target is set out in a way that will help to inform review of the Core Strategy in accordance with the programme set out in paragraph 7.05 below.</u> However, others <u>objectives/policies do not lend themselves to this quantification and where appropriate a qualitative target is included in order to enable performance is to be measured in a different way.</u> Monitoring performance against the indicators set out is principally undertaken through the Annual Monitoring Report (AMR). The AMR is published in December each year and in addition to setting out monitoring information includes analysis of whether and how the policies are being delivered. In so doing it will inform the process of Core Strategy policy review and provides evidence to inform formulation of policies in other Local Development Documents.</p>
134	New para 7.07	<p><b>Monitoring &amp; Review</b> Add new para 7.07</p> <p>"7.07 The need for the contingency development area at Hicks Gate will not be considered before April 2016. If, at April</p>

Page No Draft Core Strategy	Plan Reference	Proposed Change
		2016 or at a date thereafter, the Council cannot demonstrate a 5 year housing land supply, to the extent that there is a shortfall of 1000 or more units, it accepts that the need for the contingency development area will be triggered, unless additional brownfield housing land supply can be identified as being available and developable beyond the next 5 years”.
135	Table 9	Amend heading of column 4 from ‘Quantification of objective’ to ‘ <u>Target</u> ’
135	Table 9	Amend the ‘Target’ column for the respective indicators for strategic objective 1 and Policy CP1 to read:  <u>Increase in the number of residential and non-residential properties that have installed photovoltaic cells</u>
136	Table 9	Amend the ‘Target’ column for the respective indicators for strategic objective 2 and Policy CP6 to read:  <u>Maintain or increase the area of priority habitats by 2026</u>  <u>Annual increase in the proportion of assessed housing schemes that meet the Building for Life (BfL) good standard</u>  <u>Reduce the number of principal listed buildings recorded as ‘at risk’ on the Council’s Buildings at Risk Register</u>  <u>Increase the number of up to date Conservation Area Appraisals and Management Plans in place</u>
136	Table 9	Amend the ‘Indicator’ column for strategic objective 4 and Policy CP12 to read:  <u>Health of the centres as indicated by retail floorspace losses, vacancy rates and land use mix changes in each of the centres listed in the hierarchy (city/town centres – annually and district/local centres – periodically)</u>  Amend the ‘Target’ column for the indicator above for strategic objective 4 and Policy CP12 to read:

Page No Draft Core Strategy	Plan Reference	Proposed Change
		<p><u>Health of each centre as measured by the indicators specified is maintained or enhanced</u></p> <p>Amend the 'Indicator' column by adding the following indicator for strategic objective 4 and Policy CP12:</p> <p><u>Market share of comparison goods spending in Bath city centre and the town centres</u></p> <p>Amend the 'Target' column for the indicator above to read:</p> <p><u>The market share of comparison goods spending as measured by household surveys undertaken about every 5 years is maintained or enhanced</u></p>
	Table 9	<p>Amend the 'Target' column for the respective indicator for strategic objective 5 and Policy DW1 to read:</p> <p><del>National target of 60%</del></p> <p><u>At least 80% of new housing provided between 2006 and 2026 should be on previously developed land</u></p>
	Table 9	<p>Amend the 'Target' column for the respective indicator for strategic objective 5 and Policy CP9 to read:</p> <p><u>3,400 affordable homes completed by 2026</u></p> <p>Average of 35% of <u>all</u> homes provided on large sites across the District <u>should be affordable homes</u></p>
	Table 9	<p>Amend the 'Target' column for the indicator for strategic objective 5 and Policy CP11 to read:</p> <p><u>Delivery of 22 permanent and 20 transit pitches for Gypsies and Travellers by 2016</u></p>

Page No Draft Core Strategy	Plan Reference	Proposed Change
	Table 9	<p>Amend the 'Target' column for the Air Quality indicator for strategic objective 6 and Policy CP13 to read:</p> <p><u>By 2016 within the Bath AQMA and Keynsham AQMA annual average concentrations of Nitrogen Dioxide (NO<sub>2</sub>) not to exceed 40µg/m<sup>3</sup></u></p>
	Table 9	<p>Amend the 'Indicator' column for strategic objective 7 to read:</p> <p>17 <u>11</u> transport related <del>targets</del> <u>indicators</u> are monitored as part of JLTP3.</p> <p><a href="http://www.travelplus.org.uk/media/187017/12%20targets%20and%20monitoring.pdf(page2)">http://www.travelplus.org.uk/media/187017/12%20targets%20and%20monitoring.pdf(page2)</a></p>



<b>Bath &amp; North East Somerset Council</b>		
<b>MEETING:</b>	<b>Planning, Transport &amp; Environment PDS Panel</b>	
<b>MEETING DATE:</b>	<b>13<sup>th</sup> September 2011</b>	<b>AGENDA ITEM NUMBER</b>
<b>TITLE:</b>	<b>Draft Strategy for Provision of Public Toilets in Bath &amp; North East Somerset</b>	
<b>WARD:</b>	<b>ALL</b>	
<b>AN OPEN PUBLIC ITEM</b>		
<b>List of attachments to this report:</b>		
Appendix A: Provision strategy for Public Toilets in Bath & North East Somerset		

## **1 THE ISSUE**

1.1 Publicly accessible toilet facilities are a fundamental need for everyone whenever they are “away from home”. They are an important factor in delivering a ‘people friendly’ and attractive environment for everyone who goes to shopping centres, leisure and entertainment venues, sports facilities, parks and green spaces, everyone who moves about on foot, or bicycle, car, van, lorry or public transport for many and varied reasons, whether for work or pleasure.

1.2 There are those with particular needs like families with babies and children, older people, people with disabilities and poor or specific health conditions. The overseas tourists and visitors to our villages, towns and city are also important as their overall experience can be influenced by their impressions of such essential facilities.

1.3 Although the current economic position will adversely affect Bath and North East Somerset for now, the area is set to grow through new housing developments, through tourism and through economic development. This is therefore an opportune time to set a framework for providing toilet facilities where they are needed and wanted, so that we are well placed to ensure maximum public benefit as and when developments occur.

1.4 The Provision Strategy recognises that local councils are no longer the only providers of toilet facilities and that other providers and options must be brought forward to achieve the aim and objectives outlined.

1.5 The Provision Strategy establishes a framework for future provision in a range of ways and by a range of providers and with a range of funding sources, to achieve an overall improved standard of quality, quantity and distribution.

1.6 Further rationale for and benefits of a Provision Strategy are given under Section 4 Risk Management.

## **2 RECOMMENDATIONS**

2.1 The Planning, Transport & Environment panel is invited to:  
note and comment on the report and draft strategy

2.2 And is asked to recommend that:  
the Provision Strategy for Public Toilets is taken forward for consideration by the Cabinet Member prior to adoption by the Cabinet later in 2011/12.

## **3 FINANCIAL IMPLICATIONS**

3.1 The current national and local financial position is under increasing pressure and will remain so for a number of years. There is little prospect of the Council being able to allocate any increase in capital or revenue funding to this non-statutory service. Any substantial development works around public toilets by the Council will therefore need to be self-funding through efficiencies or income generation (charging for use or external contributions).

3.2 The Provision Strategy will support and facilitate changes to the way publicly accessible toilets are funded in the following ways, sometimes in combination. This seeks to relieve Council budgetary pressure in this area ongoing.

- developer funding towards major refurbishments of existing toilet facilities
- developer funding towards new sets of toilets in or near appropriate housing or commercial (retail, entertainment, leisure) developments
- local partnership and sponsorship working with retail, hospitality and other businesses
- innovative solutions in joint arrangements with toilet industry providers
- business case-supported capital/revenue investment by the Council
- extended use of planning and licensing policies

3.3 The Provision Strategy establishes recommended quality and quantity standards for the existing provision which should be maintained through appropriate budget allocation. The 2011/12 Neighbourhoods budget (£295k) includes cleansing (labour, transport and materials/consumables); utilities; rates; insurances; APC leasing, maintenance and service contracts; Parish Council fees.

Miscellaneous and APC income totals £14K. Overall, the average cost of managing and cleansing operations of the Council's public toilets is approximately £10k per annum per facility (27 in total as at August 2011).

3.4 Since 2004, approximately £470k has been spent on upgrading a number of the Council public conveniences by Property Services, mainly focussed on Disability Discrimination Act (DDA) compliance works which has been completed at most of them. This is in addition to regular repairs and maintenance costs.

3.5 Two Council public toilets are programmed for DDA works in 2011/12 – Sydney Gardens, Bath and Ashton Way, Keynsham. Refurbishment and remodelling works are in progress at two locations this year – Gullocks Tynning, Midsomer Norton and Monksdale Road, Bath, part-funded by Aiming High for Disabled Children.

## 4 RISK MANAGEMENT

4.1 Key overarching issues that have been identified in compliance with the Council's decision-making risk management guidance are summarised below:

4.2 **Strategic** – A policy on the provision of public conveniences will contribute to the medium to long term goals and the Council's priorities in the areas of:-

- Better lives for young people
- Climate change
- Independence for older people
- Feeling safer
- Sustainable growth
- Transport & public spaces

It will clearly define what the Council is seeking to provide in this area and may help to arrest any decline in the standard of provision brought about by reductions in budget.

4.3 **Economic** – The strategy will assist the Council in expanding the level of private provision of public conveniences which could replace and supplement existing Council-provided facilities and thereby relieve internal budgetary pressure. It will set a standard intended to avert failure to manage the existing assets and resources necessary to provide a service.

4.4 **Timescale** - Approval of the strategy in 2011/12 will allow integration with the Local Development Framework and its progress and other planning interventions that will facilitate and capitalise on future opportunities for funding contributions such as through the Community Infrastructure Levy (largely replacing the previous Section 106 planning obligations arrangements).

4.5 Specific detailed risk assessments will be carried out where appropriate and relevant to individual projects and work areas as necessary and in consultation with the Lead Member.

## 5 THE REPORT

5.1 The full draft Provision Strategy for Public Toilets in Bath & North East Somerset is attached as Appendix A. It has been developed from national guidance, referencing and benchmarking with other authorities, previous consultation with the Safer and Stronger Communities Panel, as well as a public consultation exercise in 2009/10.

5.2 The background papers include the Communities and Local Government document “Improving Public Access to Better Quality Toilets - a strategic guide” and the Parliamentary Select Committee on Communities and Local Government report which recommended that Local Authorities develop a strategy for the provision of public conveniences in consultation with their local communities.

5.3 It sets the standards of provision required by the Council and its residents through the public consultation (2009-10), related to quality, quantity and distribution. Any new toilet provision, however it is to be delivered, needs to be demand-driven with the local community involved in the assessment and decision-making.

5.4 It enables resources to be targeted at the areas where public customer satisfaction needs to be improved and where the local community is involved in identifying a need. FOBRA raised a number of issues in 2008 through the Cleansing Task & Finish Group, requesting these be addressed through this process.

5.5 It includes the following overarching aim and headline objectives where “provide or facilitate” means that the Council will give leadership and support where possible to enable publicly accessible toilets to be in place.

### **Our Aim:**

To provide or facilitate the provision of clean, safe, accessible and sustainable toilets for residents and visitors at key locations across Bath & North East Somerset.

### **Our headline objectives are to provide or facilitate:**

- Clean, safe and well maintained facilities
- Facilities accessible to all, at all practicable locations
- Facilities suitable for the location making it viable and inclusive
- Easily found facilities with good direction signage and individual facility information signs
- Enough facilities for the local population and users
- Enough facilities for the high levels of visitors to central Bath
- Evening/overnight provision at key locations where specific need is established

- User information available through webpages and other media
- Maximised availability through Council, partnership and commercial provision
- Frameworks for future needs provided by commercial developments through Council strategy and planning channels
- Provision of adequate temporary toilets by the promoters/organisers at one-off events
- Sustainable provision and within the budget available

## 6 EQUALITIES

6.1 An Equalities Impact Assessment is being carried out using corporate guidelines as part of the drafting of the Provision Strategy and this will be reported on at the PTE panel meeting.

6.2 Equalities and special interest groups (eg related to specific illnesses) were identified with the support of the Equalities Team and other Service areas such as Community Development and contacted for the consultation in 2009/10 and will continue to be contacted for specific input where identified.

## 7 CONSULTATION

7.1 Ward Councillor; Cabinet Member; Parish Council; Town Council; Trades Unions; Overview & Scrutiny Panel; Staff; Other B&NES Services; Service Users; Local Residents; Community Interest Groups; Stakeholders/Partners; Other Public Sector Bodies; Section 151 Finance Officer; Chief Executive; Monitoring Officer.

7.2 A public consultation exercise was carried out in 2009/10. The results were reported back to the Safer & Stronger Communities panel. The outcomes and recommendations have been incorporated into the strategy.

## 8 ISSUES TO CONSIDER IN REACHING THE DECISION

8.1 Social Inclusion; Customer Focus; Sustainability; Human Resources; Property; Young People; Human Rights; Corporate; Health & Safety; Impact on Staff; Other Legal Considerations

## 9 ADVICE SOUGHT

9.1 The Council's Monitoring Officer (Divisional Director – Legal and Democratic Services) and Section 151 Officer (Divisional Director - Finance) have had the opportunity to input to this report and have cleared it for publication.

<b>Contact person</b>	John Crowther, Neighbourhoods Service Manager, Ext 6878 Kate Hobson, Waste Services, Ext 5207
-----------------------	--

<p><b>Background papers</b></p>	<p>(1) Report on Consultation - Locally derived standards for a Provision of Public Conveniences Strategy – to Safer &amp; Stronger Communities Overview &amp; Scrutiny Panel, 25<sup>th</sup> March 2010  <a href="#">Link to report</a> or full web address  <a href="http://democracy.bathnes.gov.uk/CeListDocuments.aspx?Committeed=127&amp;MeetingId=2412&amp;DF=25%2f03%2f2010&amp;Ver=2">http://democracy.bathnes.gov.uk/CeListDocuments.aspx?Committeed=127&amp;MeetingId=2412&amp;DF=25%2f03%2f2010&amp;Ver=2</a></p> <p>(2) Penny for your Thoughts.....Public Consultation documents and questionnaires, November 2009 – February 2010  <a href="#">Link to consultation</a> or full web address  <a href="http://consultations.bathnes.gov.uk/inovem/consult.ti/PCs.Standards.2009/consultationHome">http://consultations.bathnes.gov.uk/inovem/consult.ti/PCs.Standards.2009/consultationHome</a></p> <p>(3) Provision of Public Conveniences Strategy report to Safer &amp; Stronger Communities Overview &amp; Scrutiny Panel, 29<sup>th</sup> January 2009.  <a href="#">Link to report</a> or full web address  <a href="http://democracy.bathnes.gov.uk/CeListDocuments.aspx?Committeed=127&amp;MeetingId=2405&amp;DF=29%2f01%2f2009&amp;Ver=2">http://democracy.bathnes.gov.uk/CeListDocuments.aspx?Committeed=127&amp;MeetingId=2405&amp;DF=29%2f01%2f2009&amp;Ver=2</a></p> <p>(4) Communities and Local Government document “Improving Public Access to Better Quality Toilets - a strategic guide” (March 2008)  <a href="#">Link to report</a> or full web address  <a href="http://www.communities.gov.uk/publications/localgovernment/publicaccesstoilets">http://www.communities.gov.uk/publications/localgovernment/publicaccesstoilets</a></p> <p>(5) Parliamentary Select Committee on Communities and Local Government report (October 2008)  <a href="#">Link to report</a> or full web address  <a href="http://www.publications.parliament.uk/pa/cm200708/cmselect/cmcomloc/636/63602.htm">http://www.publications.parliament.uk/pa/cm200708/cmselect/cmcomloc/636/63602.htm</a></p>
<p><b>Please contact the report author if you need to access this report in an alternative format</b></p>	

**Appendix A** – Draft copy of “A Provision Strategy for public toilets in Bath & North East Somerset”, September 2011

# A provision strategy for public toilets in Bath & North East Somerset

**DRAFT**

September, 2011

---

**Bath & North East  
Somerset Council**

---

## Contents

Section		Page
1	Introduction	3
2	Why do we need toilet facilities?	3
3	Who provides public toilets? A – Council-owned B – Commercial / Retail sector provision C – Partnership/Community Toilet schemes	4
4	The future	5
5	Why do we need a strategy for providing toilet facilities?	5
6	How has this strategy been developed?	6
7	What is the strategy and what will it do?	6
8	How does it fit with other Council priorities and services?	7
9	What are the overarching aim and objectives?	7 - 8
10	Description of objectives and actions to deliver	9 - 20
11	Delivery actions over 3 year provisional timetable	21- 24
Appendix 1	List of current Council public toilets as at August 2011	25
Appendix 2	Summary of quality, quantity and distribution standards	26 – 30



# 1 Introduction

In an area of 570 square kilometres, Bath & North East Somerset is home to about 178,000 people (2009 mid-year estimate) with over 50% living in the towns and countryside areas outside Bath. The district is made up of different settlements each with their own character and function, as well as an attractive and distinctive surrounding countryside. A significant proportion of the district is designated as an Area of Outstanding Natural Beauty (AONB) and is in the Green Belt.

The city of Bath is a [World Heritage Site](#) in which tourism is a major economic activity, worth around £450m a year). Nearly 8,500 jobs are supported by the 759,000 staying visitors and 3.7 million day trips made by people to the area, many of whom are from overseas. There is a concentration of jobs in other service industries, including central government offices and several higher education establishments.

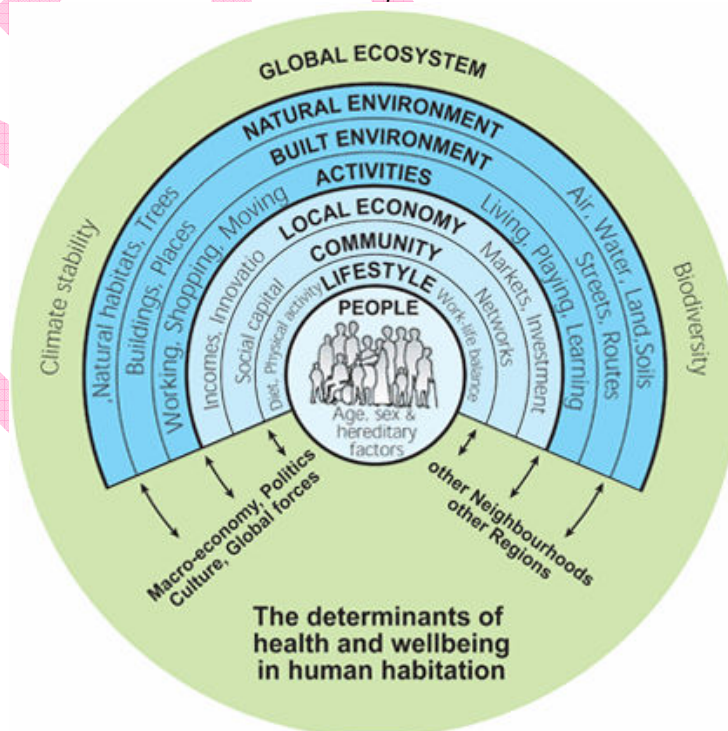
Further information on the district's key characteristics can be found in the [Core Strategy](#) documents.

# 2 Why do we need toilet facilities?

Wherever people go, outside of their own home, toilet facilities are needed for the enjoyment of the area by visitors and also residents who may be some distance from their home. They can make a significant impact upon the comfort of individuals and families who visit public spaces and their perception of the area as a desirable place to visit.

## Diagram – determinants of health and wellbeing

Source: Bath & North East Somerset NHS and Local Development Framework



The provision of public conveniences has implications for public and individual health, transportation, crime prevention, urban design, economic and cultural development and

social equity and accessibility. It is an important factor in delivering a 'people friendly' environment for everyone who goes to shopping centres, leisure and entertainment venues, sports facilities, parks and green spaces, everyone who moves about on foot, or bicycle, car, van, lorry or public transport, whether for work or pleasure.

In summary, everyone who goes "away from home" for some reason. And of course that includes those with particular needs like babies and children, older people, people with disabilities or poor health, and also overseas tourists and visitors to our villages, towns and city.

You can find more information on the Communities and Local Government document "Improving Public Access to Better Quality Toilets - a strategic guide" (March 2008) via this [web address](#).

### **3 Who provides public toilets?**

Local councils are no longer the only providers of toilet facilities and the below describes other providers and options. A combination of these forms part of this provision strategy to help achieve the aim and objectives outlined later on page 8.

#### **A - Council-owned**

##### *Stand-alone – council-managed or outsourced*

These are what many people would consider traditional public toilets. They have usually been stand-alone, purpose-built buildings providing separate areas for Ladies, Gents and more recently an accessible unit for disabled people. The local council has usually been responsible for the maintenance, management and cleaning, either by in-house staff or a contractor and often across different services, for example Property and Street Cleansing.

We have a portfolio of mature public toilets which, while generally satisfying user basic needs historically, are not now all generally best equipped for current needs, according to the recent British Toilet Association (BTA) survey report. Details of the facilities like this provided by the Council can be found on [this web page](#).

##### *Within council facilities and offices*

Toilet facilities may be made available to the general public where the individual location access and circumstances allow, such as libraries, sports centres and ordinary council offices. This has often been part of a wider need to ensure that all services offered are accessible by all members of the community.

#### **B - Commercial / Retail sector provision**

Many toilet facilities provided by commercial and retail businesses have been primarily or solely for use by customers in the past. Some larger shops in city and town centres understand that people come in to use the toilets and recognise that this may lead to people buying goods whilst inside. Out of town shopping centres and new mixed retail developments now generally make provision for toilet facilities for all visitors and

shoppers. Most visitor and tourist attractions and entertainment venues such as cinema complexes provide toilet facilities. Bus and railway stations often provide toilet facilities as do many car parks.

### **C - Partnership/Community Toilet schemes**

These have been set up by a number of local authorities in partnership with local businesses in a wide variety of places eg Brighton, Sheffield, Chester, Richmond (upon Thames), Oxford, Lewisham, Waltham Forest, Camden and other London Boroughs, Perth & Kinross, Eden (Lake District), York, Cambridge and Cardiff.

There is no recognised standard of provision – local circumstances have dictated how the scheme evolved and budget available to support the initiative.

Some of the common features are:

- Local retailers and other services make toilets accessible to both customers and other members of the public
- Available in addition to existing council-run or other public toilet facilities
- Proprietors reserve the right of admission in exceptional circumstances
- District wide, but particularly city and town centres and other areas where people stay for 2 or more hours
- Safe, clean and accessible toilets, available during the partners' opening hours
- Toilets can be used without having to make a purchase
- Regularly inspected by council officers to ensure they meet appropriate standards
- Marketing and stakeholder provision skills required
- Partnership based communication programme necessary

## **4 The Future**

Providing toilet facilities in separate buildings (and mainly by local councils), has been the model for many decades. This may still have a role in certain circumstances, where there are already facilities there and where a local community wants the facilities.

However there may be increasing benefits from co-located provision in existing buildings wherever possible to reduce some of the negative aspects such as anti-social behaviour and vandalism and the associated costs.

Alongside commercial providers in significant retail centres with extended opening hours and in entertainment venues and visitor attractions, the case for publicly accessible toilets in a wider variety of community buildings and service centres will become stronger, drawing in a wider range of potential partners to fund and manage them.

## **5 Why do we need this strategy for providing toilet facilities?**

The Parliamentary Select Committee on Communities and Local Government recommended that Local Authorities develop a strategy for the provision of public conveniences in consultation with their local communities. You can read the full Select Committee Report (October 2008) via this [web address](#).

This should contribute toward achieving accessible and clean toilets wherever people live, work or visit. The district is set to grow through new housing developments and through tourism. This is an opportune time to set a framework for providing toilet facilities where they are needed and wanted.

## **6 How has this strategy been developed?**

The Council's Safer & Stronger Communities Overview & Scrutiny (O&S) panel agreed recommendations about carrying out consultation in a report presented to it in January 2009. You can read the whole report via this [web address](#).

A public consultation exercise was carried out between November 2009 and February 2010. The main public consultation was set up on the Council's [online consultation](#) system with a range of documents accessible to read or download and several ways to respond.

The Safer & Stronger Communities O&S panel considered a report on the results of the consultation in [March 2010](#) and agreed recommendations to progress this strategy development.

## **7 What is the strategy and what will it do?**

This strategy for public toilet provision sets the standards of provision required by the Council and its residents through the public consultation (2009-10), related to quality, quantity and distribution. Any new toilet provision, however it is to be delivered, needs to be demand-driven with the local community involved in the assessment and decision-making.

This strategy will enable resources to be targeted at the areas where public customer satisfaction needs to be improved and where the local community is involved in identifying a need. It will also establish a framework for future provision in a range of ways and by a range of providers.

**It will support and facilitate changes to the way publicly accessible toilets are funded in the following ways, sometimes in combination:**

- developer funding towards major refurbishments of existing toilet facilities
- developer funding towards new sets of toilets in or near appropriate housing or commercial (retail, entertainment) developments
- local partnership and sponsorship working with retail, hospitality and other businesses
- innovative solutions in joint arrangements with toilet industry providers
- business case-supported capital/revenue investment by the Council
- extended use of planning and licensing policies

When we say provide or facilitate in the aim and objectives later on page 8, we mean that the Council will give leadership and support where possible to enable publicly accessible toilets to be in place.

## **8 How does it fit with other Council priorities and services?**

The Council is committed to a clear [vision](#) in which Bath and North East Somerset is a distinctive place with vibrant communities and equal opportunity for everyone to fulfil their potential.

This public toilet provision strategy can contribute to that, supporting a number of the Council's priorities to make the vision a reality, such as:

- Better lives for young people
- Climate change
- Independence for older people
- Feeling safer
- Sustainable growth
- Transport & public spaces

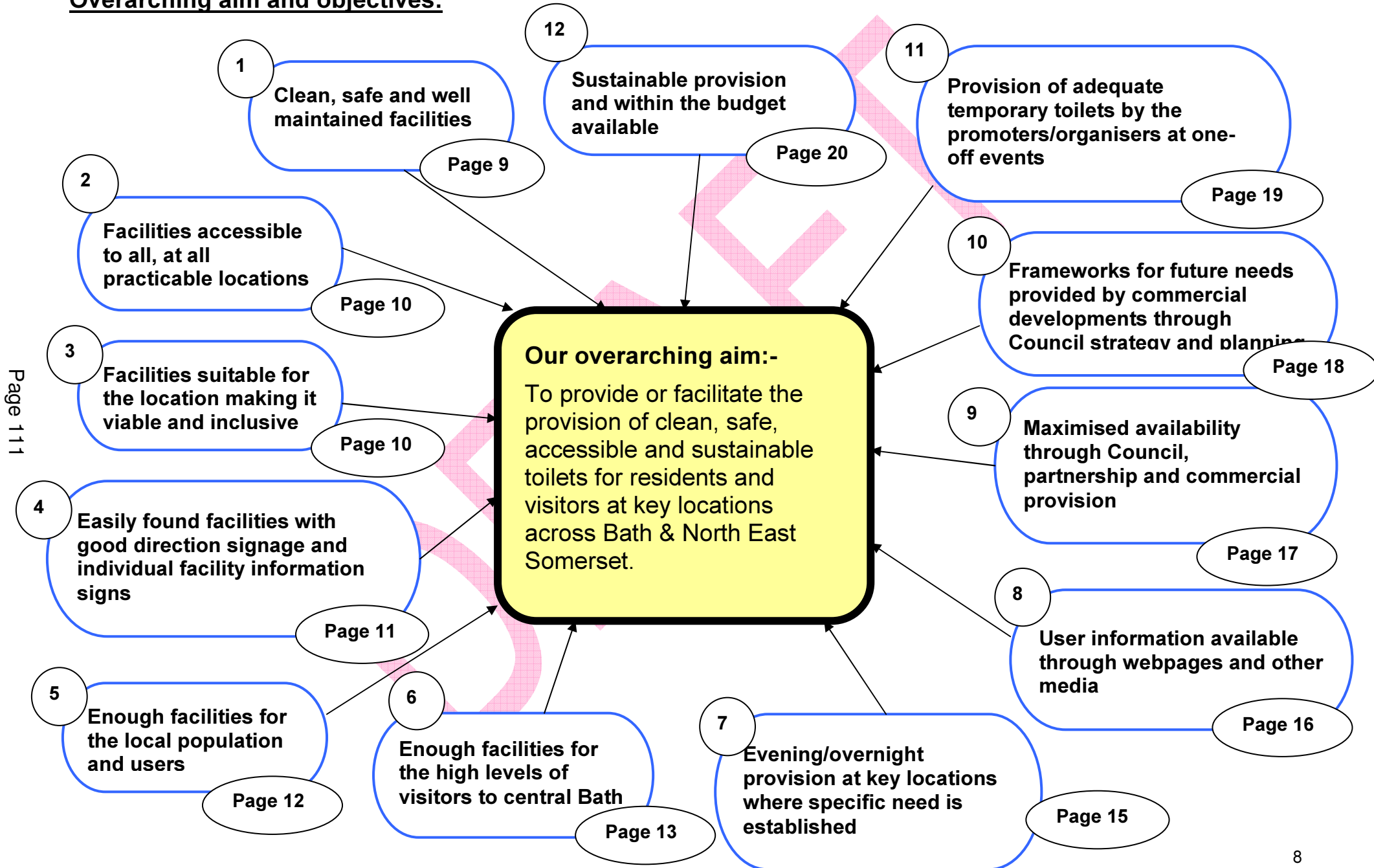
More than that, as described earlier, publicly accessible toilets are needed by every one of us at some point when we're "away from home" and so provision touches on every other area of the Council in some way and to some degree.

Value for Money, Resources and Delivery are the core values which support the Councils' vision and priorities. The [Corporate Plan](#) represents the Council's high level strategic plan and sets out the Council's objectives and targets to achieve its vision and priorities. It also refers to its available resources and how they will be managed, using a robust and systematic approach to managing and using our resources to deliver value for money and better and sustainable outcomes for local people.

## **9 What are the overarching aim and objectives?**

We consulted on the overarching aim and headline objectives shown in the chart on the following page, which were supported.

**Overarching aim and objectives:**



## 10 Description of objectives and actions to deliver

<b>1</b>	<b>Clean, safe and well maintained facilities</b>
----------	---

Table A is a summary of the star grading of each Council-run facility as assessed by the British Toilet Association (BTA) in August 2009. It used a similar scoring method as for the Loo of the Year awards (which the BTA runs). Further information on the BTA can be found on their [website](#).

This part of the survey reviewed the main features of the signage, building and equipment – what there is and what condition it is in. The grading scale is from 5 Star (excellent standard) to 1 Star (very poor). Overall the BTA's conclusion was that the Council-provided toilets compare reasonably favourably with other areas.

**Table A: Summary of BTA Grading results**

Grading-Location	Central Bath	Outer Bath	West & South	Total
5 Star	1	1	1	3
4 Star	10	7	2	18
3 Star	1	2	4	6
2 Star	0	0	0	0
1 Star	0	0	0	0

The BTA survey also reviewed other internal features of the toilet facilities which indicate cleaning and maintenance standards, including such items as dispensers and availability of soap and toilet tissue, hand washing and drying facilities and other comfort fixtures and fittings etc.

As key members of the Local Strategic Partnership, the Council has developed excellent relationships with the Police in a number of areas including Community Safety and through Neighbourhoods working. Working with the local Beat Managers and PCSOs and the Council's Property Services department, measures to reduce vandalism and abuse have been introduced ranging from the use of anti-graffiti paint to targeted surveillance and there are existing legislative powers which can help prevent anti-social behaviour.

<p><b><u>Actions to deliver Objective 1:</u></b></p>	<p><b>Work with Property Services to develop a rolling programme to maintain Council-run facilities at a minimum 3 Star grading</b></p> <p><b>Review cleansing operations and standards on a periodic basis to ensure most efficient and effective within allocated resources</b></p> <p><b>Review existing access fees and introduce entry charges at key public toilets to support the cleansing operations, based on benchmarking with other councils</b></p> <p><b>Carry out a study of the benefits and cost-effectiveness of</b></p>
--	--

	<p><b>attended public toilets and including expanding locations with entry charges</b></p> <p><b>Continue to work with the Police, Community Safety and residents, community groups and others</b></p>
--	--

<b>2</b>	<b>Facilities accessible to all, at all practicable locations</b>
----------	---

Within the Council's Equal Opportunities Policy (adopted in 2006) this aim is contained within our commitment to provide services:

- To provide appropriate, accessible and effective services and facilities to all sections of the community without prejudice or bias;

Bath & North East Somerset Council and the Health and Wellbeing Partnership's Single Equalities Scheme has now been developed and can be found via this [web address](#).

The BTA survey reviewed the level of accessibility of the Council's toilet provision and this is reported in Appendix C – Accessible toilets key features matrix (part of the BTA report). The Council has invested considerable funds in a DDA improvement programme including its public toilets over the last 7 - 8 years with works carried out on 19 of its public toilets plus the 3 Automatic Public Convenience (APC) installations.

Discontinuing any further works on the remaining Council public toilets could leave it at risk of challenge from disabled groups or other stakeholders.

The BTA report acknowledged that a Changing Places facility ([www.changing-places.org](http://www.changing-places.org)) will be provided at the new Southgate Railway Vaults set of toilets (due to open in Autumn 2012), which is a suitable and recommended location for such a facility.

<p><b><u>Actions to deliver Objective 2:</u></b></p>	<p><b>Work with Property Services to bring forward DDA compliance to the remaining public toilets</b></p> <p><b>Maintain the profile of the need for accessible toilet facilities wherever practicable in small and large retail, leisure and office developments</b></p> <p><b>Explore the opportunities with Parking and with organisations like Crohn's and Colitis UK and its Can't Wait card and Blue Badge schemes to provide better emergency and urgent access to particular illness-sufferers.</b></p>
--	---

<b>3</b>	<b>Facilities suitable for the location making both viable and inclusive</b>
----------	--

A previous report in 2004 (the [decision entry](#) summary can be found here, the full report is available on request) set out policy and criteria for this – that the Council provision would



be primarily for shoppers and visitors in areas of high volume and that all existing public conveniences located in parks would be retained.

Local shopping centres/precincts generally include mixed retail shopping which are often small/medium local businesses (rather than large retail chains) and are areas where people are encouraged to stay for a length of time.

Transport interchanges and key entry points like bus stations and intersection points with numerous bus stops should also be criteria, and this links with [Sustainable Transport](#) and [Tourism](#) initiatives.

In linking with the Public Realm & Movement project, a design-led approach can be developed to ensure that any new facilities are built and located sensitively to the immediate surroundings.

<p><b><u>Actions to deliver Objective 3:</u></b></p>	<p><b>Maintain the profile of the need for publicly accessible toilet facilities in specific locations and circumstances</b></p> <p><b>Engage in the Local Development Framework and Community Infrastructure Levy programme to influence provision of toilets where appropriate and desirable</b></p> <p><b>Carry out periodic reviews of the Council-run facilities to take account of changes in the surrounding area affecting the case for provision</b></p> <p><b>Work with the Public Realm &amp; Movement project and Planning to support suitable and appropriate designs and locations</b></p>
--	--

<p><b>4</b></p>	<p><b>Easily found facilities with good direction signage and individual facility information signs</b></p>
-----------------	---

One of the areas for improvement, highlighted by the Bath Visitor Survey 2010, is the “availability of public conveniences” and the same survey shows that “signage” was also quoted as a cause for concern previously. This issue was also noted in the BTA survey (2009). This indicator has seen an improvement from previous year’s surveys. You can read more information about tourism in the area via this [link](#).

The Public Realm & Movement Strategy Supplementary Planning Document (SPD) adopted by the Council earlier in 2009, includes **Revealing the City through a new Wayfinding and City Information System** - for which the strategy is to develop an integrated, multimodal, user-friendly information and wayfinding system which transforms the user's experience of the city centre both before and during their visit. This will be articulated through a series of physical and virtual products ranging from online information maps to physical maps and information sheets, to on-street signage and panels, and potentially, to downloadable information accessed via mobile phone technology.

This project is now being delivered on a phased basis over the next 10 years. There have already been 10 way-finding signs installed, with 28 more to follow in Autumn 2011. More information can be found [here](#). This links with Objective 8.

The BTA also recommends individual facility signs be fitted on the outside with information like opening hours, contact information for reporting problems and the specific facilities provided inside, such as if there is a baby-changing room.

<b>Actions to deliver Objective 4:</b>	<p><b>Continue to liaise with the Public Realm &amp; Movement project</b></p> <p><b>Keep the Council’s webpages up-to-date for access to accurate information by guide and map publishers, residents and visitors</b></p> <p><b>Monitor technology developments for new ways, when and how to convey information</b></p> <p><b>Develop a plan for renewing and updating on-site information signage</b></p>
--	---

<b>5</b>	<b>Enough facilities for the local population and users</b>
----------	---

**Population-related provision**

The BTA makes recommendations on the number of toilet facilities needed in an area based on population density, gender mix and footfall. The ideal level is recommended as 1 cubicle per 550 females and 1 cubicle or urinal per 1100 males, which is a ratio of 2:1 in favour of women. One accessible toilet and also one baby change facility should be provided for every 10,000 population.

For Bath & North East Somerset, based on a population of 176,390, as used in the BTA report, and a split of 50% males and 50% females, the calculations of ideal levels are as follows:

**Table C: Council female to male cubicle and baby-changing ratios, Bath & North East Somerset overall:**

	BTA	Actual	New Southgate
Female Cubicles	160	96	107
Male cubicles/urinals	80	157	165
Baby-change	18	10	12

This imbalance of cubicle type against the BTA recommendation is a historic element due to the design and build of the Council’s toilet buildings mostly some decades ago. For more detailed information on individual towns in the area, please see Appendix 2.

## Distance-related provision

An additional method of estimating toilet need is through another recommendation that people should not have to walk more than 500m to a toilet facility. The 400m radius was chosen to interpret the BTA recommendation of 500m to a more conservative measure.

Using a 400m radius makes allowance for people not being physically able to walk from one place to another as the crow flies, instead you have to follow the streets and paths around buildings and other structures.

<b>Actions to deliver Objective 5:</b>	<b>Engage in the Local Development Framework and Community Infrastructure Levy programme to influence provision of toilets, including unisex facilities, male/female cubicle ratios, and walking distance to access, wherever possible.</b>  <b>Consider cubicle ratios and facilities during Property Services refurbishments of existing Council facilities</b>
--	---

<b>6</b>	<b>Enough facilities for the high levels of tourist visitors to central Bath</b>
----------	--

### Tourist/visitor effect – central Bath focus

These are visitor statistics for the area in recent years.

#### Visitors to Attractions - Bath & surrounding area

	2008	2010
Total visitors to all attractions	<b>1,886,199</b>	<b>2,168,253</b>

Source: Bath Attractions Survey 2008 and 2010, Heritage Services

The Roman Baths and Bath Abbey attract the highest numbers of visitors, totalling about 1.2m per year. There are another 9 or 10 attractions in the city and the rest of Bath & North East Somerset which receive substantial numbers of visits per year, between 50,000 and 200,000 each. It is not possible to estimate the ratio between our residents visiting these places and visitors from outside the area, which means there is an element of crossover with the local population numbers.

<u>Total Visitor Statistics</u> - Bath & North East Somerset	2007	2009
<b>Total Visits</b>	<b>4,425,000</b>	<b>4,467,000</b>
Day visits	3,579,000	3,708,000
Total staying visitors trips	846,000	759,000

Source: Economic Impact Survey 2007, Value of Tourism Survey 2009, South West Tourism

These day and staying visitor statistics include at least some of the same people counted as Visitors to attractions above, so again an element of crossover occurs which is difficult to unpick.

## Population-related provision:

These statistics clearly demonstrate that there are very significant numbers of people who will have a need for “somewhere to go” whilst visiting our area. The significant number of tourists visiting Bath and the surrounding visitor attractions throughout the year also places considerable additional demands for toilets in central Bath particularly. Using a standard based on resident population only is clearly not applicable for such a situation.

There is a further recommendation is that the size of facilities should be adequate for the number of people expected to use the toilets without overcrowding or undue waiting times. The relevant 'population' in an area, when calculating toilet need, should include commuters, tourists and visitors as well as residents. This can be especially pertinent where a facility such as Riverside Coach Park toilets sees peaks and troughs of use according to the arrival of coaches and the time of year.

Therefore, a standard based on Pedestrian flowcount figures with the BTA female to male toilet ratios is applied. Pedestrian flowcounts have been carried out regularly for the Council, commissioned by the Development & Regeneration section of Development & Major Projects. The data has been collected in a certain way to be consistent over a number of years.

### Pedestrian flowcount results with BTA female to male toilet ratios applied, Central Bath

Month/Year	Pedestrian flowcount	BTA - Female cubicles	BTA - Male cubicles
May 2009	37,790	34	17
Feb 2009	49,120	45	22
Dec 2008	75,310	68	34
Aug 2008	42,090	38	19
May 2008	41,750	38	19
Feb 2008	47,360	43	22
	Actual	52	79
	New Southgate	63	87

This shows that current Council provision has a female to male imbalance, with male cubicles always well-provided. The table also shows that at a peak time of year for visitors - December - when the Christmas market is on, female cubicles are under-provided. This is now addressed by temporary facilities being set up close to the market area, supported by the Bath Tourism Plus funding pot.

In summary, this supports the relatively higher number of Council public toilets in the central Bath area, where the quality and distribution standards are also key factors – see Map 1 in Appendix 2.

## Distance-related provision

The standard of a 200m radius is selected for the city centre of Bath, as being a more appropriate distance, taking account of the city's and relevant population characteristics.

<b><u>Actions to deliver Objective 6:</u></b>	<b>Engage in the Local Development Framework and Community Infrastructure Levy programme to influence provision of toilets, including unisex facilities, male/female cubicle ratios, and walking distance to access, wherever possible</b>  <b>Input to major redevelopment &amp; infrastructure projects brought forward by the Council to influence appropriate toilet provision</b>  <b>Consider cubicle ratios and facilities during Property Services refurbishments of existing Council facilities</b>
---	--

<b>7</b>	<b>Evening/overnight services at key locations where specific need is established</b>
----------	---

Anti-social and drug-related misuse, vandalism and graffiti damage to Council public toilets in the past have led to most facilities being locked up at a scheduled time in the early evening to prevent this. Facilities provided by shops and others are normally limited to the place's opening hours for safety and security reasons.

Development of the night time economy and changes in demographics and human activity in city and town centres means they have now become leisure and entertainment hubs rather than predominantly centres for retail/commercial trade. The centre of Bath also has a high number of residential properties in the core of the city in many of the heritage buildings that are such a key feature.

The Purple Flag accreditation scheme is the national 'gold standard' for entertainment and hospitality zones - incorporating aspects of safety, cleanliness and creating more easily accessible city and town centres at night. The Council achieved Purple Flag accreditation in January 2010 and this was retained in August 2011.

Night time economy growth has led to an increase in alcohol-related anti-social behaviour (acts) which includes 'street fouling' and the need for night toilet facilities. The trial of temporary portable WCs installed by The Abbey/Orange Grove taxi rank 3 nights per week has proved very successful, and received specific recognition in the Purple Flag inspection. Its success is measured by the quantity of urine collected and also decreased disturbances in and around the taxi rank.

However, this arrangement is not considered sustainable in the longer term, and the situation should be addressed to support the Council's Purple Flag and Tourism aspirations.

**Population-related provision:** Night-time population has cross-references with resident and visitor data as under Objectives 5 and 6, although there is little separate data

available. Information has been gathered by Community Safety related to the Orange Grove taxi rank which recorded 140,000 users, during 2010, during the time periods the taxi marshals were on duty.

**Distance-related provision:** This standard needs to be more closely related to key features that become more prominent during the evening and night. Publicly accessible facilities need to be in close proximity to key night-time gathering points such as taxi ranks, car parks, railway/bus stations and stops – see Map 2 in Appendix 2.

<p><b><u>Actions to deliver Objective 7:</u></b></p>	<p><b>Engage in the Local Development Framework and Community Infrastructure Levy programme to influence increased and appropriate night-time provision</b></p> <p><b>Explore opportunities for meeting night-time requirements with the Night-Time Economy Working Group, Community Safety, residents, relevant NTE-based businesses and linkages with the Public Realm &amp; Movement project</b></p> <p><b>Liaise with Town Councils, business groups and other stakeholders regarding the needs in other towns such as Keynsham, Midsomer Norton and Radstock.</b></p>
--	--

<b>8</b>	<b>User information available through webpages and other media</b>
----------	--

Also within the Council’s Equal Opportunities Policy is this aim within our commitment to provide services:

To provide accessible information about our services on request;

There is a link here with Objective 4 and the Public Realm & Movement project which will be bringing forward online information maps, physical maps and information sheets, and potentially, to downloadable information accessed via mobile phone technology.

Our [website](#) includes a public toilets section where you can find a list of the Council-provided toilets and information about the individual facilities. These webpages include a link to the interactive mapping to help people find the exact location if they are travelling to an unfamiliar area.

This information is kept up-to-date for use by other service areas such as Parks & Green Spaces which has links from relevant webpages. It can also be used by the Council and independent publishers of visitor guides, tourist maps etc. When a Partnership/Community Toilet Scheme is set up in the future, many of those publicly accessible toilets could also be listed or shown in all these webpages and publications too.

<p><b><u>Actions to deliver Objective 8:</u></b></p>	<p><b>Keep the Council’s webpages up-to-date</b></p> <p><b>Liaise with Bath Tourism Plus and guide and map publishers to make sure the most accurate information is used</b></p>
--	--

<b>9</b>	<b>Maximised availability through Council, partnership and commercial provision</b>
----------	---

These are some extra ways of facilitating publicly accessible toilet provision:

**Partnership/Community Toilet Scheme** – This has already been referred to on page 5 at the beginning of this document. A scheme like this is to be developed in Bath & North East Somerset.

**Parish/Town Council lease agreements** – Two of the existing public toilets continue to be managed under lease agreements with Parish Councils (Batheaston and Paulton) with financial contribution from the Council. There may be further scope for similar agreements in future.

**Public Protection / Local Government (Miscellaneous Provisions) Act 1976 section 20** - Under this Act, a local authority may require any business classed as a place of entertainment or selling food and drink to the public for consumption on the premises, to provide public toilets. Relevant officers can use powers (if the Act has been adopted) to ensure that public toilets are provided and maintained for public use in relevant commercial premises.

**Localism Bill** (due to be granted Royal Assent in 2011/12) ([weblink](#)) - Part of the national Big Society agenda, this new legislation gives local authorities a general power of competence which may allow them to carry out different activities than previously, as long as it's not prohibited by existing national legislation. This may create opportunities to be developed, once it is passed by Parliament.

**Letting policies** – Where the Council is letting its own property to a suitable business like a shop or café, it could include public access to toilet facilities within the lease agreement. This needs to be developed with Property Services to ensure the full implications for the Council are established and understood prior to implementing.

<p><b><u>Actions to deliver Objective 9:</u></b></p>	<p><b>Set up a focused Community Toilet Scheme, working with the Bath BID, City Centre Management and other business organisations in the district</b></p> <p><b>Identify and work with local communities to facilitate Partnership/community toilet schemes, potentially using neighbourhood allocations of Community Infrastructure Levy revenue</b></p> <p><b>Liaise with Parish or Town Councils, businesses and other community stakeholders regarding the needs in other towns such as Keynsham, Midsomer Norton and Radstock.</b></p> <p><b>Identify the scope and priority for future Parish/Town Council lease agreements and progress negotiations</b></p> <p><b>Work with Public Protection to identify opportunities for</b></p>
--	--

**increasing availability through relevant legislative approaches**

**Work with Property Services to assess the implications of appropriate changes to lease agreements in future**

**10**

**Framework for future needs provided by the commercial sector through Council strategy links and planning channels**

There are a variety of different tools that local authorities can use as a lever to promote the provision of toilet facilities as part of our support to the local community, through, for example, Sustainable Community Strategies, Local Development Frameworks and Planning policy channels.

**Community Infrastructure Levy (CIL)** (service responsible: [Planning Policy](#)). The new [CIL Regulations](#) came into force in April 2010 and largely replace the previous way of creating planning obligations ('S.106 Agreements' or simply 'Planning Agreements') from April 2014.

CIL enables local planning authorities to raise funds from developers undertaking new building projects in their area. The funds can be used for a wide range of infrastructure costs such as education, healthcare, police and fire rescue, that is needed as a result of new housing for example. This may be one way to secure funding for future public toilet provision within or near new developments.

Planning Policy have prepared a plan for the preparation of CIL and this is closely linked to the Council's [Local Development Scheme](#).

**Major Development proposals internal consultation process** (Planning conditions) (service responsible: [Planning, Major Developments](#) )

Some large-scale commercial developments that are going to include cafes, bars, shops, entertainments for example, could be required, as a Planning condition, to allow general public access to any toilet facilities that are being built in the premises.

#### **Linked Council Strategy:**

[Core Strategy \(Local Development Framework\) and Infrastructure Delivery Plan](#) (service responsible: [Planning Policy](#))

Under the new planning regime brought in during 2004 the Council is preparing a new generation of development plans for our district - a new suite of documents known as the Local Development Framework (LDF). The key document in this process is the Core Strategy which will become the main planning document for B&NES. You can find more information on the Core Strategy and the future process via this [web address](#).

[Sustainable Community Strategy](#) (service responsible: [Policy & Partnerships](#))

The Sustainable Community Strategy (SCS) sets out a high level aspirational vision for the area and provides a framework for how the Local Strategic Partnership will work to achieve that vision, moving towards 2026. The vision for the area is "Making Bath & North East Somerset an even better place to live, work and visit".



The strategy will be a living document subject to regular reviews and refreshes to ensure that it remains valid and that it captures the changing needs of the area. You can find more information on the [Sustainable Community Strategy](#) and the future process.

[Economic Regeneration Delivery Plans](#) (service responsible: [Development & Regeneration](#))

The Council's [Economic Strategy 2010-2026](#) and action plan aims to create the conditions for jobs growth across the district, leading to a more diverse, productive and resilient economy which provides better opportunities for all. In addition a clear [Vision](#) for the district was developed and supported by an evidence base to underpin the corporate economic policy.

Following on, Economic Regeneration Delivery Plans for [Bath](#), [Keynsham](#) and [Midsomer Norton](#) town centres have been prepared which identify potential development sites, set out appropriate uses, design principles and infrastructure requirements.

[Green Space Strategy, March 2007](#) (service responsible: [Environmental Services](#))

This strategy was driven by a number of factors at both national and local levels and includes consideration of a number of factors including:

- Quantity
- Need
- Policy
- Value
- Distribution
- Quality

Green Space & Play was adopted as one of the policy areas under Planning Obligations and this has already proved successful in securing funding for new or improved facilities in the area through contributions by housing and other developers.

As referred to under Objective 3 above, there are strong links established for the need for toilet facilities in parks including play areas and more informal green spaces. The [Green Space Strategy](#) is being reviewed during 2012/13.

<b><u>Actions to deliver Objective 10:</u></b>	<b>Engage in the Local Development Framework and Community Infrastructure Levy programme to influence provision of toilets</b> <b>Maintain the profile of the need for publicly accessible toilet facilities in specific locations and circumstances</b>
--	---

<b>11</b>	<b>Provision of adequate toilet facilities by the promoters/organisers at one-off events</b>
-----------	--

Toilet facilities for people attending special, one-off outdoor events need to be considered, whether through temporary installations or through the use of existing facilities at or near the event location, by agreement with the Council.

An Events Policy is to be adopted by the Council to provide a framework and guidance for events organisers and including the use of land for events in the open, including highways under the direct control of Bath and North East Somerset Council.

The associated [Events Toolkit](#) includes advice and guidance on temporary toilet facilities as part of a consistent, proactive and integrated approach to the provision of support services and regulatory functions for events and a sound financial framework for this support, as well as ensuring compliance with Health & Safety standards.

<b><u>Actions to deliver Objective 11:</u></b>	<b>Provide input to the Events Toolkit, including referrals to other sources of advice and guidance and suppliers of temporary toilets.</b>
--	---

<b>12</b>	<b>Sustainable provision and within the budget available</b>
-----------	--

The Council is committed to [sustainability](#) in its own operations as well as across the district more widely through [Climate Change](#) and carbon management plans. There is potential for investment in water and / or electricity saving measures which make for efficient running and reducing costs, in addition to contributing to climate change targets.

For example there has been a programme of installing PIR (Passive Infra-Red) light fittings and urinal water-saving devices. Safeguarding this type of budget saving is to be introduced to reallocate towards ongoing cost-value assessment work and investment outlined above.

The current national and local financial position is under increasing pressure and will remain so for a number of years. There is little prospect of the Council being able to allocate any substantial increase in capital or revenue funding to this non-statutory service. Any capital or revenue commitment will need to be supported through a business-case approach, taking account of full costs and possible income sources, such as access fees.

<b><u>Actions to deliver Objective 12:</u></b>	<p><b>Work with Property Services on a development programme for water- and electricity-saving measures</b></p> <p><b>Monitor toilet industry developments to seek areas for future improvement and efficiencies</b></p> <p><b>Reinvest budget within Neighbourhoods' public toilets area where any reductions in spend are achieved, to safeguard and improve current provision</b></p>
--	--

## 11 Delivery actions over 3 year provisional timetable

These have been identified as the key delivery actions prioritised into a provisional timetable over the next 3 years.

Year 1 – 2012/13

Year 2 – 2013/14

Year 3 – 2014/15

Objective 1	Clean, safe and well maintained facilities
<u>Year</u>	<u>Actions to deliver</u>
Years 1 & 3	Work with Property Services to develop a rolling programme to maintain Council-run facilities at a minimum 3 Star grading
Years 1 & 3	Review cleansing operations and standards on a periodic basis to ensure most efficient and effective within allocated resources
Year 1	Review existing access fees and introduce entry charges at key public toilets to support the cleansing operations, based on benchmarking with other councils
Year 2	Carry out a study of the benefits and cost-effectiveness of attended public toilets and including expanding locations with entry charges
Ongoing	Continue to work with the Police, Community Safety and residents, community groups and others

Objective 2	Facilities accessible to all, at all practicable locations
<u>Year</u>	<u>Actions to deliver</u>
Years 1, 2, 3	Work with Property Services to bring forward DDA compliance to the remaining public toilets
Ongoing	Maintain the profile of the need for accessible toilet facilities wherever practicable in small and large retail, leisure and office developments
Year 1	Explore the opportunities Parking and with organisations like the NACC and its Can't Wait card and Blue badge schemes to provide better emergency and urgent access to particular illness-sufferers.

Objective 3	Facilities suitable for the location making it viable and inclusive
<u>Year</u>	<u>Actions to deliver</u>
Ongoing	Maintain the profile of the need for publicly accessible toilet facilities in

Years 1 & 2	specific locations and circumstances Engage in the Local Development Framework and Community Infrastructure Levy programme to influence provision of toilets where appropriate and desirable
Year 3	Carry out periodic reviews of the Council-run facilities to take account of changes in the surrounding area affecting the case for provision
Ongoing	Work with the Public Realm & Movement project and Planning to support suitable and appropriate designs and locations

<b>Objective 4</b>	<b>Easily found facilities with good direction signage and individual facility information signs</b>
<u>Year</u>	<u>Actions to deliver</u>
Ongoing	Continue to liaise with the Public Realm & Movement project
Ongoing	Keep the Council's webpages up-to-date for access to accurate information by guide and map publishers, residents and visitors
Ongoing	Monitor technology developments for new ways, when and how to convey information
Year 1	Develop a plan for renewing and updating on-site information signage

<b>Objective 5</b>	<b>Enough facilities for the local population and users</b>
<u>Year</u>	<u>Actions to deliver</u>
Years 1 & 2	Engage in the Local Development Framework and Community Infrastructure Levy programme to influence provision of toilets, including unisex facilities, male/female cubicle ratios, and walking distance to access, wherever possible.
As appropriate	Consider cubicle ratios and facilities during Property Services refurbishments of existing Council facilities

<b>Objective 6</b>	<b>Enough facilities for the high levels of visitors to central Bath</b>
<u>Year</u>	<u>Actions to deliver</u>
Years 1 & 2	Engage in the Local Development Framework and Community Infrastructure Levy programme to influence provision of toilets, including unisex facilities, male/female cubicle ratios, and walking distance to

Ongoing	access, wherever possible
As appropriate	Input to major redevelopment & infrastructure projects brought forward by the Council to influence appropriate toilet provision Consider cubicle ratios and facilities during Property Services refurbishments of existing Council facilities

<b>Objective 7</b>	<b>Evening/overnight provision at key locations where specific need is established</b>
<u>Year</u>	<u>Actions to deliver</u>
Years 1 & 2	Engage in the Local Development Framework and Community Infrastructure Levy programme to influence increased and appropriate night-time provision
Year 1	Explore opportunities for meeting night-time requirements with the Night-Time Economy Working Group, Community Safety, residents, relevant NTE-based businesses and linkages with the Public Realm & Movement project
Year 2	Liase with Town Councils, business groups and other stakeholders regarding the needs in other towns such as Keynsham, Midsomer Norton and Radstock.

<b>Objective 8</b>	<b>User information available through webpages and other media</b>
<u>Year</u>	<u>Actions to deliver</u>
Ongoing	Keep the Council's webpages up-to-date
Ongoing	Liase with Bath Tourism Plus and guide and map publishers to make sure the most accurate information is used

<b>Objective 9</b>	<b>Maximised availability through Council, partnership and commercial provision</b>
<u>Year</u>	<u>Actions to deliver</u>
Year 1	Set up a focused Community Toilet Scheme, working with the BathBID, City Centre Management and other business organisations in the district
Year 3	Identify and work with local communities to facilitate Partnership/community toilet schemes, potentially using neighbourhood allocations of Community Infrastructure Levy revenue
Years 2 & 3	Identify the scope and priority for future Parish/Town Council lease

Year 2	agreements and progress negotiations
Year 2	Work with Public Protection to identify opportunities for increasing availability through relevant legislative approaches
Year 2	Work with Property Services to assess the implications of appropriate changes to lease agreements in future

<b>Objective 10</b>	<b>Frameworks for future needs provided by commercial developments through Council strategy and planning channels</b>
<u>Year</u>	<u>Actions to deliver</u>
Years 1 & 2	Engage in the Local Development Framework and Community Infrastructure Levy programme to influence provision of toilets
Ongoing	Maintain the profile of the need for publicly accessible toilet facilities in specific locations and circumstances

<b>Objective 11</b>	<b>Provision of adequate temporary toilets by the promoters/organisers at one-off events</b>
<u>Year</u>	<u>Actions to deliver</u>
Year 1	Provide input to the Events Toolkit, including referrals to other sources of advice and guidance and suppliers of temporary toilets.

<b>Objective 12</b>	<b>Sustainable provision and within the budget available</b>
<u>Year</u>	<u>Actions to deliver</u>
Ongoing	Work with Property Services on a development programme for water- and electricity-saving measures
Ongoing	Monitor toilet industry developments to seek areas for future improvement and efficiencies
As appropriate	Reinvest budget within Neighbourhoods' public toilets area where any reductions in spend are achieved, to safeguard and improve current provision

**Appendix 1 List of current Council public toilets as at Aug 2011**

<b>Site Code</b>	<b>Site Name</b>	<b>Ward</b>
WC01	Alexandra Park, Bath	Widcombe
WC02	Alice Park, Bath	Lambridge
WC03	Approach Golf, Bath	Lansdown
WC05	Bradford Road, Bath	Combe Down
WC07	Charlotte Street, Bath	Kingsmead
WC08	Charlotte Street Car Park, Bath	Kingsmead
WC14	Henrietta Park, Bath	Abbey
WC15	Dominion Road, Twerton	Twerton
WC16	High Street, Weston	Weston
WC18	Larkhall Square, Bath	Lambridge
WC19	Monksdale Road, Bath	Oldfield
WC21	Parade Gardens, Bath	Abbey
WC24	Riverside Coach Park, Bath	Kingsmead
WC26	Seven Dials, Monmouth Street, Bath	Kingsmead
WC27	Shaftesbury Road, Bath	Oldfield
WC28	Sydney Gardens, Bath	Bathwick
WC29	Royal Victoria Park Play Area, Bath	Kingsmead
WC31	Royal Victoria Park Pavilion, Bath	Kingsmead
WC51	London Road car park, Batheaston	Bathavon North
WC52	Ashton Way car park, Keynsham	Keynsham North
WC53	Memorial Park, Keynsham	Keynsham East
WC54	Gullock Tynning, Midsomer Norton	MSN North
WC55	The Island, Midsomer Norton	MSN North
WC56	High Street, Paulton	Paulton
WC57	Greenlands Road, Peasedown St John	Peasedown
WC60	The Shallows, Saltford	Saltford
WC61	Odd Down Park and Ride, Bath	Bathavon West

## Appendix 2 Summary of quality, quantity and distribution standards

### **A Quality - star grading of Council facilities (Sept 2009): Refers to Objective 1**

Grading-Location	Central Bath	Outer Bath	West & South	Total
5 Star	1	1	1	3
4 Star	10	7	2	18
3 Star	1	2	4	6

**Target: 3 Star or above for all facilities**

### **B Quantity - Council female to male cubicle and baby-changing ratios, overall, Outer Bath, Keynsham, Midsomer Norton, Radstock:**

**Refers to Objective 5**

**Target: BTA ratios per head of population  
1 female cubicle per 550  
1 male cubicle per 1,100**

**Overall position:**

	BTA	Actual	New Southgate
Female Cubicles	160	96	107
Male cubicles/urinals	80	157	165
Baby-change	18	10	12

Note: Population statistics to be updated with 2011 data once available.

**B (1) Outer Bath** (including Batheaston): Population, 2001 census = 63,000  
(excludes Abbey and Kingsmead ward population, see C – Bath city centre below)

	BTA	Actual
Female Cubicles	57	28
Male cubicles/urinals	29	45
Baby-change	6	4



**B (2) Keynsham:** Population: 2001 Census = 15,530

	BTA standard	Actual
Female Cubicles	14	6
Male cubicles/urinals	7	11
Baby-change	1	0

Note: In 2011/12, Memorial Park to be fitted with baby-changing unit; and Ashton Way car park to receive DDA compliance works and to incorporate baby-changing units where possible.

**B (3) Midsomer Norton:** Population: 2001 Census = (North and Redfield wards) = 10,460

	BTA standard	Actual
Female Cubicles	10	4
Male cubicles/urinals	5	6
Baby-change	1	1

Note: Gullock Tying, Midsomer Norton to be remodelled during 2011/12.

**B (4) Radstock:** Population: 2001 Census = (Radstock and Westfield wards) = 10,865

	BTA standard	Actual
Female Cubicles	10	0
Male cubicles/urinals	5	0
Baby-change	1	0

Note: The Victoria Square public toilets in Radstock were closed at the beginning of June 2011, due to their condition, the previous termination and lapse of agreements with Norton-Radstock Town Council and the Norton Radstock Regeneration Company, and the recent exchange of contracts for the site with a developer.

**C Quantity - Bath city centre**

**Refers to Objective 6**

**Target: BTA ratios per head of population**  
**1 female cubicle per 550**  
**1 male cubicle per 1,100**

The relevant 'population' for Bath city centre includes commuters, tourists and visitors as well as residents, using pedestrian flowcount numbers.

**Pedestrian flowcount results with BTA female to male toilet ratios applied, Central Bath**

Month/Year	Pedestrian flowcount	BTA - Female cubicles	BTA - Male cubicles
May 2009	37,790	34	17
Feb 2009	49,120	45	22
Dec 2008	75,310	68	34
Aug 2008	42,090	38	19
May 2008	41,750	38	19
Feb 2008	47,360	43	22
	<b>Actual</b>	<b>52</b>	<b>79</b>
	<b>New Southgate</b>	<b>63</b>	<b>87</b>

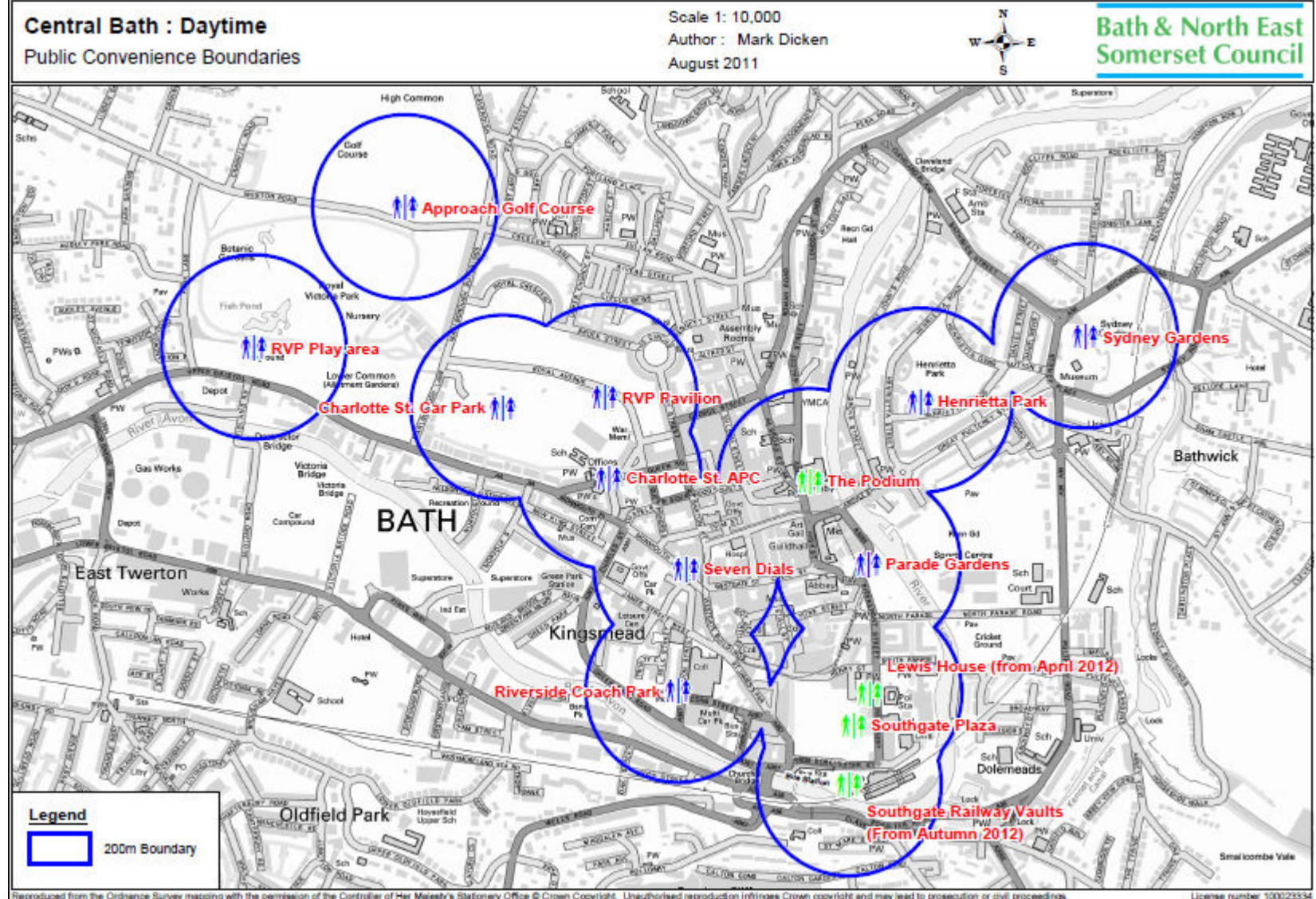
**D Distribution - distance-related provision to/from key feature(s)**

**Refers to Objectives 5 and 6**

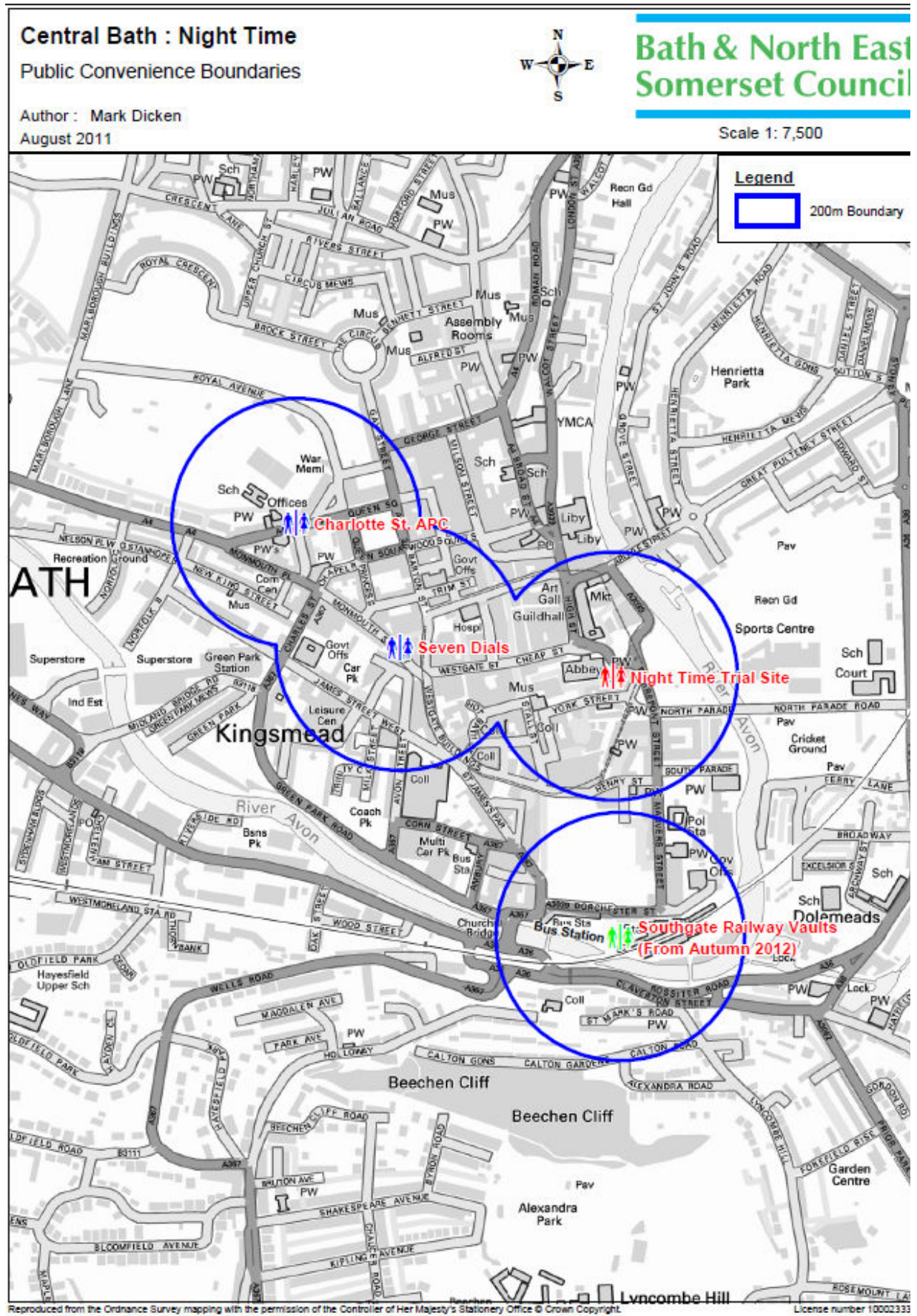
- Target: Bath city centre (day-time) 200m radius**
- (night-time) 200m radius overall and immediate proximity**
- Rest of Bath & North East Somerset 400m radius**

The following maps show the city centre of Bath with the current day-time and night-time facilities with a 200m radius drawn which show the main gaps.

# Map 1



# Map 2



**This provision strategy for public toilets in Bath & North East Somerset can be made available in a range of languages, large print, Braille, on tape, electronic and accessible formats.**

**Please contact Council Connect:**

Tel: 01225 39 40 41

SMS Text: 07797 80 65 45

Email: [councilconnect@bathnes.gov.uk](mailto:councilconnect@bathnes.gov.uk)

This draft document is published by Environmental Services, September 2011

This page is intentionally left blank

## Agenda Item 14

<b>Bath &amp; North East Somerset Council</b>	
<b>MEETING: PLANNING, TRANSPORT AND ENVIRONMENT POLICY DEVELOPMENT &amp; SCRUTINY PANEL</b>	
MEETING DATE:	<b>13<sup>th</sup> September 2011</b>
TITLE:	<b>WORKPLAN FOR 2011/12</b>
WARD:	All
<b>AN OPEN PUBLIC ITEM</b>	
<b>List of attachments to this report:</b>	
Appendix 1 – Panel Workplan	

### **1 THE ISSUE**

- 1.1 This report presents the latest workplan for the Panel (Appendix 1).
- 1.2 The Panel is required to set out its thoughts/plans for their future workload, in order to feed into cross-Panel discussions between Chairs and Vice-chairs - to ensure there is no duplication, and to share resources appropriately where required.

### **2 RECOMMENDATION**

- 2.1 The Panel is recommended to
  - (a) consider the range of items that could be part of their Workplan for 2011/12 and into 2012/13

### **3 FINANCIAL IMPLICATIONS**

- 3.1 All workplan items, including issues identified for in-depth reviews and investigations, will be managed within the budget and resources available to the Panel (including the designated Policy Development and Scrutiny Team and Panel budgets, as well as resources provided by Cabinet Members/Directorates).

## 4 THE REPORT

4.1 The purpose of the workplan is to ensure that the Panel's work is properly focused on its agreed key areas, within the Panel's remit. It enables planning over the short-to-medium term (ie: 12 – 24 months) so there is appropriate and timely involvement of the Panel in:

- a) Holding the executive (Cabinet) to account
- b) Policy review
- c) Policy development
- d) External scrutiny.

4.2 The workplan helps the Panel

- a) prioritise the wide range of possible work activities they could engage in
- b) retain flexibility to respond to changing circumstances, and issues arising,
- c) ensure that Councillors and officers can plan for and access appropriate resources needed to carry out the work
- d) engage the public and interested organisations, helping them to find out about the Panel's activities, and encouraging their suggestions and involvement.

4.3 The Panel should take into account all suggestions for work plan items in its discussions, and assess these for inclusion into the workplan. Councillors may find it helpful to consider the following criteria to identify items for inclusion in the workplan, or for ruling out items, during their deliberations:-

- (1) public interest/involvement
- (2) time (deadlines and available Panel meeting time)
- (3) resources (Councillor, officer and financial)
- (4) regular items/"must do" requirements (eg: statutory, budget scrutiny, etc)?
- (5) connection to corporate priorities, or vision or values
- (6) has the work already been done/is underway elsewhere?
- (7) does it need to be considered at a formal Panel meeting, or by a different approach?

The key question for the Panel to ask itself is - can we "add value", or make a difference through our involvement?



- 4.4 There are a wide range of people and sources of potential work plan items that Panel members can use. The Panel can also use several different ways of working to deal with the items on the workplan. Some issues may be sufficiently substantial to require a more in-depth form of investigation.
- 4.5 Suggestions for more in-depth types of investigations, such as a project/review or a scrutiny inquiry day, may benefit from being presented to the Panel in more detail.
- 4.6 When considering the workplan on a meeting-by-meeting level, Councillors should also bear in mind the management of the meetings - the issues to be addressed will partially determine the timetabling and format of the meetings, and whether, for example, any contributors or additional information is required.

## 5 RISK MANAGEMENT

- 5.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

## 6 EQUALITIES

- 6.1 Equalities will be considered during the selection of items for the workplan, and in particular, when discussing individual agenda items at future meetings.

## 7 CONSULTATION

- 7.1 The Workplan is reviewed and updated regularly in public at each Panel meeting. Any Councillor, or other local organisation or resident, can suggest items for the Panel to consider via the Chair (both during Panel meeting debates, or outside of Panel meetings).

## 8 ADVICE SOUGHT

- 8.1 The Council's Monitoring Officer (Divisional Director – Legal and Democratic Services) and Section 151 Officer (Divisional Director - Finance) have had the opportunity to input to this report and have cleared it for publication.

<b>Contact person</b>	Michaela Gay, Democratic Services Officer. Tel 01225 394411
<b>Background papers</b>	None
<b>Please contact the report author if you need to access this report in an alternative format</b>	

This page is intentionally left blank

**Planning, Transport and Environment Policy Development & Scrutiny Panel Workplan**

Meeting Date	Agenda Item	Direct or	Report Author	Format of Item	Requested By	Notes
<b>26<sup>th</sup> July 2011</b>	Bath Transport Package	GC	Peter Dawson	Report		
	Green Spaces Strategy Update	GC	Graham Evans	Report		
	Community Infrastructure Levy / Section 106	GC	Simon de Beer	Report		
	Food Waste Recycling Collections Update	GC	Carol Maclellan	Briefing		
	Cabinet Member Response to Commercial Waste Collection Single Inquiry Day	GC	Lauren Rushen	Report		
	Sustainable Growth Agenda (inc Housing)	JB	John Betty	Report		
	Cabinet Member Update			Verbal		
<b>13<sup>th</sup> Sept 2011</b>						
	Parking Strategy	GC	Adrian Clarke	Report	Panel on 26/7/11	
	Integrated Transport Authority	GC	Peter Dawson	Presentation		
	Subsidised Bus Services	GC	Andy Strong	Briefing		
	Draft Core Strategy	GC	David Trigwell / Simon de Beer	Report	Panel on 26/7/11	
	Emerging Provision Strategy for Public Toilets	GC	Matthew Smith / Kate Hobson	Report		
	Cabinet Member Update					
<b>8<sup>th</sup> Nov 2011</b>						
	Medium Term Service and Resource Plans	GC				

