Policy Title:
LP11 - Major Sites Delivery Policy

Existing Policies Which adopted Core Strategy or Policies Sites and Places (PSP) policy would eventually be replaced	**N/A – new supplementary policy**
Non-Strategic / Strategic	**Non-Strategic**

Purpose

The NPPF requires LPAs to maintain a 5-year housing land supply. Large strategic development sites can take years to implement given the number of interested stakeholders, complexity and significance of issues such as the infrastructure required to accompany them. Several strategic sites are now under construction in South Gloucestershire at places such as Lyde Green, Harry Stoke, Charlton Hayes, North Yate and Cribbs Patchway/Filton Airfield. The Council therefore now has substantial experience in large site delivery. Similarly, the importance of such strategic sites to housing supply in creating successful new mixed and balanced communities for the long-term and the inherent delivery challenges have been recognised at a national level by organisations such as the Town and Country Planning Association (TCPA). Consequently, the TCPA have published documents including, 'Building Successful New Communities' and 'Delivering New Communities (A Technical Guide to Project and Programme Management for Local Authorities'). In order to improve outcomes and speed delivery it is vitally important that this learning is captured and applied in a consistent way across the new strategic development sites both to bring forward the sites and supporting infrastructure as quickly as possible. The policy therefore sets out a series of critical generic requirements applicable to proposed developments at Woodlands & North Lyde New Villages, Carsons Green & Rockhouse Farm, & North Warmley New Neighbourhoods, but may be tailored accordingly to smaller allocations and development proposals that come forward during the life of the plan.

Policy wording

In order to deliver high quality and cohesive communities at the strategic development allocations of Woodlands & North Lyde New Villages, Carsons Green & Rockhouse Farm, & North Warmley New Neighbourhoods, landowners & developer partners will be required to:

1. **Agree a clear vision, programme management plan and governance structure.**
2. **Plan the allocation in a comprehensive manner, working jointly with relevant landowners and developers including registered providers and self and custom build enablers, to ensure infrastructure costs are shared fairly and proportionately.**
3. **Agree the composition, administer, and promote community co-design and ongoing liaison via a stakeholder engagement group that will meet regularly through the design and construction phases.**
4. **Develop a wider community engagement strategy that communicates progress of the scheme and opportunities for community involvement from concept to final delivery.**
5. **Undertake pre-app engagement and Design Review of the emerging masterplan and Affordable Housing masterplan, initial development parcels, and key parts of the scheme, including Design Code testing prior to 1st R/Ms approval.**
6. **Provide an Affordable & Self & Custom Housing masterplan(s) and delivery schedule(s) to ensure that they are delivered in step with the market housing over the course of the development.**
7. **Depending upon the vision and particular objectives of the scheme, and where otherwise required by other policies of the plan, utilise a nationally recognised accreditation standard(s) for example, BREEAM Communities and Building with Nature.**
8. **Set out, consult on and agree long-term community development & stewardship arrangements in partnership with the Council and relevant stakeholders including registered providers (see Stewardship Arrangements Policy also).**
9. **Provide topographical and strategic level drainage & earthmoving information at outline application stage to demonstrate strategic green infrastructure, drainage & public open space requirements function and fit as part of the master planning process.**
10. **Provide ecological, landscape, play and community benefits early in the early construction phases.**
11. **Work with partner organisations to realise additional infrastructure and Affordable Housing funding throughout the lifetime of the construction phase.**
12. **Include review mechanisms to ensure sustainable construction, climate mitigation and adaptation objectives keep pace with new regulations, technology, national and local policy objectives.**
13. **Provide opportunities for SME housebuilders, custom and self-builders.**

14. **Provide a community, retail & employment strategy that integrates opportunities and floorspace across the scheme for a range of uses, types and scale of businesses including marginal activities such as start-ups, SMEs and charities, in the short (during the construction phase) and long-term.**
15. **Agree and implement a construction and post construction monitoring and reporting regime to ensure compliance with required standards and feedback of resident's satisfaction.**

Promoters of other major development sites (over 500 dwellings / 50,000sqm commercial) should carefully consider and agree at pre-application stage with the Council which of the above requirements are appropriate and should form part of any subsequent planning application and permission.

Supporting text

1. Large scale new communities are complex, long-term projects that require commitment across the political, economic, corporate and planning divisions of the Council as well as clear lines of responsibility both at the Council and developer partner(s). Success will also in large part depend on robust programme management so that the various elements can be holistically planned and delivered, and a strong shared vision of the new community to clarify priorities, measure progress against and thereby ensure that the ambition is achieved. A clear programme should as a minimum identify milestone dates and key stakeholders. Appropriate governance, in terms of the composition, responsibilities and regularity of meetings of personnel on both sides can then be identified and agreed. The vision, programme and governance structure should be agreed ideally at pre-app stage but absolutely prior to outline approval. Governance arrangements should evolve through the life of the development and include specific arrangements for collaboration to ensure for example, timely and phased adoption of roads and open spaces. A Planning Performance Agreement(s) (PPA) will be integral in creating and structuring a collaborative approach as well as identifying necessary additional resources and expertise required by the Council to assist deliver the new community in a timely way.
2. Complexity and thereby risk and time can be reduced if the number of delivery partners is minimised. The Council will therefore require that all key landowners and developers, including registered provider partners and self & custom build enablers where appropriate, work together to equalise land value where possible, master plan in a comprehensive way and share infrastructure costs proportionately. The vision and governance arrangements should reflect this comprehensive approach.

3. People and community should be central to the vision of a new place. Community involvement can be undertaken in many ways but critically it should be ongoing, regular, honest and open. Clear scope and defined objectives can assist this process. Developer partners will therefore be required to set out, agree and administer a clear community engagement process, including community co-design & regularised stakeholder engagement through the life of the scheme to final completion. Stakeholder engagement arrangements during the pre-construction phase should be identified in the PPA and post outline approval via the s106.
4. The benefits of a new development to the wider community are often not widely shared leading to a negative view of new housing. Developer partners will therefore be required to set out and deliver a community engagement strategy beyond the usual pre-application and outline application stages. It should be agreed at outline planning application stage and should provide updates on progress, including delivery of infrastructure such as Affordable Housing and new sustainable transport options. It should also, provide and advertise opportunities to get involved.
5. The NPPF requires that Local Authorities have access to tools such as design review panels to assist promote high quality design. Design review is best carried out early in the design process but can also be used to test emerging design codes and subsequent reserved matters for key parts of the development such as the first residential phases, local centre and strategic POS areas. Formal pre-app advice services should similarly be used to test emerging proposals. Design competitions for key aspects of the scheme should also be considered and included as part of the process. Developer partners will therefore be required to agree and set out, through the PPA and subsequent Design & Access Statement at outline stage, when design review and pre-app services will be utilised. Design Codes for early phases will be required as part of the outline application.
6. A specific Affordable Housing masterplan is required to set out where the Affordable Housing will be approximately located. This is to ensure that each phase of the development delivers an appropriate tenure balance and AH clusters are appropriate such that the development will result in a mixed and balanced community. An Affordable Housing delivery schedule is also required so that the proportion of Affordable Housing planned for each phase can be monitored. This is to ensure that Affordable Homes are not deferred until late in the construction period, which would delay meeting need, and potentially lead to overly large clusters and threaten deliverability. The delivery schedule must be updated alongside each reserved matters layout application for respective parcels of development. Equally, the site(s) and phasing for the self and custom build housing must be identified on the masterplan. Custom and self-build developments are best delivered in a single or large cluster(s) in a location(s) that enables delivery separate to the main housing development. This is to enable safe access for the custom and self-builders or sale to a custom build enabler to deliver the dwellings on behalf of the custom and self-builders and the master developer.
7. Accreditation to an independent development standard is a further way to ensure design quality. The Council will therefore expect at outline application stage and via condition or s106 that the master developer seeks to achieve an appropriate nationally recognised accreditation to demonstrate high quality design.

8. Community development and stewardship arrangements are critical components of delivering long-term sustainable communities. Community development should be considered from the outset and agreed via the outline application, to ensure early residents are supported in terms of accessing services and social cohesion. Some Affordable Housing providers have experience in providing such support and or community development and should be part of long-term estate stewardship arrangements. Such support should not therefore be onerous if considered early and carefully with possible partners. See Policy LP29 - Stewardship Arrangements also.
9. Time and again insufficient attention is paid at the feasibility stage and pre-app stage to the space required to accommodate strategic green infrastructure, drainage and formal public open space areas. This can lead to significant delays during the detailed planning application process. Common mistakes during the pre-application master planning / design phase include failure to consider the impacts of or accommodate slopes and insufficient space provided to buffer existing green infrastructure and proposed new sports, play areas and SUDs features. This can lead to hard usually unacceptable and over engineered solutions being put forward at the detailed design phase, leading to time delays and the loss of both existing vegetation and development areas, potentially undermining the original vision and ambitions of the scheme. Developer partners should therefore take steps and care to demonstrate that such requirements can be accommodated appropriately prior to and at the outline application stage.
10. The health & wellbeing benefits of access to green space and community amenities are now well established. 'Landscaping' and sometimes community facilities are however often left to the end of the development process. This can leave large new developments appearing stark and denuded of vegetation and lacking in amenities for many years during the construction phase and after. Strategic areas of open space that can be planted up early, potentially at the very start of the development should therefore be identified and delivered as soon as possible. Similarly, areas for play and temporary or permanent community meeting spaces should be provided early in the build out. This will lead to benefits for new and existing nearby residents and wildlife, but no doubt also assist market the development to prospective customers. These areas for early planting and community amenities should be identified at outline stage and agreed via condition or s106.
11. Large scale new developments often have very high infrastructure costs that can impact on viability and ultimately the amount of Affordable Housing. This can undermine local support for such projects from the outset. New funding opportunities however may arise during the construction phase as national and sub-regional imperatives to speed delivery and/or deliver more affordable homes change. Mechanisms should therefore be considered and agreed at outline stage to promote joint working to enable any such opportunities to be investigated and bids to be made to maximise affordable housing and infrastructure delivery.
12. Similarly, technology and regulatory standards are likely to continue to evolve as the necessity to meet climate change objectives continue to step up. Mechanisms should therefore be considered and agreed at outline stage to ensure and enable that the most up-to-date standards and technology are incorporated as the development builds out.

13. In recent decades the number of housebuilding companies has been declining. The diversity of new housing has also declined with many of the large housebuilders providing extremely similar 'product' and therefore little customer choice. The Letwin Review subsequently identified the need to maximise diversity in local housing markets as a key means not only to provide more choice but also to speed delivery of large-scale new communities, by ensuring 'product' caters for as wide a possible cross section of potential customers so increasing sales rates. It is required therefore that opportunities for small and medium sized housebuilders, such as by providing a variety of parcel sizes, as well as self and custom build opportunities should be provided for sale on these new communities. SME & self-build parcels should be agreed at outline stage.
14. Recent years have seen significant changes away from traditional forms of retail & employment uses to more online and footloose activities. However, integrating a range of uses across a new community remains critical to providing walkable and vibrant places. Indeed, more homeworking for instance means that local amenities and services become more important. These, often small-scale activities, can also sit comfortably side by side with residential properties. As residential property values have also risen outpacing yields from some employment and retail activities the economic incentive to provide for such activities is increasingly challenging. Proposals and permissions that for instance provide 'up to' xm^2 of retail & employment space now appear out-dated and not fit for purpose, leading to disillusionment with the development, as promised maximum square footage of such space do not materialise. Careful consideration is therefore required as to how more homeworking and marginal economic activities can be supported and integrated into new developments, as well as the usual convenience retail and commercial operations. Minimum floorspace requirements should be set, owner and stewardship models put in place to enable the early and long-term provision of a range of affordable flexible space integrated into central hubs and more generally across the new community. Pop-up and meanwhile uses should also be provided during the construction phase to help promote such economic and community activity. Some Housing Associations have experience in regeneration and foundation economy delivery that could be explored to assist deliver other non-residential uses. A strategy and partners should be set out and agreed at outline stage.
15. The difference between stated high ambitions and eventual outcomes (the performance gap) is a genuine problem and again can lead to disillusionment and opposition to new development. There are many reasons for this from poor regulation and communication to lack of resources, skills and staff turnover during the life of a project. Agreeing realistic ambitions and good governance can go some way to addressing the issue, but good governance requires good information. Measures should therefore be agreed, and resources put in place to collect some key indicators and regularise monitoring activities. These key indicators may vary through the life of the new development. Results should be shared openly and honestly with all stakeholders. Indicators and monitoring activities could range from regularised surveys of tree protection fencing and post phase completion audits of landscape & street tree implementation, to new resident satisfaction surveys. Better communications and regularised monitoring of activities will also lead to reduced potential for enforcement and remediation activities as well as improved relations between all parties. A monitoring strategy should be agreed at outline stage.

All of the issues above should be reflected appropriately in the respective plans, conditions and legal agreements of the new communities to ensure their delivery.

Additions	
Key evidence	
Other relevant policies to cross-reference?	LP29 - Stewardship Arrangements