

Democratic Services

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Date: 23rd December 2015

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**To: All Members of the Planning, Housing and Economic Development Policy
Development and Scrutiny Panel**

Councillor Rob Appleyard
Councillor Barry Macrae
Councillor Colin Blackburn
Councillor Lisa O'Brien
Councillor Fiona Darey
Councillor Cherry Beath
Councillor David Veale

Cabinet Member for Economic Development: Councillor Patrick Anketell-Jones

Cabinet Member for Homes & Planning: Councillor Liz Richardson

Cabinet Member for Community Services: Councillor Martin Veal

Chief Executive and other appropriate officers
Press and Public

Dear Member

**Planning, Housing and Economic Development Policy Development and Scrutiny Panel:
Tuesday, 5th January, 2016**

You are invited to attend a meeting of the **Planning, Housing and Economic Development
Policy Development and Scrutiny Panel**, to be held on **Tuesday, 5th January, 2016 at 2.00
pm** in the **Kaposvar 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 - Reception: Civic Centre - Keynsham, Guildhall - Bath, The Hollies - Midsomer Norton. Bath Central and Midsomer Norton public libraries.

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

4. Recording at Meetings:-

The Openness of Local Government Bodies Regulations 2014 now allows filming and recording by anyone attending a meeting. This is not within the Council's control.

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- 5. Attendance Register:** Members should sign the Register which will be circulated at the meeting.

6. THE APPENDED SUPPORTING DOCUMENTS ARE IDENTIFIED BY AGENDA ITEM NUMBER.

7. 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, Housing and Economic Development Policy Development and Scrutiny Panel -
Tuesday, 5th January, 2016**

at 2.00 pm in the Kaposvar 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

At this point in the meeting declarations of interest are received from Members in any of the agenda items under consideration at the meeting. Members are asked to indicate:

(a) The agenda item number in which they have an interest to declare.

(b) The nature of their interest.

(c) Whether their interest is **a disclosable pecuniary interest** *or* an **other interest**,
(as defined in Part 2, A and B of the Code of Conduct and Rules for Registration of Interests)

Any Member who needs to clarify any matters relating to the declaration of interests is recommended to seek advice from the Council's Monitoring Officer or a member of his staff before the meeting to expedite dealing with the item during the meeting.

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

Mr David Redgewell has registered to make a statement to the Panel regarding the devolution of planning.

Mr Robin Kerr has registered to make a statement to the Panel regarding the

Placemaking Plan.

7. MINUTES - 24TH NOVEMBER 2015 (Pages 7 - 18)

8. CABINET MEMBER UPDATE

The Cabinet Member(s) will update the Panel on any relevant issues. Panel members may ask questions.

9. WEST OF ENGLAND JOINT SPATIAL PLAN (Pages 19 - 98)

The four West of England authorities are preparing a Joint Spatial Plan (JSP) for the sub-region. The four UAs have published an Issues and Options document for public consultation. The consultation period lasts until 29th January 2016 and the Panel are asked to provide their comments on the published options.

10. PLACEMAKING PLANS FOR NORTH EAST SOMERSET (Pages 99 - 108)

This report seeks the views of the Scrutiny Panel on the Pre-submission Draft Placemaking Plan which was published for public consultation on 16th December 2015. The consultation period ends on 3rd February 2016 and any comments from the Panel can be taken into account as part of the forthcoming examination process.

NOTE: Given the large file size of the pre-submission draft B&NES Placemaking Plan it can be only viewed on Council's website at

<http://www.bathnes.gov.uk/services/planning-and-building-control/planning-policy/placemaking-plan/placemaking-plan-pre>.

11. NEIGHBOURHOOD PLANNING (Pages 109 - 114)

This report provides an update on Neighbourhood Planning in B&NES.

12. STUDENT ACCOMMODATION - SCENE SETTING (Pages 115 - 130)

This reports sets out the Council's proposed strategy to respond to the demand for Student Accommodation in the Bath through the draft Placemaking Plan. The Panel's comments can be taken into account in the presentation of Placemaking Plan to the Inspector at the forthcoming public consultation.

13. PANEL WORKPLAN (Pages 131 - 136)

This report presents the latest workplan for the Panel. Any suggestions for further items or amendments to the current programme will be logged and scheduled in consultation with the Panel's Chair and supporting officers.

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

**PLANNING, HOUSING AND ECONOMIC DEVELOPMENT POLICY DEVELOPMENT
AND SCRUTINY PANEL**

Minutes of the Meeting held

Tuesday, 24th November, 2015, 2.00 pm

Bath and North East Somerset Councillors: Rob Appleyard (Chair), Barry Macrae (Vice-Chair), Colin Blackburn, Lisa O'Brien, Fiona Darey, Cherry Beath and David Veale

Officers : Louise Fradd (Strategic Director for Place), Graham Sabourn (Head of Housing), Ben Woods (Group Manager for Economy & Culture), John Wilkinson (Divisional Director for Community Regeneration) and Tony Crouch (World Heritage Manager)

Cabinet Members in attendance: Councillor Patrick Anketell-Jones and Councillor Charles Gerrish

22 WELCOME AND INTRODUCTIONS

The Chairman welcomed everyone to the meeting.

23 EMERGENCY EVACUATION PROCEDURE

The Chairman drew attention to the emergency evacuation procedure.

24 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

Councillor Liz Richardson, Cabinet Member for Homes & Planning had sent her apologies to the Panel.

25 DECLARATIONS OF INTEREST

Councillor Fiona Darey declared an other interest as she is tutor at the University of Bath.

Councillor Cherry Beath declared an other interest in relation to agenda item 11 (Cultural & Creative Strategy Review) as she is a member of the Cultural Forum Executive.

26 TO ANNOUNCE ANY URGENT BUSINESS AGREED BY THE CHAIRMAN

There was none.

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

There were none.

28 MINUTES - 1ST SEPTEMBER 2015

The Panel confirmed the minutes of the previous meeting as a true record and they were duly signed by the Chairman.

29 CABINET MEMBER UPDATE

Councillor Cherry Beath asked if there was any further update on the Gypsy & Traveller Site at Carrswood.

The Head of Housing replied that the transit element of site was due to open any day now and that it was set to be fully occupied. The permanent element of the site has been fully occupied since March.

Councillor Fiona Darey asked if he was aware that the Office of Fair Trading had begun an investigation into high exit fees associated with retirement homes.

The Head of Housing replied that he was not and that he would look into the matter.

Councillor Cherry Beath asked if he had any comment to make on the Governments proposals relating to Affordable Housing.

The Head of Housing replied that it was rather a complicated Bill that relies on a lot of secondary legislation. He said that this was something that he would look to bring back to the Panel in due course.

Councillor Barry Macrae commented that he thought that the figure of an average of 45 weeks to complete adaptations for disabled facilities was not good enough and he asked that this be reviewed in some way.

The Head of Housing replied that Government good practise states that adaptations should be completed within 33 weeks and he agreed that our figures do look poor. He stressed though that a huge amount of work is involved in the process and that the time of recording commences from the very initial call for a request to be assessed to the works being finally completed.

He said that the process begins with the client contacting the Council; then the OTs would undertake an assessment; this would be referred to Housing Services; the assessment would then be used to form a schedule of works; quotes for the work are then sourced from at least two companies; a formal application including financial assessments and proof of title would need to be assessed and checked; and finally the grant can be approved and the works undertaken by the chosen contractor and finally signed off. He stated that he does want the Council to try to do better in this area of work.

Councillor Barry Macrae questioned whether the Council were being over optimistic to start recording the time of the process from the first phone call.

The Head of Housing replied that they try to look at the situation from the point of view of the customer and so choose a performance indicator that reflected the customer's perspective.

The Chairman asked if he had anything further to add regarding the Additional Licensing Scheme for HMOs.

The Head of Housing said that a Government consultation was underway to extend the criteria of the scheme by removing the need for the property to be three storeys or more high.

He estimated that this would require around 300 – 350 further properties to be licensed.

The Chairman asked if this would be an easy task to identify the properties.

The Head of Housing replied that it could actually be quite hard and that as previously they would hold a publicity campaign, engage with landlords and letting agencies and check Council Tax records.

Councillor Cherry Beath commented that it was good to see some of our empty properties coming back into use.

The Chairman asked if this was a resource hungry process.

The Head of Housing replied that they were struggling to identify new ones, but do have a current database of properties. He reminded the Panel of the facility to report an empty property through the Council's website.

Councillor Fiona Darey asked if he could inform the Panel of when Empty Property Week is.

The Head of Housing replied that he was not sure of the exact dates but that it was due to held before the end of the year.

Councillor Colin Blackburn asked if there were any incentives for residents to engage with the Council if they have an empty property.

The Head of Housing replied that they are able to offer a considerable amount of advice to the public on this matter and that early contact will more than likely deliver a better outcome.

The Chairman thanked him on behalf of the Panel for his update.

30 DIRECTORATE PLAN FOR PLACE

The Strategic Director for Place introduced this item to the Panel. She explained that a new Corporate Strategy was agreed by Cabinet at their meeting on 4th November 2015 and that it sets out the vision and the Council's direction of travel over the next four years. She added that it is shaped by and will deliver the 'Putting Residents First' manifesto commitments.

She stated that during November, the draft Directorate Plans will be presented to the Policy Development and Scrutiny (PDS) Panels and that each Panel should only concentrate on the parts of the plan relevant to their own remit.

She said that a number of Budget Fair meetings have been scheduled during November in order to provide people with the opportunity to hear about the Council's financial plans for the next four years. There will be an opportunity to ask questions and feed into the discussions on the budget proposals at the meetings.

She informed the Panel that in terms of workforce it is possible that there may be a small number of posts reductions as a result of the proposals put forward and there may also be requirements to amend working patterns. She added that there will be a shift in skills requirements towards a commercial skills focus in order to maximise income generating opportunities and there will be a refocus of skills usage to ensure most efficient and effective use of staff resources.

She stated that initial Financial Planning work to look at the future scale of financial challenge for the Council originally estimated that the likely savings, or additional income required, would be around £38M for this 4-year period. The position has been reviewed in light of both local and national decisions and announcements resulting in a reduction in the estimated financial planning target to just over £30M.

Councillor Lisa O'Brien asked with regard to the delivery of 2,880 new homes by 2018/19 whether developers would be penalised if they had not built the properties they had gained permission for.

The Strategic Director for Place replied that this was not a major problem in the District, but unfortunately the Council does not have any powers to penalise developers.

Councillor Lisa O'Brien asked if different social housing providers could be encouraged to take part in the planned delivery of 720 affordable homes by March 2019.

The Strategic Director for Place replied that they do work with various providers, but it is the case that Curo is the largest provider in the area.

The Head of Housing replied that it is the choice of the developer who they work with and that the Council works with a number of providers through the Homes West Partnership. He added that he would welcome further competition to the market.

Councillor Colin Blackburn stated that he was concerned over some of the proposed cuts and asked how income would be generated.

The Strategic Director for Place replied that she had identified a number of key risks within the report and that one of them was a lack of capacity and recruitment difficulties within specific service areas and that this was primarily within engineering. She added that income would be generated by developing the Digital and WIFI network across B&NES to provide WIFI and improved connectivity across the district to generate additional incomes of £100,000 in 2016/17, potentially growing by a further estimated £1,000,000 by 2019/20.

She said that the Bath Quays development of office, retail and residential spaces has the objective of generating substantial future year incomes estimated at £1,200,000 by 2019/20.

Councillor Colin Blackburn asked if the Council had considered moving to fortnightly waste collections.

The Strategic Director for Place replied that the current contract ends in 2017 and that matters relating to sites and vehicles are currently under review and this forms the main component for the funding in 2016/17.

Councillor Barry Macrae asked if some of the dates within the report were accurate and suggested that they may need some revision. He asked how many Neighbourhood Plans would be completed by December 2015.

The Strategic Director for Place replied that three had been completed and acknowledged that there were more to do, she said that she would review this part of the report.

Councillor Barry Macrae asked how many jobs would be created on the Bath Quays North and South development.

The Divisional Director for Community Regeneration replied that the intention is to create 2,500 jobs across the site. He added that services across the directorate would look to be procured more efficiently and that another 'market' type event may be held at another time of the year.

Councillor Macrae asked if this would be of benefit to the community.

The Divisional Director for Community Regeneration replied that it is the initial intention to involve the residents more in the event.

The Chairman asked if local salaries were likely to increase.

The Divisional Director for Community Regeneration replied that they are not as high as we would like them to be.

Councillor Colin Blackburn asked how they would make the planned efficiencies within the directorate.

The Strategic Director for Place replied that they were pursuing extending the conversion of street lighting units to LEDs and introducing dimming technology to reduce energy consumption and maintenance costs. She said that this is expected to result in recurring annual savings of £83,000 in 2016/17 growing to £106,000 by 2017/18.

She added that they intended to bring housing support services currently outsourced for Disabled Facilities Grant in house to maximise use of existing skills and reduce commissioning costs and that this was expected to generate budget reductions of £25,000 from 2016/17.

Councillor Lisa O'Brien asked for a little further information regarding the decision to stop printing & posting applications for Parish Consultations.

Councillor Charles Gerrish, Cabinet Member for Finance & Efficiency replied that discussions have been held with the Parish Councils and that routine applications will be communicated electronically and that major ones will be distributed in hard copy.

The Chairman asked if an increase in income could be generated by increasing the fees within Homesearch.

The Head of Housing replied that there is currently a charge of £50 per letting applicable to the relevant Housing Association and that the Council was looking to increase that figure.

Councillor Fiona Darey asked how the pre application review service for Planning Services was working.

The Strategic Director for Place replied that it was working well currently and resulting in shorter reports.

Councillor Colin Blackburn commented that he would like to know of any changes to staff as a result of the plan.

Councillor Charles Gerrish asked for the Panel to contact him if they have further comments on the plan.

31 ECONOMIC STRATEGY UPDATE

The Group Manager for Economy & Culture explained that the context of the review was cross cutting to include the areas of; A Whole Economy Approach, External Governance, Public Service Board, Welfare.

He said that the Economic Strategy Review document was developed with a group of key partners and stakeholders and that together with the Health & Wellbeing and Transport Strategies it forms a suite of high level strategies to guide the future of the B&NES area.

He stated that the updated Strategy was agreed by the Council's Cabinet in September 2013 and subsequently published in November.

He spoke of how the review identifies eight priority sectors which will be the focus for future economic and employment growth, these are split into Key and Core sectors:

- Core sectors currently employ significant numbers of people locally and will continue to be important in employment terms. They cover: tourism, leisure,

arts and culture / retail / health & wellbeing / finance & professional business services

- Key sectors are generally smaller in employment terms but higher value added and offer the potential for significant future expansion. They cover: creative & digital / ICT / advanced engineering & electronics / environmental & low carbon

He informed the Panel that Appendix one to the report sets out progress against the Success Measures for the period 2010 – 2014. It shows:

- That against the key measures of growth in jobs / GVA / productivity the area's economy has performed well and running ahead of target
- That employment growth in the Priority Sectors is ahead of target but with a focus on growth in the Core Sectors including retail, the visitor economy and health
- That because of the focus on the Core Sectors and the increase in part-time employment:
- The average productivity (GVA) per worker has not grown as much as projected to date
- The average annual income per employee has fallen, however in contrast resident earnings have risen by 2.3% between 2010 – 2014 reflecting the fact that the B&NES resident workforce has above average qualification levels

He explained that the Digital B&NES project was seeking to support all residents and businesses to be able to use the best technology. He added that a pilot Wi-Fi system was being trialled across the duration of the Christmas Market and that the Panel could expect to receive further information regarding this work at a future meeting.

Councillor Colin Blackburn what the level of business space demand was.

The Group Manager for Economy & Culture replied that there was a 250,000sqft unmet demand which equates to a size bigger than the planned Enterprise Area.

Councillor Colin Blackburn asked what the Council does when people or companies choose to work in Bristol because they cannot wait until the Enterprise Area is ready.

The Group Manager for Economy & Culture replied that they do work hard with those that have identified a desire to be here and keep them informed of progress.

Councillor Colin Blackburn asked how the demand for space will be broken down into the right elements for the area.

The Group Manager for Economy & Culture replied that it will be office orientated with a focus on financial services and technology firms attempting to create a pathway of growth.

Councillor Barry Macrae asked where & how all of the proposed / encouraged new City of Bath employment outlined by the officers would be able to park, even get into the currently overheated & gridlocked central area.

The Strategic Director for Place replied that the Placemaking process would show what we intend to do with regard to growth.

The Divisional Director for Community Regeneration added that purpose built offices had not been built in B&NES for twenty years and that as the Council owned much of the land involved in the Enterprise Area it could retain the usage that it desired.

Councillor Lisa O'Brien commented that she wanted the Somerdale site to reach its full potential and not be diluted by construction of a care home on the site.

Councillor Barry Macrae called for the market towns of B&NES to be protected and allowed to develop alongside Bath and agreed with Councillor O'Brien that the Somerdale application was not entirely what we were expecting.

The Divisional Director for Community Regeneration replied that the Economic Development team would be making a strong case in this respect through the planning process.

Councillor Fiona Darey encouraged officers to recognise the value of sustainable developments.

The Group Manager for Economy & Culture replied that firms able to provide a low carbon facility are encouraged. He added that the Council looks to provide sustainability options through pedestrian travel / cycling.

Councillor Barry Macrae asked how we could look to achieve more sustainable communities and enable people in villages to have jobs nearer their homes.

The Group Manager for Economy & Culture replied that from the point of view from a lot of companies Bath is the attractor. He added that as part of the Enterprise Zone application there was a focus on Bath, but that other areas of the Council would be highlighted.

Councillor Colin Blackburn asked how city housing was being addressed as part of the Placemaking Plan.

The Strategic Director for Place replied that conversations were ongoing with regard to Affordable Housing and that the Council still planned to deliver the figures set out within the Core Strategy. She added that expansion plans were also being had with both of the local universities.

The Panel **RESOLVED** to note the progress against the Key & Strategic Measures of Success included in the Economic Strategy Review 2014 – 2030.

32 CULTURE & CREATIVE STRATEGY

The Group Manager for Economy & Culture explained that the Cultural and Creative Strategy Review 2015-2020 was developed in 2014 and adopted in April 2015. It was launched on 19 October 2015 with an event attended by approximately 100 people representing the cultural and creative sector.

He said that a series of workshop-style meetings were held throughout 2014, enabling the priorities to be developed in a collaborative manner, ensuring maximum engagement from the whole sector.

He informed the Panel that four core priorities have been identified for creativity and culture in B&NES.

1. Increase the quality and visibility of our creative activity
2. Increase the availability and range of workspace and exhibition space
3. Grow and deepen public engagement and providing opportunities for transgenerational creative and cultural engagement

4. Maximise economic and social value

He explained to the Panel that the new Culture & Creative Investment Board brings together senior representatives from the funding bodies for culture: Arts Council England, Heritage Lottery Fund, Visit England, Creative England, Local Enterprise Partnership. He added that the Board acts as an advisory group to the Council, supporting and guiding the implementation of the Cultural & Creative Strategy Review priorities and that information and input from these bodies will enable the Council to plan for future investment in cultural and creative development.

The Divisional Director for Community Regeneration added that this was a very positive initiative as the Arts Council had withdrawn some funding previously and encouraged the Council to embrace this opportunity.

The Chair asked how the Council will empower residents to take part in more events.

The Group Manager for Economy & Culture replied that it was the intention to of the Council to make it as easy as possible for the public to access events and were considering amongst a number of initiatives a 'Cultural IPlayer'.

The Panel **RESOLVED** to note the report and officers' planned actions.

33 WORLD HERITAGE CITY MANAGEMENT PLAN

The World Heritage Manager introduced this item to the Panel. He said that alongside the report he wished to update them on three main areas.

- Emerging draft replacement WHS Management Plan
- Great Spas of Europe project
- Proposed World Heritage Site Interpretation Centre

He said that the key challenge to be addressed in the forthcoming plan (2016-22) was to deliver a further phase of considerable growth and change whilst sustaining the Outstanding Universal Value for which the site was inscribed. He explained that this plan is currently under production and that it is an optimistic and ambitious plan that seeks to 'raise the bar' and ensure that Bath is viewed as an exemplar of urban heritage management.

He stated that the five draft priorities of the emerging replacement plan are managing development, transport, the public realm, interpretation and education and environmental resilience.

He informed the Panel that a full draft plan will be issued for public consultation in April 2016 and presented to Council for adoption in June 2016. He added that the approved plan will subsequently be sent, via the Department of Culture, Media and Sport (DCMS), to UNESCO in Paris.

He reminded the Panel that Bath is engaged in a project entitled the 'Great Spas of Europe' following the Czech Government approaching UNESCO in 2007 with a proposal to have three of their spa towns inscribed on the World Heritage list for the contribution that they had made to European culture. He explained that UNESCO welcomed the idea, but asked that the best examples of spas across Europe be identified to demonstrate this cultural contribution, subsequently a group of leading European spas was formed and Bath sits within this group.

He stated that early in 2016 the numbers in the group are expected to be reduced in an inter-governmental meeting with the decisions based on comprehensive analysis of the contribution each spa makes to the value of the nomination. He added that we are confident that Bath will progress (on merit) through this selection process.

He said that at the same time as the Great Spas are being assessed collectively the Bath nomination is also being assessed by the UK Government. DCMS are conducting a 'technical evaluation' of UK tentative World Heritage bids and Bath was tested on the 3rd November 2015. He added that a report from the evaluation panel will be sent to the relevant minister (Tracey Crouch MP) and that feedback should be shared with the Council before Christmas this year.

He said that assuming the above hurdles are successfully cleared, the group will progress with developing a common management plan and other necessary documentation in advance of a formal nomination to UNESCO in 2018. He stated that a successful nomination would lead to a second (over-laying) World Heritage inscription for the City and make it the only such site in the UK.

He informed the Panel that the Roman Baths is engaged in a project to deliver a new learning centre within the grade II listed Victorian former laundry buildings immediately south of the Great Bath (off York Street and Swallow Street). He explained that as part of this 'Archway' project, the current retail unit on York Street will become a World Heritage Interpretation Centre.

He said that the centre will seek to explain to local people and visitors alike why the City of Bath is of global heritage importance. It will be designed to act as a hub, greeting people, explaining to them our widespread heritage offer, and sending them out to explore.

He stated that the Heritage Services led Archway project has received stage 1 Heritage Lottery Funding and will submit the full stage 2 application in June 2016. He added that there is an element of match funding also required and this is currently underway, led by the recently formed Roman Baths Foundation.

Councillor Cherry Beath wished to thank the World Heritage Manager for all of his hard work on this matter. She asked how long former Councillor Peter Metcalfe would remain in his role on the World Heritage Site Steering Group.

The World Heritage Manager replied that he would be in post until Spring 2016, but that they were hopeful to encourage him to stay on until the Summer.

Councillor Barry Macrae asked how much being a member of UNESCO costs the Council.

The World Heritage Manager replied that it was his salary plus a small operating budget.

The Chair asked when the Interpretation Centre was due to open.

The World Heritage Manager replied that it was scheduled for completion in 2018. He added that it was one of the priorities of the Management Plan to provide a purpose built learning environment.

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

34 PANEL WORKPLAN

The Chair introduced this item to the Panel, he asked if they had additions or wished to move any items on the plan.

Councillor Barry Macrae asked that when future reports cover the topics of employment and skills that there is more of a focus on the human / public element.

The meeting ended at 5.00 pm

Chair(person)

Date Confirmed and Signed

Prepared by Democratic Services

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Bath & North East Somerset Council	
MEETING	Planning, Housing and Economic Development Policy Development & Scrutiny Panel
MEETING DATE:	Tuesday 5th January
TITLE:	West of England Joint Spatial Plan & Joint Transport Study
WARD:	All
AN OPEN PUBLIC ITEM	
List of attachments to this report: Joint Spatial Plan Issues and Options Consultation Document Joint Transport Study: Key Principles Report	

1. THE ISSUE

- 1.1 The four West of England authorities are preparing a Joint Spatial Plan (JSP) for the sub-region. As part of considering options, the four UAs have published an Issues and Options document for public consultation. The consultation period lasts until 29th January 2016 and the Panel are asked to provide their comments on the published options.

2. RECOMMENDATION

- 2.1 That the Panel comment on the options set out in West of England Joint Spatial Plan Issues and Options Document and the Joint Transport Study.

3. RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)

- 3.1 The JSP is being prepared by the officers of the four UAs, costs of which are managed within existing budgets. However, additional funding has been required to procure specialist expertise and for the public consultation process. It is proposed that this will be funded during 2015/16 from reserves.
- 3.2 The Joint Transport Study (JTS) is being undertaken by Atkins on behalf of the West of England Councils. The need for additional resource input from Atkins is presently being reviewed, to support the initial transport assessment of JSP options. This is likely to entail a small additional funding requirement from B&NES and the other UAs, the source for which will be identified and approval sought through usual process prior to any further commitment.

4. STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL

- 4.1 The Joint Spatial Plan once adopted will be a Statutory Development Plan Document. It will therefore have full weight in the Planning system once adopted. Its preparation must therefore be in compliance with the Planning and Compulsory Purchase Act 2004 (“the 2004 Act”) and The Town and Country Planning (Local Planning) (England) Regulations 2012 (“the Regulations”). This includes the public consultation and the need for an examination when the Plan will be tested for soundness. The tests for soundness are that the Plan;
- has been **positively prepared** – the plan seeks to meet objectively assessed development and infrastructure requirements, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits;
 - Is **justified** – the plan is the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
 - Is **effective** – the plan is deliverable; and
 - Is **consistent with national policy** – the plan enables the delivery of sustainable development
- 4.2 The engagement and consultation programme encompasses both the Joint Spatial Plan Issues and Options document and the first stage of the Joint Transport Study. It has been designed to comply with statutory planning requirements and exceeds the minimum requirements set out in each of the individual councils’ Statement of Community Involvement (SCI).
- 4.3 The Draft Placemaking Plan must be subject to a fully integrated Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) in line with the requirements of the SEA Regulations (Statutory Instrument 2004 No. 1633: The Environmental Assessment of Plans and Programmes Regulations 2004).

5. THE REPORT

- 5.1 The Joint Spatial Plan is the response from the West of England Councils’ to the plan positively to the national growth agenda. The four UAs recognise the need for a competitive, collaborative and growing economy to provide a good quality of life for its residents. It is important to invest in housing, transport, health care, education and community facilities, public open spaces both formal and informal, and ensure sufficient land is available to support the needs of business. The UAs recognise the need for cross-boundary working and co-operation to achieve these objectives.
- 5.2 Growth in homes and jobs must be aligned with provision of the necessary infrastructure and this is a key element of the JSP. Therefore to support the JSP the Unitary Authorities have also commenced a **new Joint Transport Study (JTS)**. This will ensure decisions on where future growth should be located are made with an understanding of the level of investment in transportation systems needed to achieve sustainable communities.
- 5.3 The purpose of the JSP is therefore threefold;
- to identify the housing land requirements for the Wider Bristol Housing Market Area (Bristol, North Somerset and South Gloucestershire) ie the actual

number of new homes and employment land that are needed (The SEP already identifies the economic and jobs growth ambitions).

- Set out a broad spatial strategy to deliver the growth ambitions.
- Identify the infrastructure needed to support this growth.

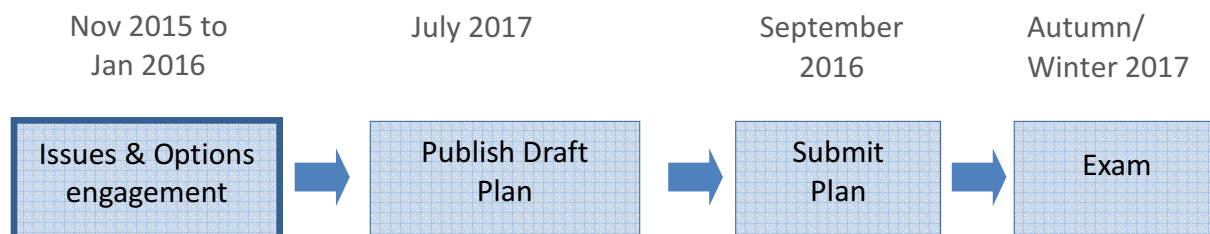
5.4 The four UAs are therefore using their strategic planning and transport powers to put in place the local plan framework to support the growth ambitions of the Strategic Economic Plan. To ensure this takes place in a sustainable way, the four Unitary Authorities have committed to the following guiding principles that will underpin the preparation of the JSP and the JTS. These are:

- Commitment to a plan-led approach to guide future development and secure funding for essential infrastructure are consistent with the Government core planning principles.
- That strategic planning decisions are made in a fair and open way.
- The plan is about delivering the homes needed for future generations: affordable, well-designed, well-located and well-connected.
- The West of England needs to plan for more homes if it is to meet the area's growing need for housing and continue to be economically successful.
- The West of England's local authorities are committed to providing the homes and transport that the area needs in a sustainable way. The Joint Spatial Plan will set out their commitment to a forward-thinking approach to guide future housing development in the West of England.
- Securing funding for infrastructure and transport is an essential part of our long-term approach. The Joint Spatial Plan will support the provision of infrastructure to unlock the homes the area needs.
- Recognition that the need for growth and new homes must be balanced by maintaining quality of life and a strong environment: these are things that make the West of England so successful.
- The focus for new housing should be on previously developed land making the best use of urban sites and minimizing the need for developing green space.

5.5 Whilst Bath has a separate HMA and an adopted Core Strategy up to 2029, it is included in the JSP in recognition of the need for joint working and to plan properly for the sub-region. The Duty to Co-operate in the Localism Act 2012 requires that Public bodies have a duty to cooperate on planning issues that cross administrative boundaries. The JSP will provide the basis for all four UAs to review and roll forward their Core Strategies. In the case of B&NES, this will be a partial review with a full review scheduled for 2019/20.

Timetable

5.6 The timetable for the preparation of the JSP is illustrated below.



Issues & Options document

5.7 The Issues and options engagement is part of the informal Consultation on the Plan and which helps to ensure all reasonable options are considered. To facilitate this, an Issues and Options Document (IOD) has been published and is attached to this report). Broad community engagement is planned up to 29th January 2016.

5.8 To facilitate discussion, Chapter 2 of the IOD identifies the critical issues that will be to be addressed by the JSP. It is important that the scope of the JSP remains focussed on the identified key issues. Based on the issues, the IOD proposes ten spatial objectives and a vision, based on the West of England Strategic Economic Plan vision in order to steer the spatial strategy.

5.9 Chapter 3 of the document sets out the evidence on the quantum of development that needs to be accommodated. In summary, the Wider Bristol Strategic Housing Market Assessment (SHMA) identifies that around 85,000 dwellings are needed between 2016 and 2036. Around 56,000 are already identified in existing plans leaving around 30,000 still to find. The affordable housing needed between 2016 and 2036 is around 30,000 of which around 20,000 still need to be identified.

5.10 Chapters 4 and 5 the document then propose options to accommodate growth in light of the issues identified. Central to this is the need to maximise delivery of housing on brownfield sites. The options and mechanisms needed to achieve this will be a key element of any strategy to be included in the JSP. This will require a collaborative approach with the development industry to maximise delivery.

5.11 Based on the responses to the 'call for sites' from the Development Industry and other technical work, the document identifies a range of possible strategic development locations and proposes five high level scenarios using these locations. A high level assessment is made of each scenario on how well it meets the plan's objectives. These scenarios are;

1. Protection of Green Belt.
2. Concentration at Bristol urban area.
3. Transport focus.
4. A more dispersed approach.

5. New settlement/a limited number of expanded settlements.

- 5.12 If it is concluded that the housing requirement should be greater than the objectively assessed need identified, then additional strategic locations may be needed in the agreed strategy. Likewise, preparation of the JSP might conclude that meeting the full need might cause too much environmental harm and therefore it is inappropriate to seek to deliver it. In this case, the local planning authorities in the West of England will need to liaise with adjoining districts to ascertain their capacity to assisting in housing delivery.
- 5.13 A broad engagement programme is currently underway which will include a range of activities to ensure a robust consultation.

Evidence

- 5.14 Some of the key evidence underpinning the preparation of the JSP includes;

Housing

- (1) An assessment of the objectively assessed need for housing (OAN) in the Strategic Housing Market Assessment (SHMA)
- (2) An assessment of the likely available locations for development (the Housing & Economic Land Availability Study or HELAA) including the 5 year housing land supply requirement
- (3) An assessment of the brownfield housing land capacity

Economy

- (4) The West of England economic growth and job growth ambitions in the Strategic Economic Plan (SEP)
- (5) An Economic Development Needs Assessment (EDNA)

Infrastructure

- (6) An understanding of the Infrastructure needed to support the growth proposals, including the transport requirements in the JTS

Environment

- (7) Various environment studies including flooding, ecology, landscape and Green Belt

Sustainability Appraisal

- (8) Ongoing sustainability appraisal of the economic, environment and social aspects of the options

Joint Transport Study

- 5.15 The purpose of the Joint Transport Study is to provide a clear direction for the long-term development of the transport system in the West of England to 2036 and beyond. This will follow on from the current Joint Local Transport Plan (JLTP) which sets investment priorities to 2026. The Joint Transport Study will also inform, and be informed by, the Joint Spatial Plan, and will therefore consider alternative spatial scenarios and facilitate work to identify a preferred spatial strategy.

- 5.16 The JTS is being undertaken alongside the JSP with complementary milestones. The first stage of the JTS has assessed the performance of the current transport network, study objectives and outline concepts for investment in improving the transport network. In addition, the Issues and Options document includes a commentary on transport issues and a transport-focused spatial scenario.
- 5.17 The Key Principles Report is one of the first outputs from the Joint Transport Study. Its purpose to review the current policy context, identify key challenges, set clear objectives, and develop the guiding principles for the development of a wide range of strategic options for consideration through the Joint Transport Study. This will ensure that the subsequent steps of the Joint Transport Study are guided by clear objectives and principles, and that potential options clearly correspond to actual needs.
- 5.18 **The contents of the Key Principles Report are set out below;**
- Chapter 2 provides an overview of key policy documents for the West of England and the implications for the strategic direction of the study;
 - Chapter 3 presents the transport challenges for the area, both now and in the future, by building on and updating the evidence base in the current Joint Local Transport Plan, together with estimates of future housing needs and employment growth;
 - Chapter 4 sets out an initial vision and accompanying set of objectives for the Joint Transport Study, drawing on the policy direction discussed in Chapter 2 and the challenges identified in Chapter 3;
 - Chapter 5 presents a set of guiding principles which build from the study objectives and set out the approach to identifying strategic options;
 - Chapter 6 provides an initial set of Future Transport Concepts, which have been identified through targeted stakeholder discussions; and
 - Appendix A sets out potential component schemes within the Future Transport Concepts.

6. RATIONALE

- 6.1 Five scenarios are presented for comment in the IOD to assist in deriving the most appropriate strategy in light of the most reasonable alternatives. The Panel are therefore being asked at this stage to comment on the likely options and not the preferred strategy

7. OTHER OPTIONS CONSIDERED

- 7.1 The project is still at the stage of consideration of options and a preferred option has not yet been agreed.

8. CONSULTATION

- 8.1 The IOD is being subject to a broad consultation from November 2015 to January 2016. The representations received will inform the development of the draft Plan due for consultation in summer 2016 for public comments. This in turn will help to

inform the preparation of the pre-submission draft plan. All representations will be made publically available.

- 8.2 The Council's section 151 Officer has the opportunity to input to this report and have cleared it for publication.

9. RISK MANAGEMENT

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

Contact person	<i>Lisa Bartlett 01225 477550, Simon de Beer 01225 477616</i>
Background papers	<ul style="list-style-type: none"> • <u>B&NES Core Strategy 2014</u> • <u>National Planning Policy Framework</u> • <u>National Planning Practice Guidance</u> • <i>Planning and Compulsory Purchase Act 2004</i> • <i>Town and Country Planning (Local Planning) (England) Regulations 2012</i> • <u>Wider Bristol SHMA 2015</u> • <u>West of England Strategic Economic Plan</u> • <u>Housing Capacity Evidence Paper</u> • <u>Economic Development Needs Assessment</u>
Please contact the report author if you need to access this report in an alternative format.	

ATTACHMENT 1: THE WEST OF ENGLAND JOINT SPATIAL PLAN ISSUES AND OPTIONS AND JOINT TRANSPORT STUDY SUMMARY DOCUMENTS

[West of England Joint Spatial Plan: Issues and Options](#)

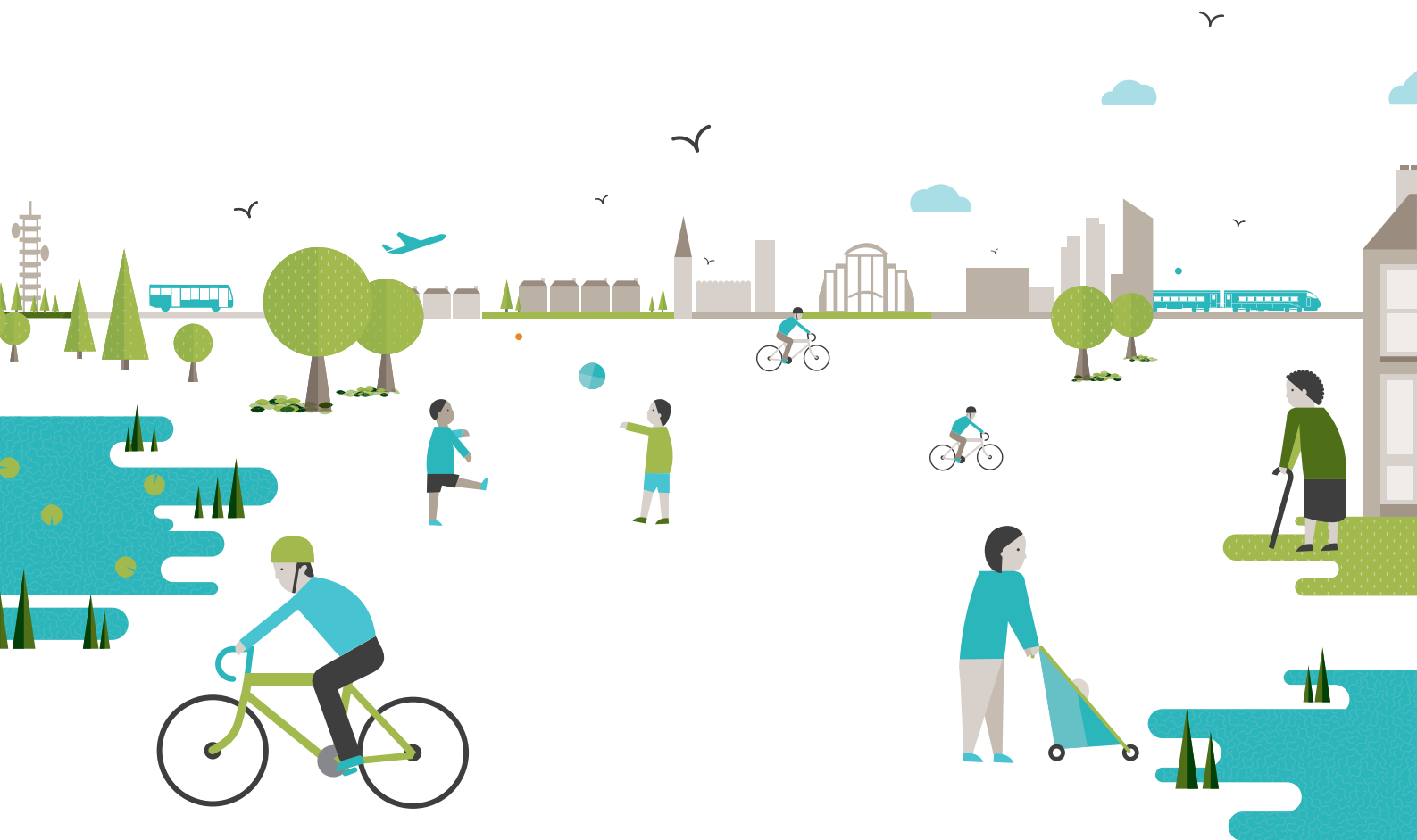
[Joint Transport Study: Key Principles Report](#)

West of England Joint Spatial Plan

To respond to the housing requirement for the
wider Bristol Housing Market Area

Issues and options for consultation

November 2015



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Foreword

As the Leaders of the four Unitary Authorities which make up the West of England we are pleased to present this Issues and Options document for public consultation.

This is the first stage in preparing our new Joint Spatial Plan (JSP). This document is designed to stimulate debate at this early stage and we can confirm no decisions have yet been made on the future locations for growth and development.

The plan reflects the strong partnership working we have in the West of England to deliver sustainable economic growth and achieve a high quality of life for our communities.

In 2014 the four councils agreed a formal Memorandum of Understanding, pledging to work together to understand and plan strategically for the future development needs of the sub-region. This represented a clear commitment to engage in a statutory plan-making process, now taking shape in the form of the Joint Spatial Plan. At the JSP launch in June 2015 we set out the following commitment, which we reiterate as we enter the Issues and Options consultation phase:

“To ensure that we effectively shape the future of the area and balance competing demands, we will:

- i. Commit to a plan-led approach to guide future development and secure funding for essential infrastructure.
- ii. Ensure that strategic planning decisions are made locally in a fair and open way
- iii. Balance the need for growth and development with the need to secure enhanced quality of life and a strong environmental future.
- iv. Adopt a sequential approach to the identification of locations of growth that makes the best use of our existing brownfield sites and seeks to unlock more previously developed land before greenfield land is brought into consideration.
- v. Ensure emerging transport plans for the West of England are integrated and coordinated with the Joint Spatial Plan.”

By preparing the JSP we are formally agreeing to take the necessary steps to ensure that the West of England's housing and employment needs are met in a strategic, considered and inclusive manner. The plan will provide the statutory basis by which local plans within the four authorities will be produced.

We are one of the most successful sub-regional economies in the United Kingdom. If we wish to continue to have a competitive, collaborative and growing economy with sustainable prosperity and a good quality of life for ourselves and future generations then we must also recognise that difficult decisions need to be made in planning for growth.

There is a need to provide more homes. These homes need to be of the right type and mix, in the right locations, and at prices that people can afford. They also need to meet the needs both of local people and local businesses. They need to be supported by the correct infrastructure and be provided in a way which delivers quality living environments.

In doing this we want to create a fairer region for everybody. We want people to have better access to employment, more choice of homes to live in at a range of prices, better infrastructure serving them and a more efficient, less congested transport system that allows residents, businesses and visitors to get around our area with ease. This is achievable, but only through proper strategic planning and cooperation between the four authorities.

The planning process is extremely sensitive and an ambitious growth and investment strategy must be balanced against protecting our environment and retaining our quality of life, which is both an envy of other regions and extremely important to the stimulation of economic growth. In particular, it is essential that we avoid the mistakes of the past such as the top-down Regional Spatial Strategy process which failed to connect with local communities and their aspirations. We need an approach built from the ground up which incorporates the needs of local people and what they want their communities to look like.

Leaders' Statements

The Green Belt in particular has been an extremely effective policy tool for over 50 years. This remains a national policy priority and is highly valued by many communities. There are high quality environments such as the Bath World Heritage Site and the Areas of Outstanding Natural Beauty as well as local assets to be safeguarded for future generations. An emphasis on maximising the use of previously developed land is an important principle contained within the consultation document, but this must not be translated as 'town cramming.' Nor must it prevent a full and proper debate about how Bristol, Weston and our other towns and villages should grow and expand to create more innovative, resilient, liveable, harmonious and connected places.

The Issues and Options stage is therefore focused on engaging with communities and stakeholders about the future of the sub-region and how we meet identified needs and realise our objectives.

We will be working together to fully understand the results of this consultation exercise before preparing a Draft Plan for consultation in Summer 2016.

Cllr Tim Warren, Leader of Bath & North East Somerset Council:

"We are committed to the guiding principles that will underpin the preparation of the JSP and recognises that it provides the opportunity for locational options and spatial scenarios to take account of national guidance, in particular in relation to Green Belt policy. This is particularly relevant to the district since the Bath and North East Somerset Green Belt Review 2013, notes that a fundamental aim of Green Belt policy '...is to prevent urban sprawl by keeping land permanently open' (NPPF, paragraph 79) and an overall conclusion of the review is that all parts of the current Bristol and Bath Green Belt designation contribute to this aim."

George Ferguson, Mayor of Bristol:

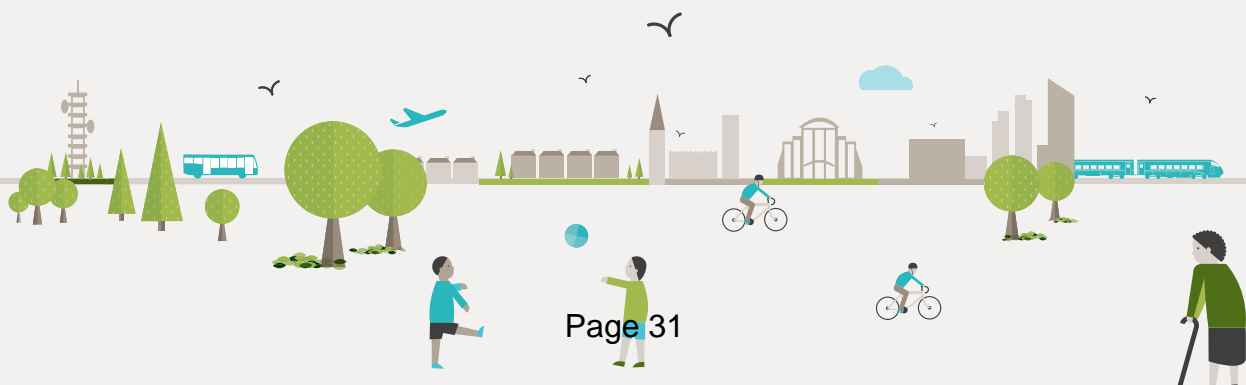
"My ultimate goal is to make Bristol one of the world's most liveable cities. It is therefore encouraging that we are working as a city region, planning across local authority boundaries, to deliver the affordable housing we need, land for business growth and the necessary transport and community infrastructure to create sustainable communities. We need to do this whilst protecting our natural environment both within the city and in the surrounding areas.

Cllr Nigel Ashton, Leader of North Somerset Council:

"The residents of North Somerset highly value the role of the Green Belt in maintaining the separation of settlements and in defining the character of local communities. We therefore continue to support the importance of protecting Green Belt as an effective long term approach to managing development, while supporting the need for accelerated housing delivery in sustainable locations"

Cllr Matthew Riddle, Leader of South Gloucestershire Council:

"We want to build a better future for our children, to ensure they have the same or better access to homes and jobs we have now. At the same time we want to protect our environment, especially the Green Belt. Together, we can do both: we should not shy away from this, but take the initiative and tackle these issues now so that people in every part of the region and future generations can enjoy a sustainable future. The JSP sets out an ambitious twenty year vision for getting the housing with planning consent built at a pace that meets the local need and is affordable, whilst maintaining and building somewhere communities are proud to call their home."



Chapter 1 Introduction

Help shape the future of our area

- 1.1 The West of England (WoE) currently faces a key challenge; how to develop and deliver new homes, jobs and infrastructure to create viable and attractive places, while protecting the environment and quality of life. The local authorities of Bristol City Council, Bath and North East Somerset Council, North Somerset Council and South Gloucestershire Council have joined forces to prepare a new Joint Spatial Plan (JSP) to tackle this challenge.
- 1.2 Our ambition is that through better cooperation and collaboration we can deliver sustainable economic growth and enterprise, supported by public and private investment, and achieve a better quality of life for all our citizens. To meet this ambition there needs to be an effective land and housing market that keeps up with growing housing demand and provides affordable homes. Through this we can support a dynamic, productive economy that recognises the character and identity of individual communities, delivering more innovative, resilient, liveable, and connected places.
- 1.3 Looking ahead to 2036 and covering the combined administrative areas of the four Unitary Authorities (UAs) the plan's overall purpose is to identify:
 - the housing land requirements for the Wider Bristol Housing Market Area (HMA) (Bristol, North Somerset, South Gloucestershire) that will need to be met across the WoE;
 - the employment land required within the WoE Functional Economic Market Area (FEMA);
 - the most appropriate locations for the housing and employment growth needed; and
 - what transport improvements and other infrastructure investment will need to be made in the plan area to support sustainable growth.

- 1.4 We want the preparation of the JSP to be an open process. At the heart of this is building a common understanding of the pressing need for new housing and the benefits that new development will provide including transport improvements, and the opportunity to address inequality of access to homes and jobs. The challenges involved and the Vision we have for the WoE are set out in more detail in Chapter 2. To achieve our Vision the choices made will need to demonstrate that they address the critical issues identified.

Why is it important to work together on Planning and Transport issues?

- 1.5 We understand that many people feel passionately about where they live and the impact new growth might have on their local communities. However, the UK has not built enough homes to keep up with growing demand. The scale of the issues to be addressed will require a strategic approach. In the WoE, we need to take steps to ensure more homes are built of the right type and mix, and in locations that people and businesses need. Many young people and families cannot afford their own homes while other people are living in homes that are too large for them with no realistic alternatives. It is important that the housing market enables a flexible labour market to support a productive economy. Businesses should be able to locate where they can be most efficient and create jobs, and enabling people to live and own homes close to where they work.
- 1.6 In order to achieve a competitive, collaborative and growing economy with sustainable prosperity and a good quality of life it is important to invest in housing, transport, health care, education and community facilities, public open spaces, and ensure sufficient land is available to support business. Going forward this planning requires cross-boundary working and co-operation. It's also important that planning for delivery of future homes and jobs is undertaken alongside strategic transport planning. Therefore to support the JSP the UAs

have also commenced a new Joint Transport Study (JTS). This will ensure future growth decisions are made with an understanding of the necessary transport investment needed to achieve sustainable communities. You can find out more about the JTS and the guiding principles that support it on our website.

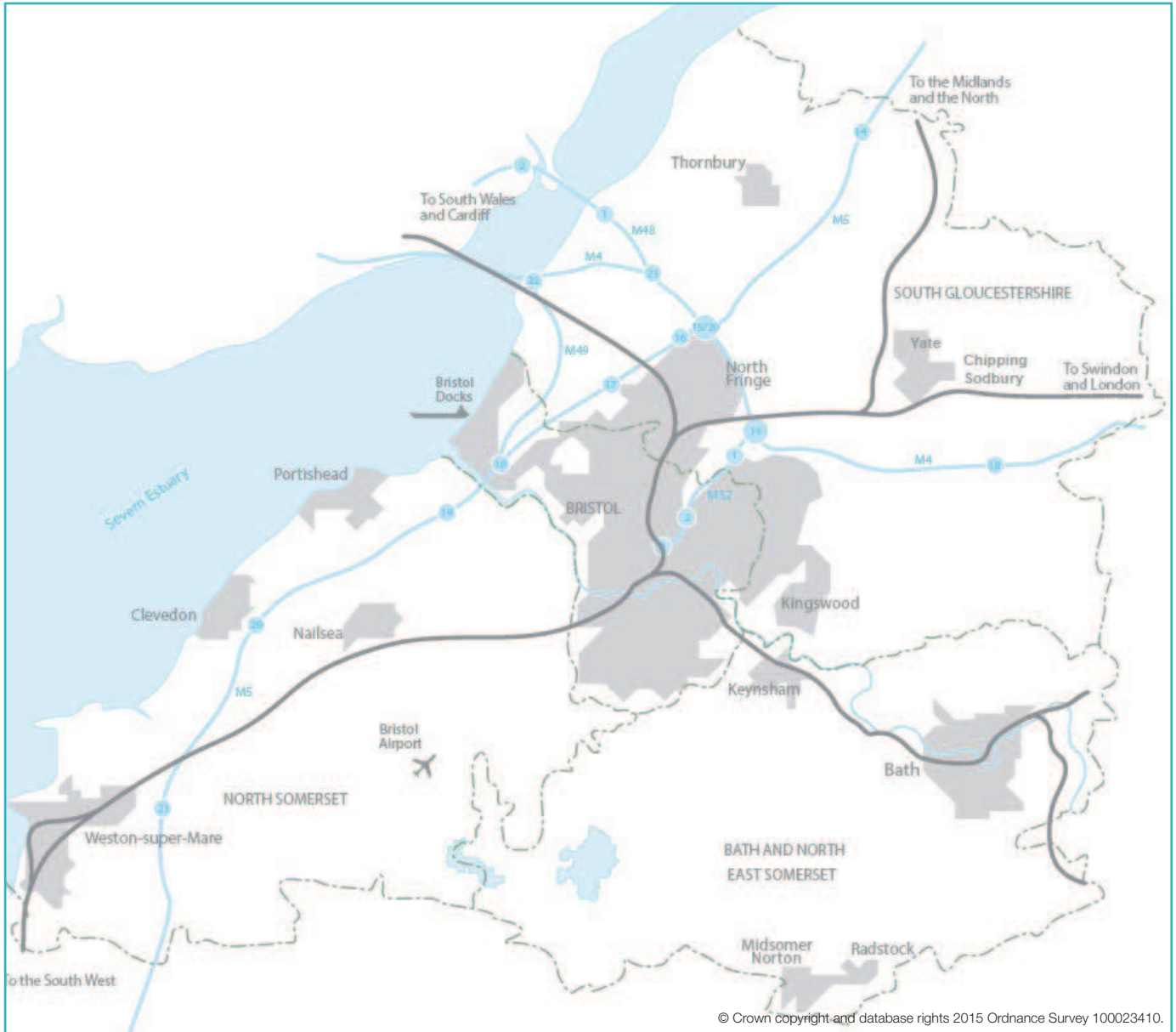
- 1.7 By taking this action now the four WoE UAs are using their strategic planning and transport powers to put in place the local plan framework for the homes and jobs that people need. To ensure this takes place in a sustainable way, the four UA's have committed to the following guiding principles that will underpin the preparation of the JSP and the JTS. These are:
- i. Commitment to a plan-led approach to guide future development and secure funding for essential infrastructure consistent with the Government's core planning principles.
 - ii. That strategic planning decisions are considered jointly as part of the Duty to Cooperate and made locally in a fair and open way.
 - iii. To balance the need for growth and development with the need to secure enhanced quality of life and a sustainable environmental future.
 - iv. To adopt a sequential approach to the identification of locations of growth that makes the best use of our existing brownfield sites and seeks to unlock more previously developed land before greenfield land is brought into consideration.
 - v. To ensure emerging transport plans for the WoE are integrated with the JSP.

What is the Joint Spatial Plan and what area does it cover?

- 1.8 The main purpose of the JSP and supporting evidence base is to identify the housing land requirements for the Wider Bristol HMA and employment land requirements for the FEMA i.e. the actual number of new homes and amount of employment land that will need to be provided. The JSP will set out the spatial distribution strategy, that identifies the best locations for where this new growth should be, across the West of England, to meet the needs of the Wider Bristol HMA. The HMA is the geographical area covered by the three Unitary Authorities of Bristol, North Somerset and South Gloucestershire. This does not include Bath & North East Somerset (B&NES), as Bath has its own HMA. However, as B&NES has a strong relationship to the south east of the Wider Bristol HMA, under the duty to co-operate the four UAs have agreed to work together as there may be a need to accommodate some of the growth of the wider Bristol HMA in B&NES. Spatial options in all four UAs will be equal contenders at the outset of the plan preparation. The JSP therefore covers all four UAs as shown in Figure 1.



Figure 1: The West of England



1.9 Before any final decisions are made a number of key or 'statutory' stages involving extensive public consultation need to be completed. This 'journey' is defined by the procedures set out in the Government's planning regulations for how local plans should be prepared. It is also supported by carrying out a sustainability appraisal at each key stage. These statutory stages and the timetable for when they will be completed are presented in Figure 2.

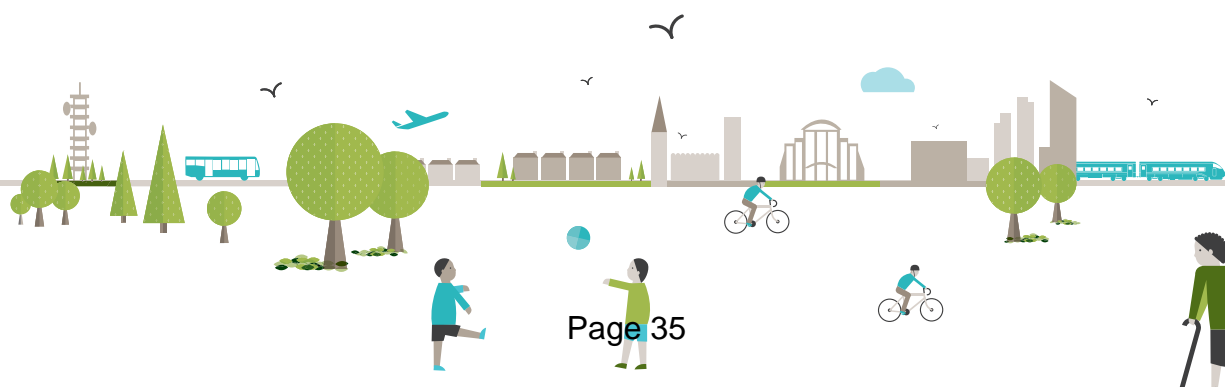
Figure 2: Stages and timetable for JSP preparation



How does the JSP relate to existing Local Plans?

1.10 As a formal statutory Local Plan for the period 2016 to 2036 the JSP will, in due course, carry significant weight and be used to inform key planning decisions.

1.11 The JSP won't replace each authority's own local plans. However, it will provide the overall spatial strategy and level of housing and employment land to be provided in the period 2016 to 2036 to meet the needs of the Wider Bristol HMA and WoE FEMA. This will provide the higher level strategic planning policy framework for each UAs own local plan reviews. The JSP will also identify the strategic infrastructure, including transport, required to deliver the development needs identified. There will be a Key Diagram illustrating the JSP's policies, which will include the locations for strategic growth and the general extent of the Green Belt. Site specific allocations and policy designations will be determined through each UAs local plan which will need to be in conformity with the JSP.



What is the Issues and Options stage and how to use this document?

1.12 No decisions have been made yet. This first stage is about hearing your views. To help with this we have put some initial thoughts and ideas together that we would like to seek people's views on each chapter explains more about the issues. There are questions within each chapter. Responses will let us know your views about:

- How should the West of England area change over the next 20 years?
- How should growth be planned, enabled and managed?
- Where should new homes, jobs and transport improvements be located?
- Where is it most important to minimise the impact of change?

1.13 Statutory plan making can be a complex and detailed process and it can be challenging to ensure everyone engages in the process particularly when it is at a strategic level and not dealing with specific local issues. However, the JSP needs to be owned by all interested parties and our communities and they need to see their objectives reflected in the programme. To support this, effective public engagement and awareness raising is crucial. Details of the engagement programme that supports the JSP/ JTS is available from our website.

1.14 In January 2015 we published a Pre-Commencement Document (PCD). This set out how the four councils intended to undertake the JSP. This was subject to public consultation between January and March 2015. Over 80 people and organisations replied. The comments received and our responses have been published on our website, which have helped the four councils prepare for this next stage.

What happens now?

1.15 This is the start of helping people to be informed and to be able to actively participate in helping the four UA's plan for the future growth needs of the WoE. Undertaking this work does not in any way reduce the status of the existing Local Plan Core Strategies and development plan documents used by each local authority to make planning decisions.

1.16 Your views are important and we want to hear from you. Comments and opinions are now sought for 12 weeks from 9th November 2015 – 29th January 2016.

1.17 Once this stage is complete the four UA's will review the comments made and will use these to inform the preparation of a draft Joint Spatial Plan.

1.18 Details about how to make comments and become more involved in helping the local authorities of Bristol City Council, Bath and North East Somerset Council, North Somerset Council and South Gloucestershire Council shape the future of the WoE is set out in Chapter 6.

Chapter 2 Vision, issues & objectives

West of England: Key Facts & Figures

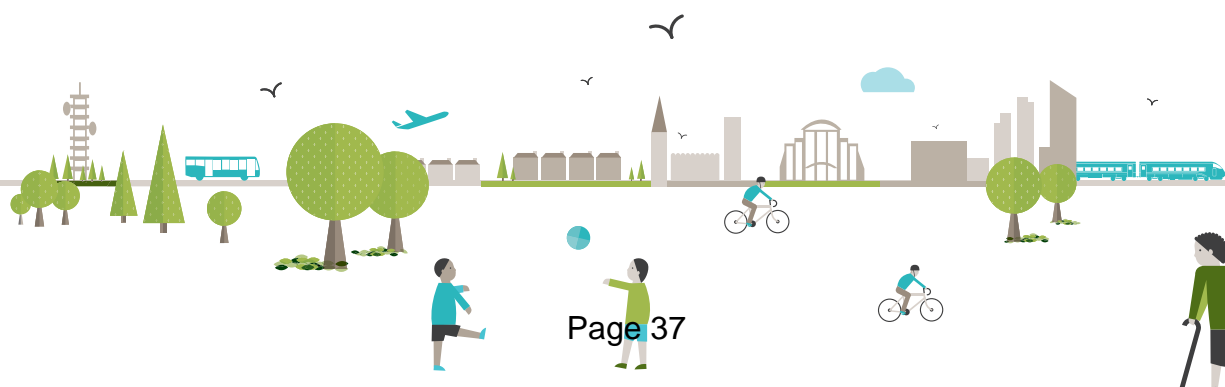
- 2.1 The West of England (WoE) covers the four Unitary Authorities (UAs) of Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire. The WoE is a generally prosperous area with an excellent quality of life and a growing national and international profile.
- The WoE covers an area of 1,343 km² with a growing population which currently stands at 1.1 million people, around 90% of which live in urban areas
 - Its economy is worth £26 bn a year and it contributes a net £0.6 bn to the UK Treasury,
 - 22% of employment is within the high tech economy above the average for England,
 - Good connectivity including accessibility to London, the Midlands and the south west, a major airport and port, rail and strategic road network, enabling access to global mass markets, although connectivity to the south is less well defined.
 - It has an outstanding physical environment with two Areas of Outstanding Natural Beauty, the only 'whole city' World Heritage Site, coast, areas of international ecological importance and a diverse countryside with attractive market towns and villages,
 - Between 2004/5 and 2013/14 26% of net new homes were affordable in the WoE compared to 30% for England,
 - The WoE has a number of areas which fall within the 10% most deprived nationally.

Critical Issues

- 2.2 The Joint Spatial Plan has a clearly defined role which is to set out how the much needed new affordable homes and employment land will be accommodated alongside the infrastructure required to support this to enable sustainable growth. Based on the JSP, more detailed land use policies will be set out in the local plans for the four UAs.
- 2.3 Within this context, and conforming to the national 12 core planning principles, as set out in the National Planning Policy Framework, a clear understanding is needed of the critical issues that need to be addressed through the JSP. These critical issues inform the vision and the spatial objectives which will guide the JSP policy framework. The issues that the UAs have so far identified as critical to address in the JSP are summarised below.

Housing & wellbeing

- 2.4 As identified in paragraph 1.5 there is a significant and increasing need for housing in the wider Bristol Housing Market Area (HMA) and particularly for affordable homes (this is quantified in Chapter 4). This is a result of people living longer, more births over deaths, smaller households and in-migration. The majority of the affordable housing requirement is not yet planned for and to achieve these high levels will require a step change in delivery. NPPG notes that affordable housing need is based on households "who lack their own housing or live in unsuitable housing and who cannot afford to meet their housing needs in the market" and identifies a number of different types of household which may be included.

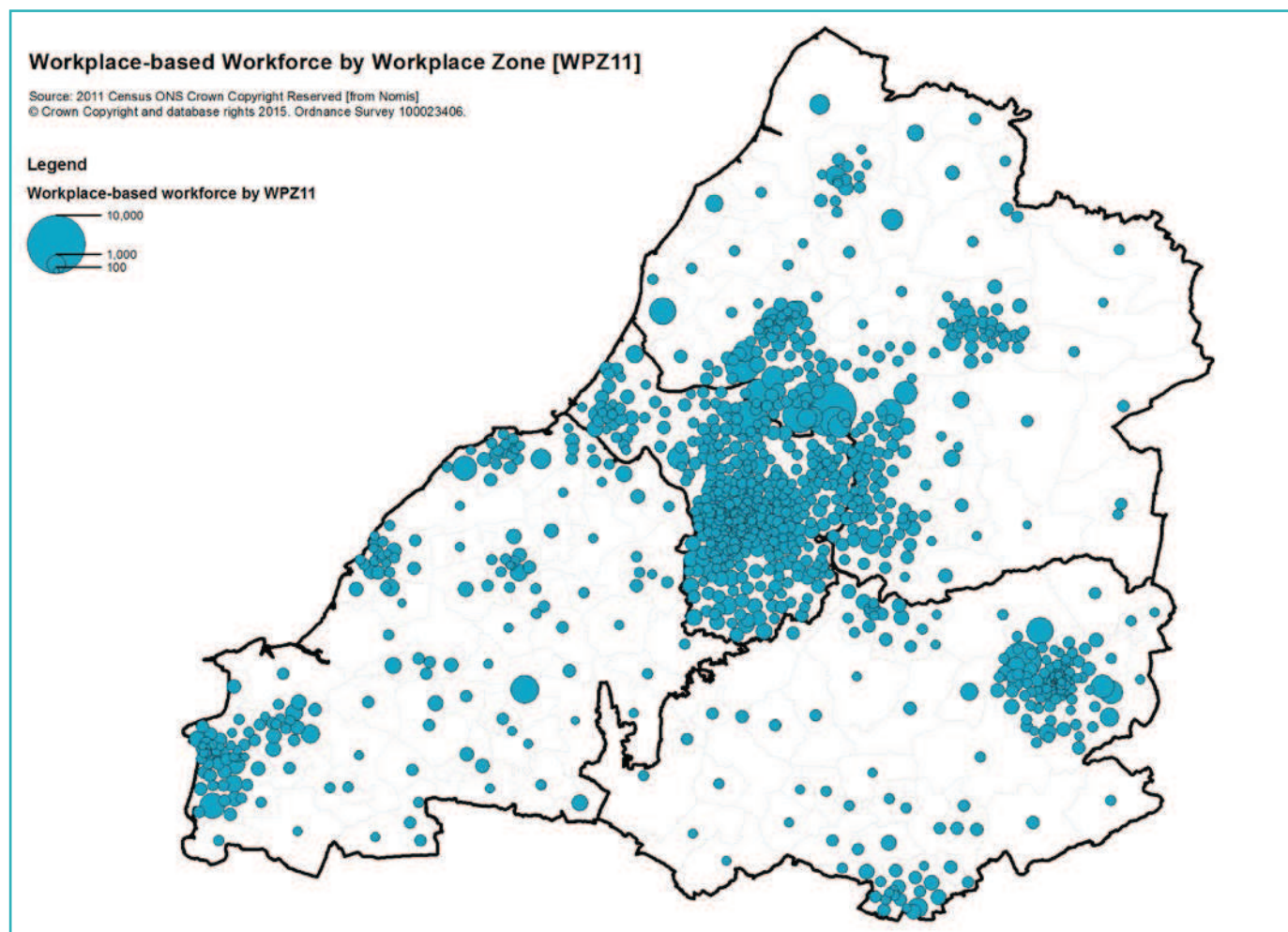


- 2.5 The quality of new housing development has, at times, been perceived to be of poor design and not an integral part of place making. The lack of up front supporting infrastructure has contributed to some poor connectivity and accessibility in these new developments.
- 2.6 Patterns of development in the past have often contributed to low levels of physical activity, leading to increasing obesity and an increased risk of physical and mental ill health issues, putting a strain on health services.

Economy

- 2.7 The success of the economy of the WoE has made it a net contributor to the UK exchequer. The Local Enterprise Partnership for the WoE has ambitions for strong economic growth, greater productivity and increased generation of jobs. The existing key employment areas are likely to continue to be the most significant locations for boosting economic growth and for successful future job generation. New locations may also need to be considered to provide for a wider range of supporting service jobs that may not be high in productivity but provide much needed employment to all sectors of the workforce.

Figure 3: Major employers



2.8 Despite the prosperity of the sub-region, concentrations of deprivation exist in parts of the sub-region such as south Bristol, south western parts of Bath and pockets in the centre of Weston-Super Mare and in some rural areas. In addition, the provision of social and physical infrastructure has not kept pace with housing growth and is under strain in some areas.

Environment

2.9 The outstanding environment of the sub-region makes a substantial contribution to quality of life and a key driver for why people want to live, work and visit the area. The high quality environment also makes a significant contribution to the economic success of the area.

2.10 Within the WoE, there is a rich landscape which includes two Areas of Outstanding Natural Beauty, coastal areas, woodlands, grasslands and wetlands. The historic environment is exceptional, including, the City of Bath World Heritage Site, ancient monuments, numerous conservation areas and listed buildings. Ecologically, the sub-region is home to protected species, and includes areas with international and local ecological designations. Within the settlements, parks and gardens, allotments, cycle networks, rivers and canals, woodlands and trees all make up a green infrastructure network which serves people and wildlife, improving our everyday lives.

2.12 While in the past some patterns of development, design and layout are likely to have contributed to, rather than addressed the problems of climate change. Past development patterns have not always taken account of the need to minimise exposure to flood risk, an

issue which is exacerbated by climate change. Flood risk is a threat to realising the economic potential in the West of England particularly within the Enterprise Zone and in some parts of Bath City Riverside and Avonmouth/ Severnside Enterprise Area(s). Future development plans provide an opportunity to contribute to combatting climate change, and reducing flood risk by identifying investment from several partners, utilising sustainable design and materials.

2.13 The JSP at the strategic level will highlight the potential for making more intelligent use of the environment to secure better economic and social outcomes, rather than just considering the environment as a development constraint. Patterns of development which boost and improve environmental assets will have added benefits to society by integrating ecosystem services, offered by the environment. For example, the inclusion of trees and woodlands within development can absorb carbon dioxide and provide shade. Similarly, using green spaces for natural drainage and allowing water to be purified through natural ecosystems is a more intelligent design approach than increasing the likelihood of flood through hard surfaces.

2.14 The Bristol-Bath Green Belt has and should continue to have a significant role to play in maintaining the open countryside in a large part of the WoE and has been a major factor in shaping the location of new development. 48% of the sub-region currently falls within the Green Belt.

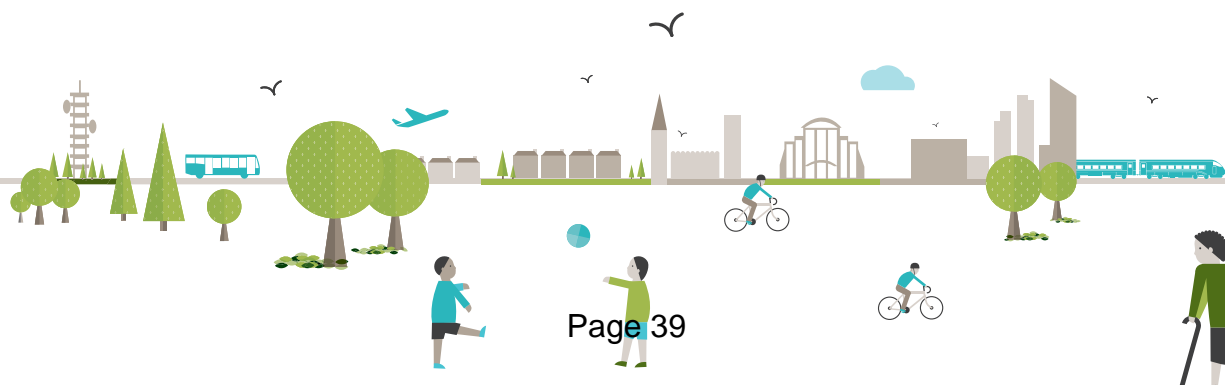


Figure 4: Environmental assets in the West of England

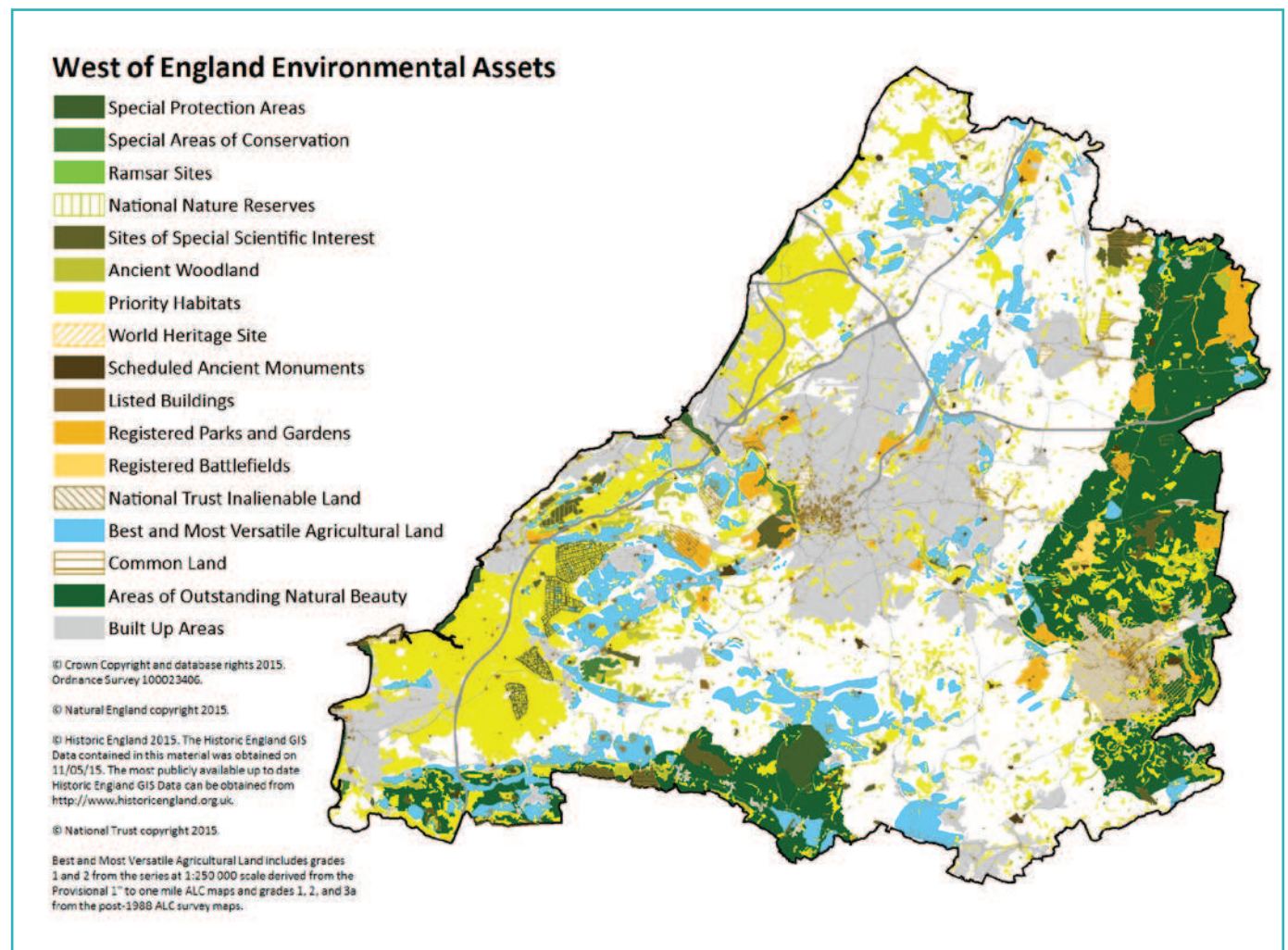
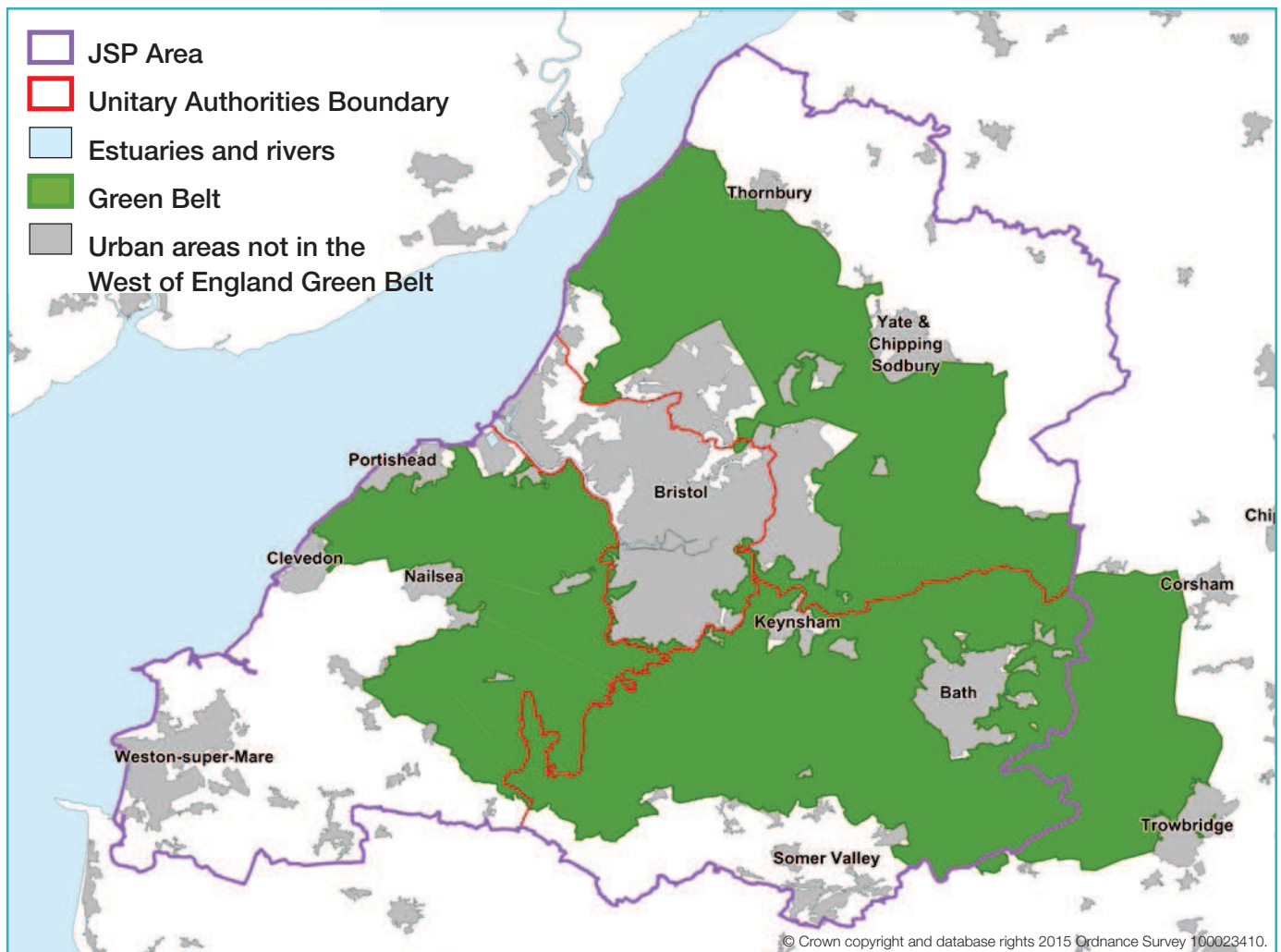


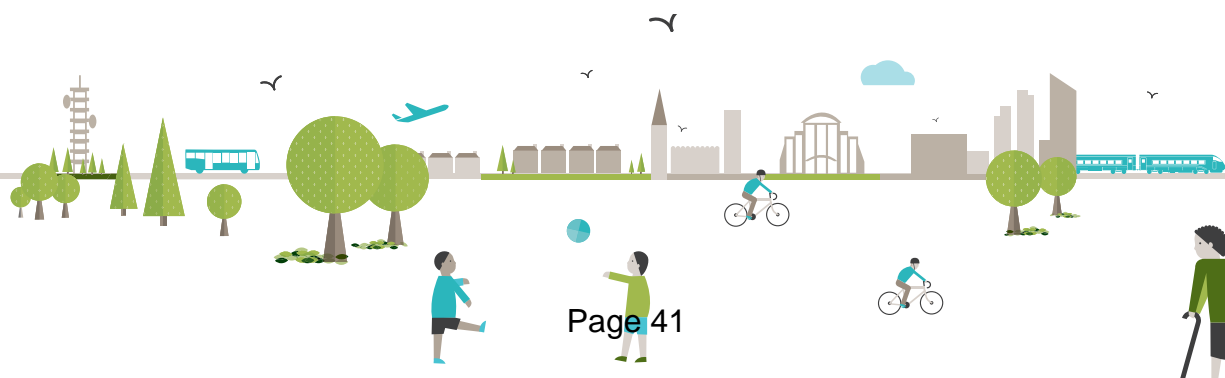
Figure 5: Bristol – Bath Green Belt



Transport

2.16 The inner urban areas have more comprehensive and sustainable travel choices, including by walking, cycling and public transport. Choices are more limited outside the urban areas. These areas often exhibit high levels of car dependency and low levels of public transport use, although people living in the WoE walk and cycle more than in other UK regions.

2.17 There are high levels of traffic congestion, including in Bath, Central Bristol, South Bristol, the northern and eastern sides of Bristol and Weston-super-Mare. Air Quality Management Areas are identified in parts of the urban areas of Bristol, Bath, Keynsham and, Saltford as well as Warmley/Kingswood. There are problems with the 'resilience' of the road network (such as its ability to cope with the impact of unforeseen road closures) and there is limited capacity on the rail network.



2.18 There is an imbalance of jobs over resident workers in central Bristol and Bath and an imbalance of workers over jobs in Weston-Super-Mare, the towns and rural areas with resultant unsustainable commuting patterns.

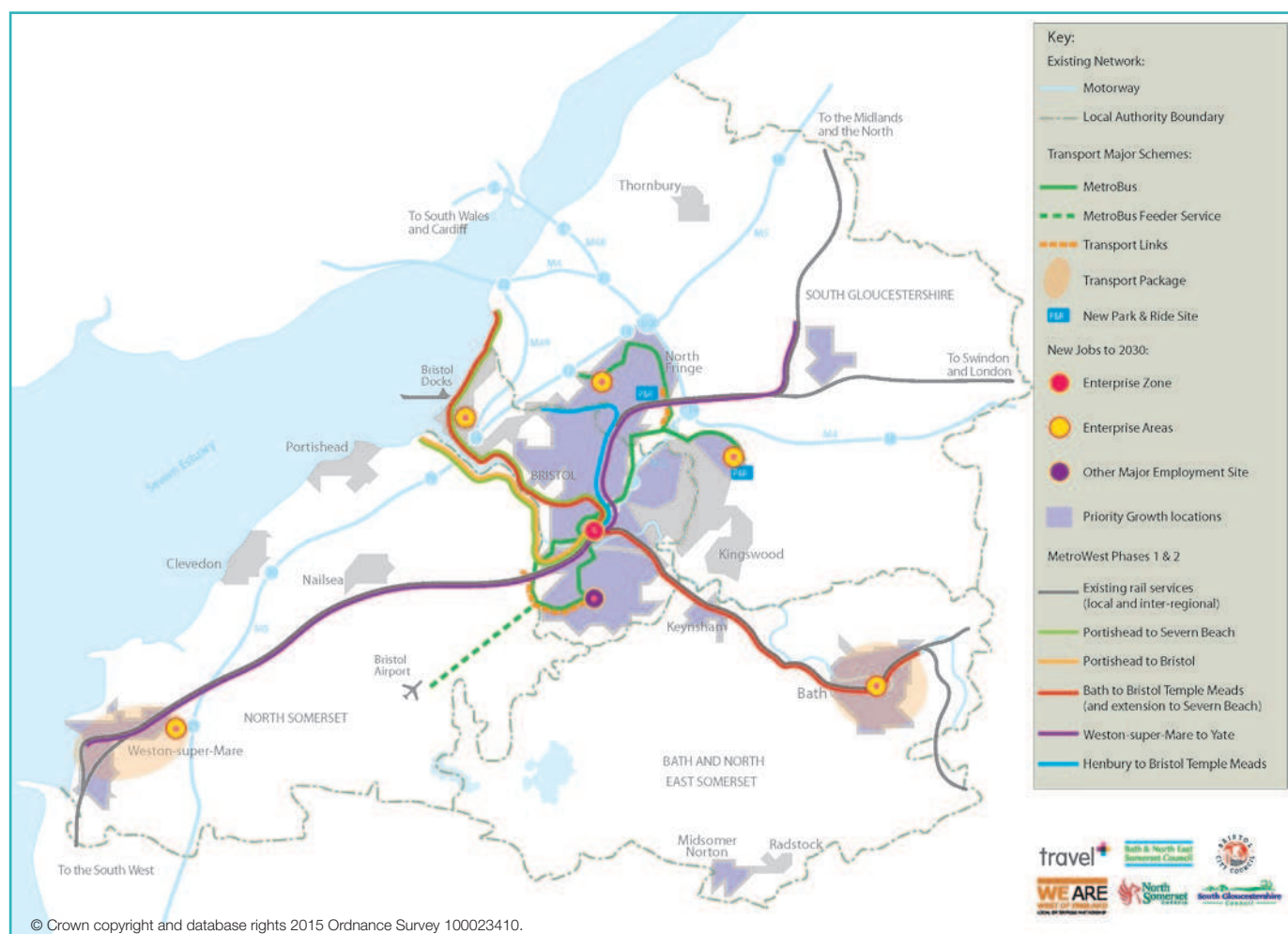
Other infrastructure constraints

2.19 Provision of infrastructure in the past has not always kept pace with growth and development. In delivering sustainable, successful and quality places, it is important to consider capacity issues in water and sewerage, electricity and energy supplies. The digital communication needs of our communities and business are also now crucial. Technological change may become increasingly important in supporting sustainable development choices.

Consultation Question

1. Have the most appropriate critical spatial issues been identified in addressing housing and wellbeing; the economy; the environment; and transport?

Figure 6: Key Transport infrastructure in the West of England



Vision for 2036

- 2.20 To achieve the delivery of homes and employment land needed for the future, we need a vision and spatial strategy that recognises the character and identity of individual communities and has the ability to make places more innovative, competitive, connected and sustainable through investment in strategic infrastructure. This requires the co-operation of public, private and voluntary sectors and community participation, to facilitate the selection of strategic priorities and projects.
- 2.21 The WoE Local Enterprise Partnerships (LEP) Strategic Economic Plan (SEP) sets out an economic vision for the sub-region to 2036. Drawing on this, and the critical issues (set out in paragraphs 2.2 – 2.19), the JSP needs a vision to set the direction for the spatial strategy. This economic vision has been augmented to reflect social and environmental aspirations and the proposed vision is set out below.
- 2.22 Similarly, a vision has been developed to guide the preparation of the Transport Study. This vision seeks an affordable, low carbon, accessible, integrated and reliable transport network to achieve a more competitive economy and better connected, more active and healthy communities.

Proposed Vision for the West of England Joint Spatial Plan

By 2036 the WoE will be one of Europe's fastest growing and most prosperous sub regions with the gap between disadvantaged and other communities closed and a rising quality of life for all. The rich and diverse environmental character will be integral to health and economic prosperity. Patterns of development and transport will facilitate healthy and sustainable lifestyles. Existing and new communities will be well integrated, attractive and desirable places and supported by the necessary infrastructure. New development will be designed to be resilient to, and reduce the impacts of climate change.

Consultation Question

2. Is the above vision the most appropriate one for guiding development and growth in the West of England up to 2036?

Are there any changes you would like to see to the vision?



Spatial Objectives

2.23 In order to deliver the Vision and to address the critical issues, the development of the JSP will be guided by the following spatial objectives which reflect the defined scope of the JSP.

Spatial Objectives

The spatial strategy should:

Housing & wellbeing

1. Meet the full need for market and affordable housing in a way which enables demonstration of a five year housing land supply within each Unitary Authority
2. Entail a pattern, location and nature of development which promote healthy lifestyles and creates a sense of community through quality design.

Economic growth

3. Facilitate economic growth of both existing employment centres such as the Enterprise Zone and Enterprise Areas and in new locations which will most successfully deliver the scale and type of job generation identified in the Strategic Economic Plan for the WoE.
4. Assist in closing the gap between disadvantaged and other communities

Transport & Infrastructure

5. Ensure that new development does not exacerbate existing pressures on infrastructure and that the necessary infrastructure is provided .
6. Focus new housing and employment which facilitate public transport and active travel methods and limit substantial new housing and employment in locations which would exacerbate unsustainable travel patterns.

Environment

7. Maintain or enhance the environmental quality and the attractive character and identity of the WoE's cities, towns, villages, and countryside and embeds the services provided by the environment into our patterns for sustainable growth.
8. Respond to the challenges of climate change and minimise flood risk.
9. Have place making at its heart with high quality design that positively responds to local context and heritage assets.
10. Maximise the use of brownfield land & minimise the use of greenfield land.

Consultation Question

3. Are the above spatial objectives the most appropriate ones for guiding development and growth in the West of England up to 2036?

Are there any changes or are there other objectives you would like to see?

Chapter 3 How much development do we need to plan for?

3.1 Based on evidence of housing needs within the Wider Bristol Housing Market Area (HMA), the Joint Spatial Plan (JSP) will identify the number of homes to be built over the lifetime of the Plan, 2016 – 2036. This is known as the housing requirement. The housing requirement to meet the needs of the Wider Bristol HMA, will be set out and published for each Unitary Authority (UA). The JSP will explain how these numbers fit together as an overall strategy for our area.

The JSP will also establish the requirement for employment land / floorspace for the West of England (WoE) for the period 2016 to 2036.

The need for more homes

3.2 The JSP will establish the number of new homes which will be required in the area known as the Wider Bristol HMA¹. The HMA is a geographical area defined by household demand and preferences for all types of housing, reflecting the key linkages between places where people live and work. The Wider Bristol HMA covers all of Bristol, North Somerset, South Gloucestershire and it is acknowledged extends into part of Bath and North East Somerset, and mainly rural parts of Sedgemoor and Stroud districts.

3.3 The geographical extent of the Wider Bristol HMA has been defined in the Strategic Housing Market Assessment (SHMA) produced by specialist consultants ORS in July 2015. The SHMA has taken the HMA as the boundaries of three whole UAs. The data for projecting housing needs is only reliable at the UA level and all housing needs figures for the Wider Bristol HMA therefore refer to the three UA areas of Bristol, North Somerset and South Gloucestershire.

¹ The JSP does not consider the housing needs arising within the Bath Housing Market Area. This is subject of a separate SHMA which is addressed in the adopted Bath and North East Somerset Core Strategy. The housing requirement for the Bath Housing Market Area is programmed to be reviewed in 2019. The JSP will set out the requirement for the Wider Bristol HMA to be met within B&NES UA.



Figure 7: Actual Housing Market Areas

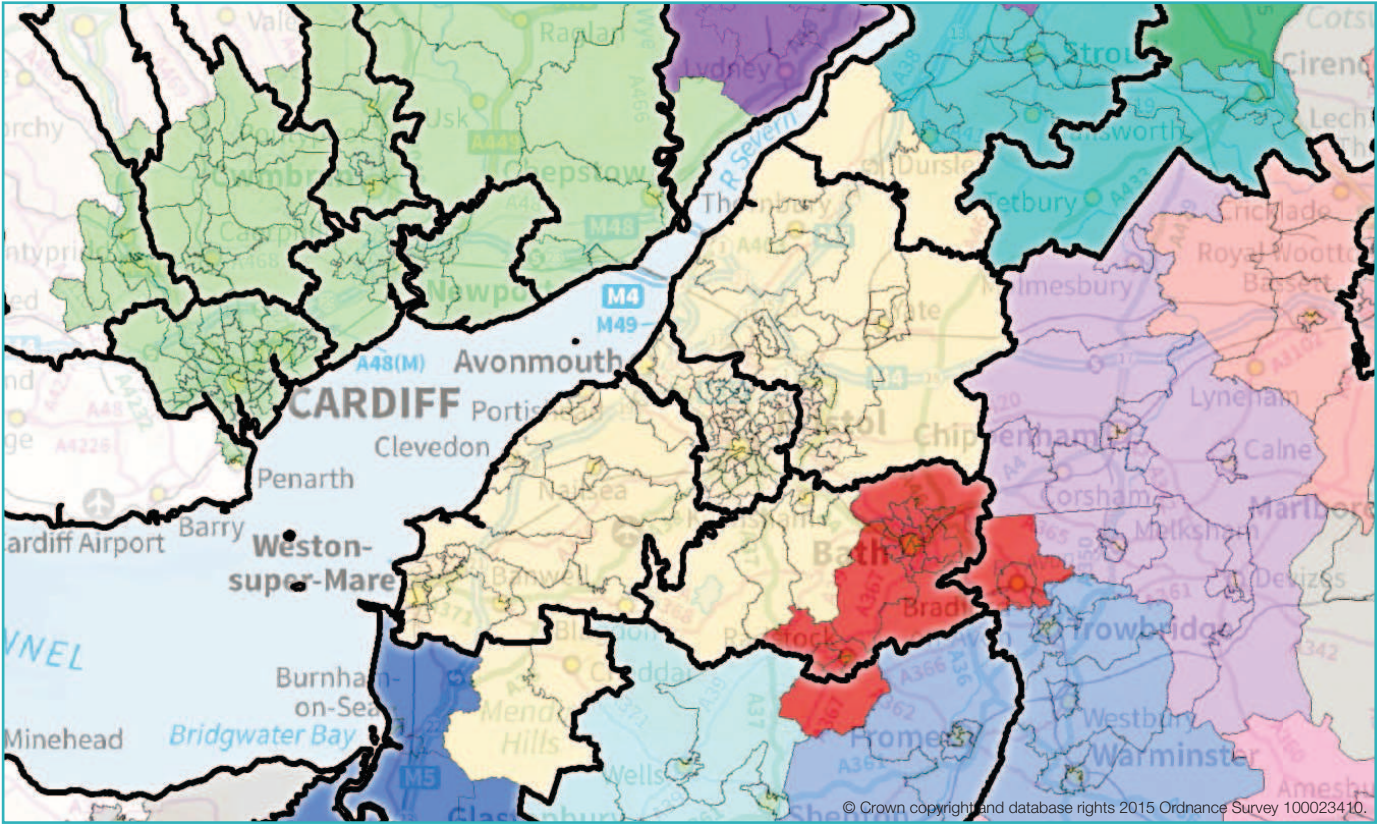
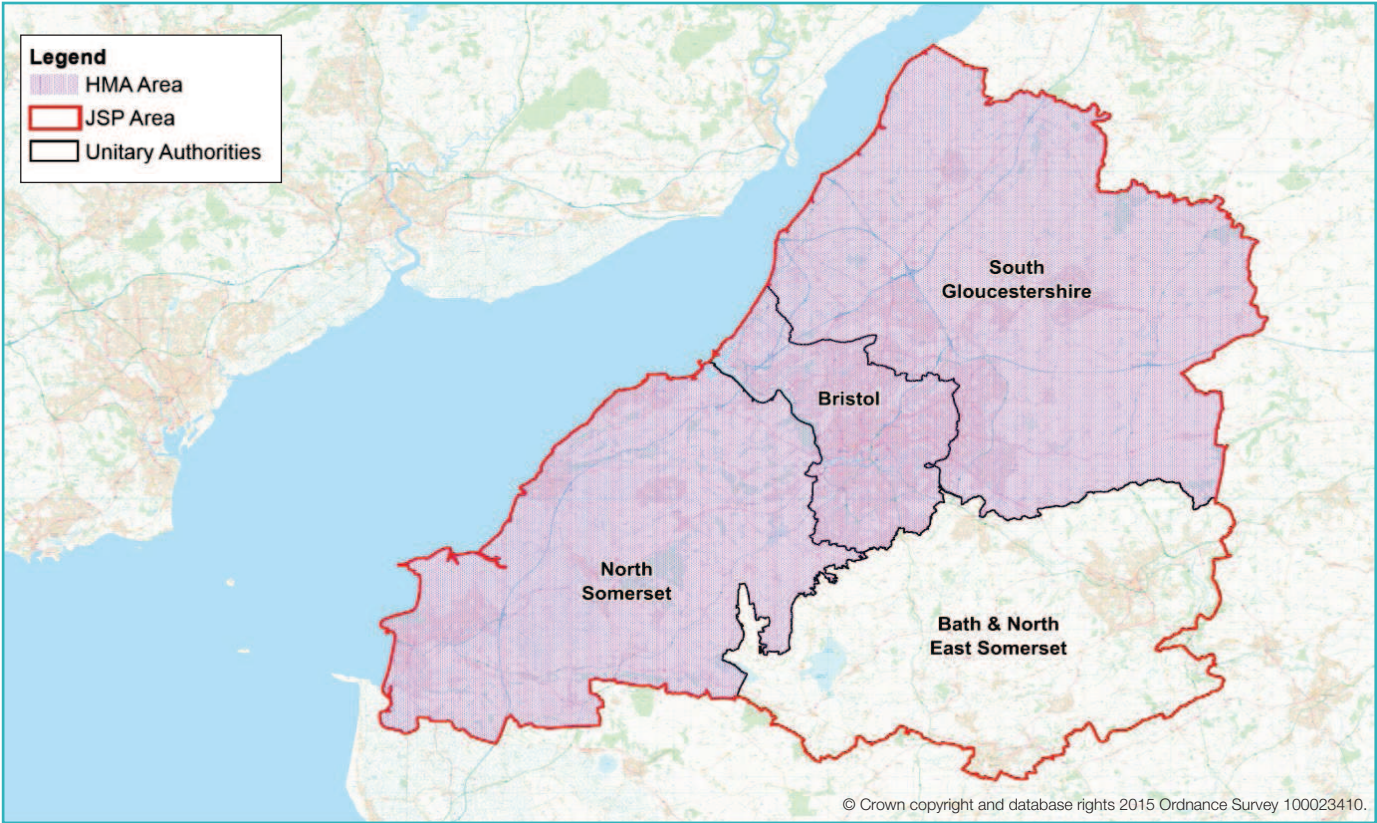


Figure 8: Wider Bristol Housing Market Area



3.4 The SHMA identifies the full Objectively Assessed Need (OAN) for Housing in the Wider Bristol HMA to be **85,000 homes**², for the period from 2016 to 2036 of which there is a need for 29,100 homes to be affordable to people on low incomes. About 8,400 of this affordable need relates to the existing affordable housing needs estimated at 2016 and about 20,600 relates to future projected needs over the plan period. The assessment took account of:

- National population projections and the government's household projections;
- Migration trends – 10 year trend between 2001 and 2011;
- Concealed families and homeless households;
- Employment trends – Local Economic Partnership Strategic Economic Plan target of 95,000 additional jobs between 2010 and 2030 for the WoE;
- Market signals- house prices, rents, affordability, overcrowding and rate of development; and
- Forecast backlog of provision before 2016³.

Whilst further forecasts may become available during the preparation of the JSP, the SHMA takes account of the best available information at the time of drafting.

3.5 The detailed consideration of these overall needs is set out in the SHMA Volume 1.

The role of the JSP will be to establish the Housing Requirement based on the OAN. This could be greater or less than the need currently identified depending on the evidence and options available. For instance, there may be pressures to boost the housing supply beyond the OAN in light of updated evidence on job growth ambitions, a greater growth in student numbers than in the past or to help increase affordable housing. Conversely, the amount of housing that can be delivered in the plan area might be constrained by the sustainability, infrastructure or environmental considerations. It may be necessary to ask adjoining local authorities to consider accommodating any identified unmet need, if it is not possible to meet these needs due to any adverse impacts which significantly and demonstrably outweigh the benefits.

The supply of homes

3.6 In meeting the need for the 85,000 homes, the current local plans together with small windfall site developments are estimated to deliver some 56,000 new homes in the Wider Bristol HMA over the period 2016 to 2036. Therefore, to meet the need for additional new homes up to 2036 it is estimated that the JSP will need to plan for a further 29,000 homes to be delivered.

² This figure relates to the Wider Bristol HMA, comprising Bristol City, North Somerset and South Gloucestershire local authority areas as recommended in the ORS SHMA Report.

³ This is an estimate of the amount of provision required by 2016 which has not yet been delivered



Table 3.1 How many homes are needed?

OAN 2016–2036	Planned and forecast homes 2016-2036	Additional homes needed to 2036
The overall number needed by 2036	Not built yet but planned for. It includes homes which have been allocated; developments with planning permissions and forecasts of delivery from small sites	This is the number of homes which are needed but have not yet been planned for
85,000	56,000	29,000
Of which: 29,100 should be Affordable Housing and 55,900 Market housing	Of which: 11,200 should be Affordable Housing and 44,800 Market housing	Of which: 17,900 should be Affordable Housing and 11,100 Market housing

Note: These numbers are subject to verification and will continue to be subject to monitoring and review. Additionally, further forecasts may become available during the preparation of the JSP.

3.7 The 29,000 additional homes which have not yet been planned for are likely to come forward from a combination of sources which would include:

- sites from within the existing urban area,
- these will mostly be on previously developed land or 'brown field sites'; land which has been underused or used for other purposes no longer required, and sites which have been identified for development but which may be able to provide a greater number of housing units than previously estimated;

and

- sites for development outside the existing urban areas,
- These could include development on the edge of Bristol (urban extensions), within or adjoining existing towns or settlements or a 'new town' opportunity, or a number of very small opportunities across a number of villages in other locations.

The supply of affordable homes

3.8 The SHMA has identified a need for 29,100 affordable homes from the overall total of 85,000 across the Wider Bristol HMA. This equates to 34.2% of the total housing need, and would require the delivery of 1,455 affordable homes, on average each year. Over the period 2006 to 2014:

- 28,550 new homes have been completed in total
- Of which 6,350 affordable homes have been completed (an annual average of 794 per year).
- The rate of delivery of affordable homes has been 22.2%. (within the Wider Bristol HMA)

To meet the level of need identified by the SHMA will therefore be very challenging. The additional number of affordable homes expected to be needed beyond those already identified is 17,900.

- 3.9 Local planning policies are likely to continue to seek a percentage contribution from future allocations. Recent delivery of affordable homes has fallen across the WoE, due in part to the high cost of delivery of sites and challenges of viability. It is therefore likely that other mechanisms will be required to achieve the level of affordable housing needed (29,100).
- 3.10 In addition to the established approach of seeking a percentage of affordable housing from sites, National Planning Policy Guidance asks authorities to consider increasing the total amount of housing to increase the amount of affordable homes delivered. The OAN figure has already included a 7.5% increase in the housing number to address affordable housing need. A modest housing increase could be considered to provide further affordable homes, however, using this method to meet the affordable housing requirement, could lead to a substantial over provision of housing sites beyond which the market can sustain or deliver. Furthermore, this could lead to a failure to build on the more challenging brownfield sites and result in greater pressure on green field land. This approach also cannot guarantee more affordable homes or more affordable homes in the areas of greatest need.
- 3.11 There are a number of other approaches which could be considered to increase the delivery of affordable homes in the WoE, which include:
1. Introducing public subsidy to improve the viability of developments to deliver affordable housing;
 - working with the Homes and Communities Agency and the registered provider partners to maximise the public subsidy available for affordable housing and associated infrastructure to improve the viability of proposals
 - using subsidy to deliver any affordable housing shortfall and /or fund additional affordable homes above the policy requirement on suitable sites.
 2. Increasing the percentage of affordable housing sought across the HMA – maximising the delivery of affordable homes where sites are viable.
 3. Providing public land at a discounted value to maximise affordable housing delivery.
- 3.12 The implications of the requirement for affordable housing will need to be considered at examination as part of the overall viability and deliverability of the JSP.

Consultation Question

4. Are we planning for the right number of homes?
Is there anything else we should take into consideration regarding the number of homes?
5. What needs to happen to ensure the homes we need are built by 2036?
6. What needs to happen to ensure enough of the homes built are affordable?



The need for employment land and floorspace

- 3.13 It is important for the future sustainable growth of the WoE, that the right employment opportunities are available to communities and that an appropriate level of employment land is available in the right locations. Whilst the need for land for jobs is important to our future growth, the extent of land needed for employment is significantly less than that for housing. Much of the employment land in the area is of low density, with opportunities for more efficient use.
- 3.14 An Economic Development Needs Assessment (EDNA) has been commissioned. It will provide an objective assessment of the employment land / floorspace needs over the period 2016 to 2036 for the Functional Economic Market Area. The Functional Economic Market Area is the area over which the local economy and its key markets operate. (The description of this area and how it is defined will be set out in the EDNA Report).
- 3.15 The EDNA will provide an assessment of the needs for office, industrial and warehouse employment floorspace and land for the Functional Economic Market Area defined. The study will not identify the employment floor space requirements of retail or other service sectors. These assessments will be carried out separately once the provision for housing growth is established.
- 3.16 Early indications of the findings of the EDNA suggest that:
- the WoE can be identified as a Functional Economic Market Area, based on the critical economic mass and key supply linkages within the area; and
 - there is unlikely to be a significant deficit of employment land across the WoE, taking into account projections of future growth⁴.

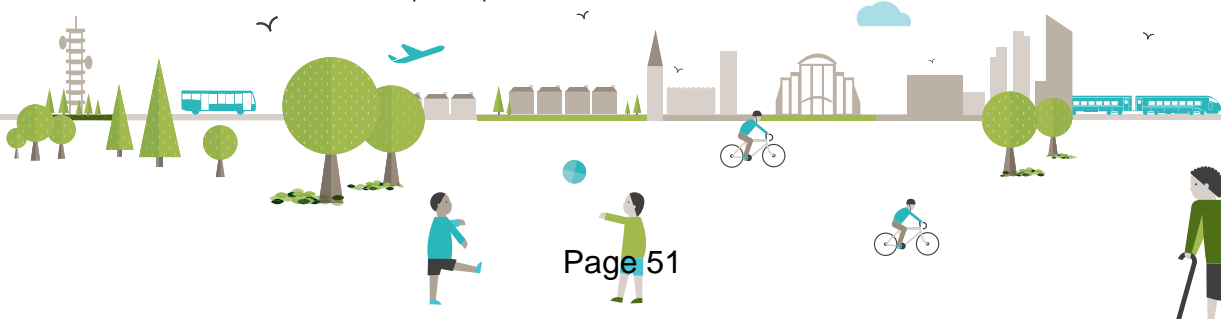
Consultation Question

7. Have we identified the right employment issues?
8. Where should new employment land be located?

⁴ Oxford Economics have provided projections of employment growth which have been taking into account in the preparation of the SHMA and the EDNA. These are available as background evidence.

Chapter 4 Maximising the potential of our urban areas

- 4.1 In order to deliver sustainable development and a high quality of place, the four authorities believe that the best places to meet the development needs of the future should be within our existing cities and towns; especially on previously developed – brownfield – land. This has been a central plank of our development strategy in recent years and helps to minimise the need to develop on greenfield sites. Regeneration and investment in our built up areas is encouraged and helps to draw on and support existing job opportunities, facilities and services. It is also a more effective way to build upon existing transport infrastructure and to deliver investment in the transport system, particularly cycling and walking initiatives and improved local bus services.
- 4.2 The government's National Planning Policy Framework identifies that encouraging 'the effective use of land by reusing land that has been previously developed (brownfield land)' is one of the core land use planning principles that should underpin plan development. Ministers have recently announced a range of initiatives that focus on bringing brownfield land into use and have indicated the importance of this source of development opportunities.
- 4.3 Acknowledging the benefits, there are many challenges and questions in this approach:
- Are there sufficient and deliverable development opportunities to meet our needs and will they provide the right type and mix of development that is required?
 - What mechanisms are there to bring forward sites that may be challenging to deliver?
 - Is there a danger of harmful over development? What will the impact be on infrastructure, schools, health facilities and open space?
- How can we ensure the location of employment and housing development helps address social and economic inequality in our urban and rural areas?
- 4.4 The risks of a reliance on brownfield delivery are clear. If the development does not come forward, will our plans contain sufficient flexibility and opportunity for development needs to be met, when they are needed.
- 4.5 This chapter explores the opportunities for continuing to make the best use of land in our existing urban areas. It considers where the potential for development may exist. It explores whether the use of brownfield land in the future could deliver even higher rates of development than in recent years.
- ### Assessing the potential
- 4.6 In recent years a high proportion of new homes have been delivered on brownfield land in urban areas. This process has been aided by new approaches to urban density, and new thinking about the nature of liveable cities and towns and the trends in the type of accommodation we seek.
- 4.7 The four UAs are carrying out a detailed assessment of the potential of existing urban areas to deliver land to meet development needs. This assessment will be available early next year and will be used to help inform the preparation of the draft JSP.
- 4.8 The assessment will focus on opportunities within the existing urban areas including Bristol and Weston-super-Mare, as these areas are most likely to offer brownfield potential. The assessment will also examine opportunities within other sizeable urban areas in the wider Bristol Housing Market Area (HMA).



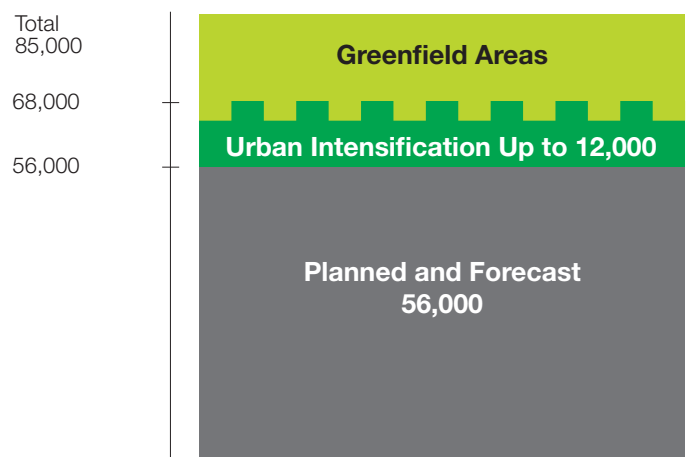
- 4.9 Opportunities for maximising the potential of existing land may result for example from:
- the change of use of non-residential brown field land to residential – where the previous use is no longer required or the most efficient use for the land
 - Identifying land which is currently underused and has potential for residential development
 - Increasing the density of development:
 - on allocated sites by reappraising and increasing their development potential
 - on existing sites where the opportunity for redevelopment arises
- 4.10 An increase in development within the urban areas will have implications for existing infrastructure, including transport infrastructure and the delivery of sustainable transport solutions. This will need to be taken into account in the work to confirm the future capacity of the urban areas.
- 4.11 Enabling a step change in the increase in development within the urban area may require the use of incentives to the land owner or developer. What such incentives could be and how they could be used will need detailed work. However, these may include the use of subsidies as set out in Chapter 3 – or the involvement of the councils and other agencies to enable sites to be made development ready.

How much development could be accommodated in our urban areas?

- 4.12 Until the assessment is completed, robust estimates are not possible. However, we know that there has been a significant amount of delivery from the urban areas in the past and that this is likely to continue.
- 4.13 Table 4.1 sets out in a simple form how the Objectively Assessed Need (OAN) for the wider Bristol HMA can be delivered from known sources and where additional sources of development will need to be identified. The greater the proportion of housing which comes from development within existing urban areas, the smaller the need will be for development from other locations. However, it is unlikely that

brownfield sites alone will be suitable for all types of housing required to meet the identified needs in the Wider Bristol HMA.

Figure 4.1 Anticipated source of development land to meet the Objectively Assessed Need for housing for the period 2016–2036



Note: The detailed quantum of development to be sourced by maximising the potential of our existing urban areas and from locations outside the existing urban areas, is subject to ongoing research.

The 56,000 planned and predicted new homes in the wider Bristol HMA, have been identified from:

- existing site allocations, planning permissions and known sites to be allocated (c 44,000 tbc)
- predicted development arising from small sites during the period from 2016 to 2036 (c.12,000 tbc)

Approximately 60% of the planned and forecast land is anticipated to be brownfield development.

Consultation Question

9. Is our priority of building more homes in Bristol and our main towns appropriate and how can this approach be achieved?

Chapter 5 Spatial scenarios

- 5.1 The previous chapters set out how we establish the amount of potential development already identified through existing plans and the potential contribution from other sources, particularly the use of brownfield land. Together this comprises about 56,000 dwellings. The starting point is that when compared against the housing need figure identified by the SHMA of 85,000 dwellings this leaves a potential shortfall of about 29,000 dwellings to 2036.
- 5.2 This chapter explains how the potential new development opportunities to address the continuing need for new homes and employment land are identified. This involves a process of identifying a wide range of strategic locations where new strategic development could take place and then considering how different options might be combined into spatial scenarios. These can then be tested against both the shortfall identified by the SHMA evidence and any alternative growth levels.
- 5.3 It is important to emphasise that no decisions have been made at this stage as the technical information needed to assess the suitability of potential locations is currently not yet fully available. No preference is indicated for any of the locations referred to in this document and no capacities are identified. All locations will be considered as equal contenders from the start of the process. Whilst a number of the strategic locations may be opposed by local communities other stakeholders it is important that they are assessed as part of a transparent plan-making process. Specific local concerns will need to be considered alongside the strategic need for homes and employment opportunities. The purpose of the Issues and Options consultation is to explain the context and scale of the challenge and set out a framework for the assessment of alternative scenarios to deliver development needs. How locations perform in sustainability terms and potential capacities will be assessed at the next stage of the plan-making process; preparation of the Draft JSP. The views of communities and stakeholders arising from this consultation will also be taken into consideration when preparing the next stages of the JSP.
- 5.4 It is important to emphasise that given the strategic nature of the document the locations identified are illustrative only and must not be used to imply detailed development proposals. However, it is also important that all reasonable alternatives are considered.
- 5.5 The purpose of this stage is to indicate the broad strategic locations where development may be possible. The feedback received will help inform the next stage of the JSP where an assessment will be made of the relative sustainability and suitability of different options, and how these might be combined in ways which best address housing needs in accordance with the spatial objectives. They are also the building blocks from which alternative spatial scenarios can be constructed.
- 5.6 Between them the strategic locations are likely to include the principal areas where new residential and employment growth may eventually be allocated. However, following testing, not all of the defined options will necessarily be suitable to be taken forward and other sites and opportunities will need to be considered as the plan making process progresses.



Classifying the strategic locations

5.7 In order to understand the implications of different potential locations for growth, it is useful to group them in respect of their broad spatial characteristics or typologies. By identifying strategic locations which are broadly similar in terms of their form and function, this helps to draw out the differences between alternative spatial scenarios.

5.8 The range of possible strategic locations can be characterised as follows:

Urban intensification: opportunities to deliver additional development within urban areas. This will be over and above what is currently planned and forecast to be delivered.

Urban extension: planned expansion of the urban area into adjacent countryside.

Town expansion: planned expansion of existing towns detached from the existing urban areas.

New settlement: there are no current proposals for new towns.

Other settlements/locations: covers a range of generally smaller scale opportunities such as village expansion or clusters of sites which together could form a strategic option. This could include options which are wholly or predominantly employment focused.

Dispersed growth: an aggregate of very small scale opportunities, perhaps across a number of villages.

If the West of England (WoE) is unable to address identified needs within the plan area in sustainable locations, then it will be necessary to discuss with neighbouring authorities, through the duty to co-operate, the potential to deliver growth in locations inside the West of England.

Identifying the strategic locations

5.9 The strategic locations are sites or clusters of locations put forward primarily by landowners and developers but also from other sources. They represent areas or general locations which have the potential to deliver strategic options in terms of homes and or jobs over and above sites currently proposed in existing local plans or other documents. They therefore represent new development opportunities..

5.10 In order to focus on strategic options a threshold of about 500 dwellings and/or 500 jobs is used as the basis for identifying strategic locational options. It is recognised that there will be smaller sites or combinations of locations which will eventually make a contribution, but the aim of this stage of the process is to identify the principal options.

5.11 The main source for the definition of strategic locations is the call for sites used to inform the Housing and Economic Land Availability Assessment (HELAA), as well as sites identified from other sources or proposed by the Unitary Authorities (UAs). These may comprise stand-alone proposals or perhaps three or four smaller sites around a settlement which in combination comprise a strategic location.

5.12 At this stage of the process it is important to consider all potential options. However, based on environmental assessments, urban extension options at Bath, where evidence shows development would have an adverse impact on heritage and landscape assets (specifically the World Heritage Site and the Cotswolds AONB) have been excluded as possible strategic locations.

5.13 The schedule below sets out the identified strategic locations – these are illustrative potential opportunities and must not be interpreted as relating to specific sites. They represent locations which could be considered for housing and/or employment uses at different scales of development. While most are likely to be primarily residential there may be locations which are employment focussed such as Bristol Airport.

Table 5.1: Strategic locations: classified by broad spatial characteristics (typologies)

Typology	Unitary Authority	Possible strategic locations (indicative only)
Urban intensification	BCC	Bristol
	SGC	Communities of Bristol N & E fringe.
	NSC	Weston-super-Mare
Urban extension	SGC	East of Kingswood/Warmley
		Bridgegate/Oldland Common
		North of M4/M5
	NSC/BCC	South West Bristol
	NSC	Weston-super-Mare
	B&NES/BCC	Hicks Gate
	B&NES	Whitchurch
Town expansion	NSC	Clevedon
		Nailsea
		Portishead
	B&NES	Keynsham
		Midsomer Norton and Radstock
	SGC	Thornbury
Other settlements/locations	BCC/SGC	Avonmouth(employment)/Severnside
		Charfield
	SGC	Pucklechurch
		Winterbourne, Frampton, Coalpit Heath
		Backwell
	NSC	Banwell
		Bristol Airport (employment)
		Churchill
		Long Ashton
		Pill
		Yatton
	B&NES	Peasedown St John
		Saltford
		Temple Cloud/Clutton
Dispersed	SGC	South Gloucestershire
	NSC	North Somerset
	B&NES	Bath & NE Somerset



5.14 The general location of these locational options is illustrated on the following map (Figure 9). The symbols relate to the broad typography. This provides a visual overview of the pattern of potential development options across the sub-region and provides the starting point for the consideration of spatial scenarios. These must therefore not be seen as allocations – they represent the principal potential strategic alternatives to be considered. Given the character of the dispersed options, these are not depicted on the following diagram.

Mapping the strategic locations

This plan indicates the broad geographical location (Figure 9) of all the options identified in Table 5.1. Locations are illustrative only and must not be taken to imply any specific development site or a preference for identified options.

5.15 In order to use the strategic locations to inform the spatial scenarios, it is helpful to have an indication of potential capacity. While some of the possible locations have capacity figures associated with them (for example, proposals put forward by landowners/developers through the call for sites), their presentation in this document is not intended to equate to known development proposals and site capacities. Instead, the approach assumes that the different typologies would generally deliver different scales of growth (an urban extension would be much larger than a village expansion for example) and could deliver a range of growth (low, medium and high). This is a fairly coarse approach as some options may be much more constrained than others, but it provides an indication of potential capacity required at this stage of the plan-making process. The broad assumptions made are as follows:

Table 5.2: Indicative dwelling/job capacities of locational typologies for testing

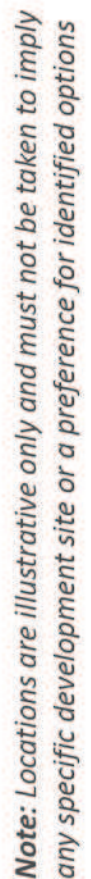
	Low	Medium	High
Urban extension	500-1000	1000-3000	3000+
Town expansion	500	500-2000	2000+
New settlement	5000	10000	10000+
Other settlements/locations	500	500-1000	1000+
Dispersed	500	500-1000	1000+

Note: Given the nature of the strategic planning exercise, the smallest capacity is assumed to be about 500 dwellings/jobs. There are no new settlements currently proposed.

Transport appraisal of strategic locations

5.16 An initial transport appraisal has been undertaken for each of the strategic locations. The assessments have focused on quality of travel choices (and opportunities to reduce car dependence), the scale of congestion in each location and how locational options relate to programmed investments. Consideration has been given to the issues faced at present and in future, based on varying potential scales of development at each location and including emerging technologies such as broadband. Further details can be found in the accompanying transport technical note which is available on our website.

5.17 Urban intensification options would, in general, benefit from the wider range of travel choices available in the urban areas. However, there could be significant impacts on congestion if action is not taken to minimise car use. These options would be characterised by high-intensity development in places with good access by public transport, walking and cycling to jobs and local services. There could be opportunities for promoting largely car-free development to support high-quality place-making and encourage sustainable travel choices.



5.18 The performance of urban extensions will vary, based on their location in relation to existing transport corridors and established urban centres. Proximity to the centre of the urban area is an important criterion, as levels of car use typically rise as this distance increases. Locations next to existing corridors, with the opportunity to provide high quality public transport connections, would be expected to perform better. Conversely, locations poorly related to existing transport networks or requiring considerable new physical and social infrastructure will perform less well.

In all cases, there will be a need to provide comprehensive transport packages to provide a good range of travel choices and mitigate the impacts of additional traffic.

5.19 The performance of town expansions could also differ, depending on the quality of current transport choices. Most towns considered have higher than average car use, although areas within these towns that are close to rail stations have slightly lower levels of car use. Again, comprehensive transport packages would be required, although it should be recognised that there could be limited opportunities to improve travel choices, with a greater focus on mitigating the effects of additional traffic.

5.20 In the case of new settlements, it will be necessary to start from a very limited base in terms of travel choices. Large-scale development would be much more likely to create sufficient critical mass to support a strong business case for significant investment in transport improvements, which could include new rail stations and new bus connections. However, the locations of these developments would still tend to favour travel by car for many journeys and it would be difficult to mitigate the effects of additional traffic on other parts of the network.

5.21 In other settlements, including villages, travel options are limited, although local congestion is, in many cases, less severe than the more urban locations. There are generally limited opportunities to limit car dependency for new developments in these locations. Generally small-scale development would take place with relatively modest packages of transport improvements, but in most cases car use would remain high.

Spatial scenarios

5.22 Combinations of options need to be identified which could be capable of broadly meeting the housing and job requirements identified, consistent with the suggested WoE vision and spatial objectives, as well as reflecting the Joint Transport Study findings, infrastructure requirements and the conclusions of the area profiles. This would then be subject to further testing to ensure they can be delivered.

5.23 The alternative scenarios illustrate different approaches and will eventually lead to a preferred approach. This is an iterative process which will involve testing and refinement of different combinations of locational options and different scales of development in accordance with sustainable development principles.

Defining the spatial scenarios

5.24 Chapters 4 and 5 identified the baseline in terms of existing capacity through the identification of planned and forecast growth and maximising the opportunities for utilising brownfield land, such as through urban intensification. The next stage is to identify a range of spatial scenarios to illustrate how any remaining plan period shortfall might be addressed in a way which most effectively delivers the spatial objectives. The identification of spatial scenarios must not be used to imply any preference for a particular approach. They have been chosen to reflect a range of policy positions in order to emphasise the differences between them. For example, several of the scenarios would require the Green Belt to be amended.

5.25 As a starting point for discussion through the Issues and Options consultation, five theoretical spatial scenarios have been identified to assess different approaches of achieving the vision and spatial objectives.

These are:

1. **Protection of Green Belt.**
2. **Concentration at Bristol urban area.**
3. **Transport focus.**
4. **A more even spread of development across the sub-region – growth at Bristol, but also other towns and expanded settlements.**
5. **New settlement (or a limited number of expanded settlements).**

5.26 Having identified a range of different spatial scenarios, these can then be illustrated using locations set out in the schedule of possible strategic locations. This assists the overall assessment of spatial scenarios by helping to highlight the key differences.

5.28 Each spatial scenario has been assessed in terms of how well it is likely to perform against the plan's spatial objectives as set out in Chapter 3, including the potential to accommodate the housing shortfall as described in Chapters 4 and 5. This initial assessment is set out in the table following the general description of each scenario.

Consultation Question

10. Have all the reasonable strategic locations been identified? Are there any others we should consider?
11. Do you have comments on the suitability of any of the strategic locations?
12. In your opinion, do some strategic locations have advantages or disadvantages in terms of addressing the critical issues identified in Chapter 2?



Spatial scenario 1: Protection of Green Belt

The government attaches great importance to Green Belts and boundaries should only be altered in exceptional circumstances. The WoE Green Belt is highly valued by local communities and has made a substantial contribution to the character and sense of place of the plan area. It prevents sprawl and separates existing towns and villages whilst also encouraging urban regeneration and the use of brownfield land. The objective of the first scenario is to assess the impact of additional growth assuming no change to the existing Green Belt. The extent

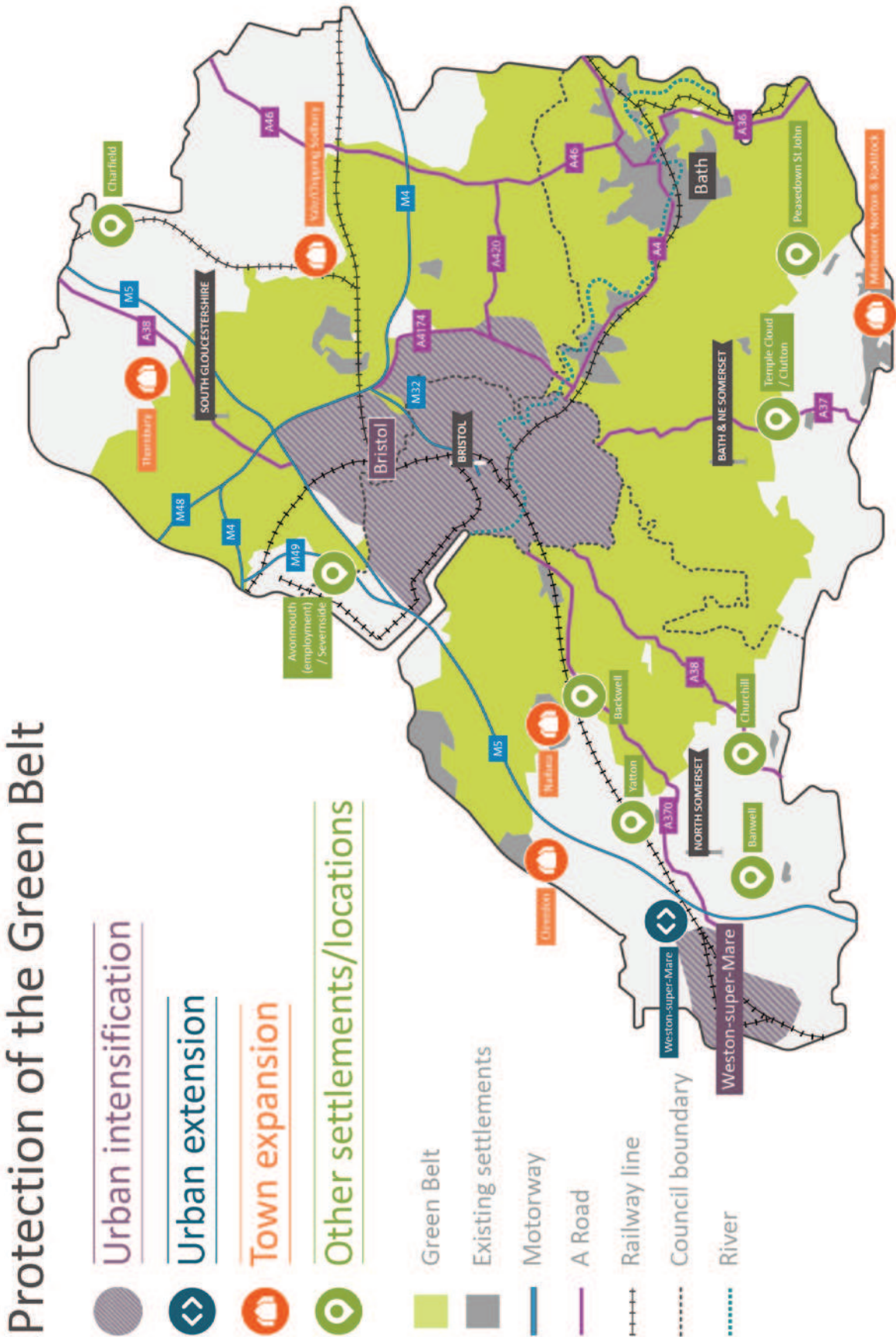
of the Green Belt within the WoE is shown on the following plan.

The possible strategic locations which could be considered to make up this scenario are simply those locations not located within the Green Belt. Not all of these locations are likely to be required depending on the scale of overall housing requirement and the capacity of individual locations however, the map illustrates a possible approach. This would increase reliance on the car and impact on commuting patterns.

Table 5.3: Summary of assessment in relation to spatial objectives set out in Chapter 2

Housing and wellbeing	<p>It is anticipated that by using the non-Green Belt locational options, and making realistic assumptions about potential scales of delivery, there is sufficient capacity to deliver the anticipated target of 29,000 dwellings. Should the housing requirement be increased, then additional sources of supply (such as additional sites, new settlements or development outside WoE) may be required. A wide distribution of sites means that plenty of opportunities are available to meet short term needs. This will include further regeneration/revitalisation of existing towns.</p> <p>Retention of Green Belt means that the focus of development, apart from urban intensification, is further away from the Bristol urban area, resulting in Bristol's housing and affordable housing needs not being met so effectively.</p>
Economy	<p>Sites are located at some distance from the Bristol urban area. While there will be local benefits it is potentially less effective at supporting sub-regional growth than other scenarios.</p>
Transport and infrastructure	<p>Some locations outside the Green Belt are peripheral to the main concentrations of population, facilities and services and not generally well related to principal transport corridors. It would be expected that this would result in more commuting, increased reliance on car journeys and less use of other modes than other scenarios. It is also unlikely to provide the thresholds of development that will facilitate substantial new transport investment. Consideration needs to be given to those locations which already have significant growth proposed and the impact of any additional development on the delivery of sustainable places and balanced communities.</p>
Environment	<p>This scenario could have a greater impact on rural landscapes than scenarios 2 and 3.</p> <p>The current extent and form of the Green Belt has played an important role in the planning of the sub-region and there remain significant areas where sustainable growth could be located whilst protecting its general extent. This scenario maximises the retention of this valued countryside which acts as a setting for Bristol, Bath, other towns and villages.</p> <p>However, the use of locations outside the Green Belt means that much of the new development is remote from Bristol, and could be perceived to adding to urbanisation elsewhere.</p>

Figure 10: Illustrative diagram – spatial scenario 1 – protection of Green Belt



Spatial scenario 2: Concentration at Bristol urban area

Bristol is an important and vibrant regional centre and the main focus for jobs, housing, services and facilities within the plan area. The purpose of the JSP is to develop a spatial strategy to meet the needs of the Bristol housing market area. The objective of this scenario is to test the implications of focusing as much growth as possible within and adjacent to the Bristol urban area to maximise accessibility to

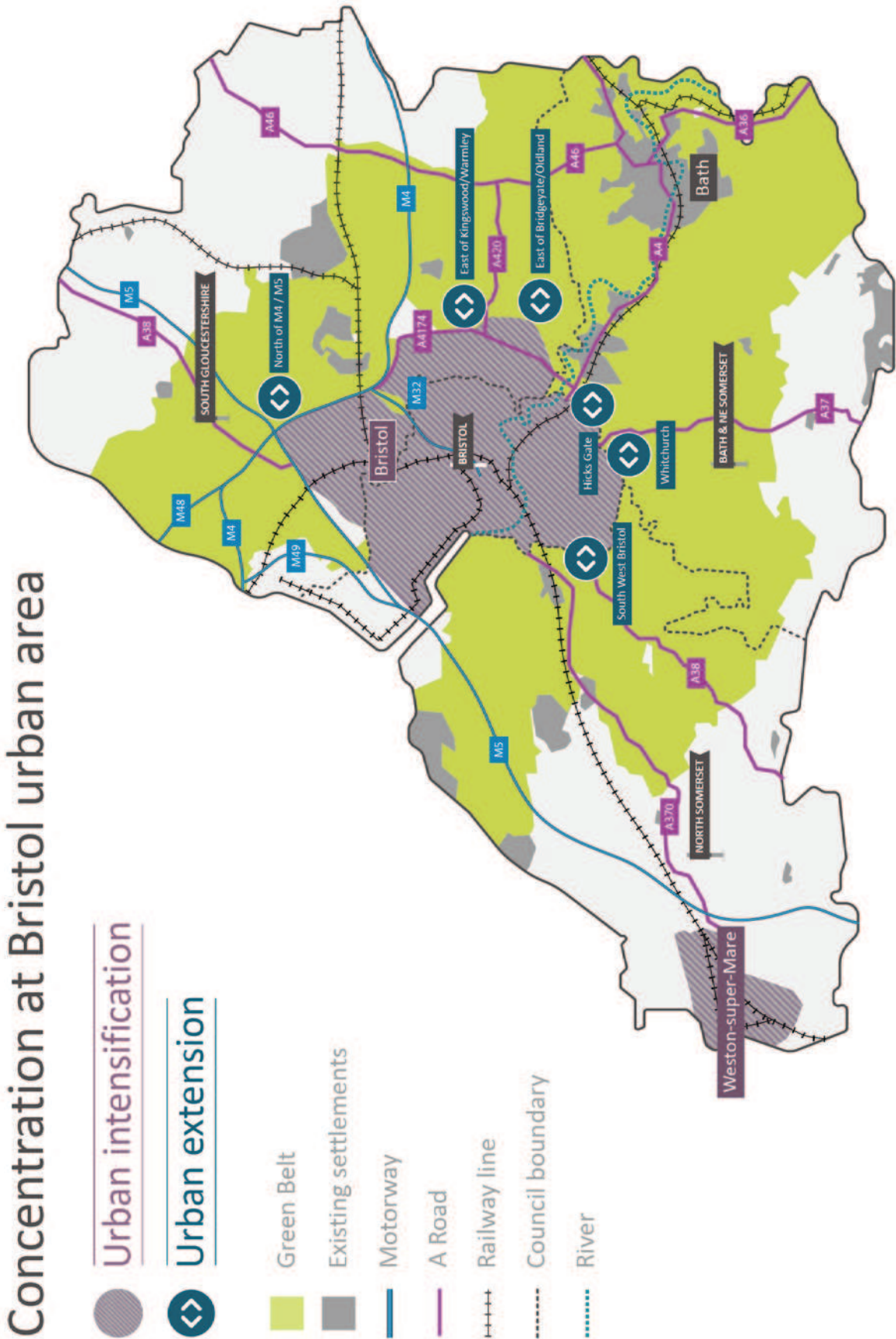
jobs and services whilst minimising development in other parts of the plan area. The scenario specifically excludes strategic locations located elsewhere across the sub-region.

This scenario would have a significant adverse impact on the current extent of the Green Belt.

Table 5.4: Summary of assessment in relation to spatial objectives as set out in Chapter 2

Housing and wellbeing	Subject to further testing, there are potential urban extensions which could provide the anticipated shortfall of 29,000 dwellings. Additional growth can be accommodated through additional locations/larger scales of development. Housing will tend to be delivered on large strategic sites, potentially reducing choice and short term supply, although it is well-related to address Bristol's needs. Urban extensions will tend to have long lead-in times and may require significant infrastructure provision and mitigation measures.
Economy	Growth is focussed on the main economic centre and therefore this scenario has the potential to support the sub-regional economic objectives. New infrastructure will be concentrated at Bristol.
Transport and infrastructure	Beneficial in focussing growth as close as possible to where the majority of needs arise and would be positive in terms of encouraging alternatives to the car, but raises issues about the effective delivery of infrastructure and potential to increase congestion. However, not all the locations would perform equally, dependent on their proximity to the main employment centres and/or the extent of sustainable transport investment which could be justified.
Environment	<p>Significant adverse impact on the extent of the existing Green Belt and potential loss of valued countryside on the edge of the city. Potential to result in sprawl and coalescence with existing settlements contrary to national policy if not managed effectively. Will require significant amendment to the inner edge of the Green Belt. The latter could be used to protect key fingers of countryside extending into the urban area.</p> <p>Concentrated development at Bristol will mean less impact in other more rural parts of the sub-region.</p> <p>Urban extensions may provide the opportunity to implement more significant climate change measures and environmental mitigation through economies of scale.</p>

Figure 11: Illustrative diagram – spatial scenario 2 – major concentration



Spatial scenario 3: Transport focussed – proximity to central Bristol and orientation towards public transport

This scenario is focussed on locations assessed to perform better in terms of access to sustainable travel choices and likely local and strategic congestion impacts. Urban areas that already have good travel choices are the priority for development. In these locations distances travelled tend to be shorter, encouraging walking and cycling. In addition, the critical mass of people in urban locations supports more viable public transport. A second priority for development are locations closer to central Bristol. A focus on development in south Bristol will help bring housing and future employment together. The third priority would be to allow

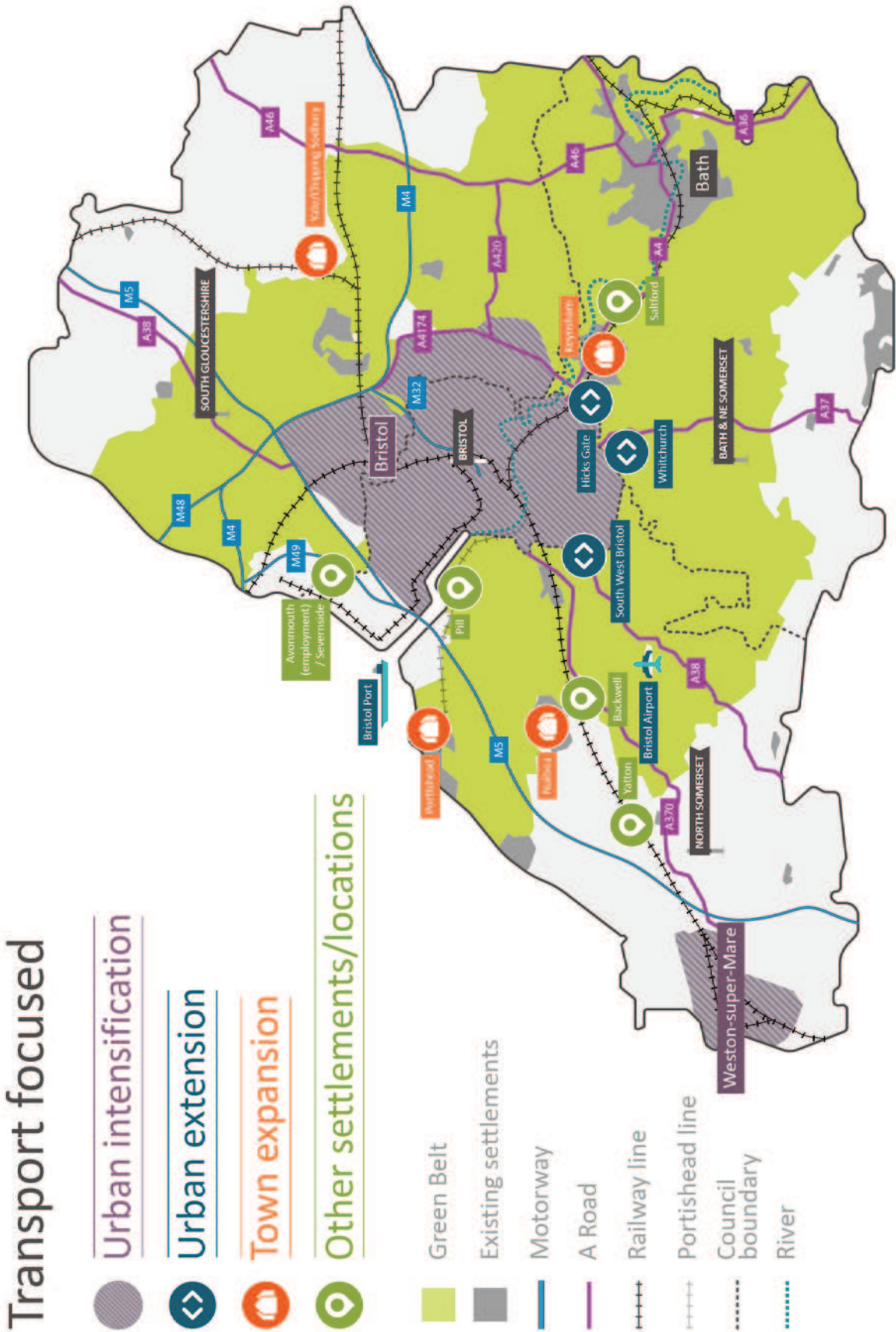
development at locations that have good rail links into the central areas. It would not be appropriate to propose development at all the potential locations identified, as a smaller number may better support more effective investment in transport solutions. The impact of development on existing congestion within urban areas means that a multi-modal package of transport measures is essential to support this scenario.

Scenario includes several locational options which would have a significant adverse impact on the current extent of the Green Belt and the setting of existing towns.

Table 5.5: Summary of assessment in relation to spatial objectives as set out in Chapter 2

Housing and wellbeing	Scenario could accommodate the 29,000 dwellings. Further growth if evidenced as required, could be accommodated as additional nodes or capacity along identified transport corridors. Development would be delivered through a more limited range of sites than other scenarios thereby potentially limiting choice. It might be more difficult to enable short term housing supply if needed, particularly if major transport investment is required.
Economy	Developments are well related to Bristol and could provide a range of locations and workers to support sub-regional economic development objectives.
Transport and infrastructure	Locations are prioritised which have been assessed to perform better in terms of access to sustainable travel choices and congestion impacts. There would be a combination of intensification, South Bristol focussed urban extensions and public transport focussed development, with further emphasis on walking and cycling, and with appropriate thresholds of development to support significant transport interventions.
Environment	<p>This option entails more concentrated development of a larger scale in each location which may help to deliver more substantial environmental enhancement and mitigation.</p> <p>Green Belt would be significantly affected and is likely to impact on the character and setting of existing settlements – may need to consider a combination of amending Green Belt on the inner edge or along growth corridors. The latter could be used to protect key fingers of countryside extending into the urban area.</p> <p>Opportunity to create sustainable new communities with good accessibility to urban areas.</p>

Figure 12: Illustrative diagram – spatial scenario 3 – transport focussed



Spatial scenario 4: A more even spread of development across the sub-region – growth at Bristol, but also other towns and expanded settlements

The WoE is a diverse area with cities, towns, villages and rural areas exhibiting a range of qualities and characteristics and experiencing local issues and opportunities. This scenario explores the benefits of either a more even spread of growth across the plan area using a mix of different typologies and/or more bespoke solutions to address local objectives or infrastructure deficits. This could include a mix of urban extensions, town expansions or development at other settlements with perhaps different approaches in different unitary authority areas to reflect local community aspirations.

A greater range of sites is also likely to have housing delivery benefits in terms of providing more variety and choice. No diagram is presented for this scenario as there is a range of different locational options (as illustrated in figure 9) and scales of growth which could be included.

Table 5.6: Summary of assessment in relation to spatial objectives as set out in Chapter 2

Housing and wellbeing	Locational options provide choice of sites and at different scales of growth to accommodate the existing housing requirement. Potential to provide a mix and choice of housing sites to support delivery. Could perform well in respect of providing opportunities to address any short term housing need.
Economy	Less focussed on Bristol, but potential to support local objectives.
Transport and infrastructure	If the overall effect is a more dispersed pattern of development, then it is possible that this scenario will be much less effective in transport terms, but may provide opportunity for targeted investment in certain areas.
Environment	May be some impact on the Green Belt depending on the choice of type and mix of sites identified within any particular area, but overall form and function of the Green Belt likely to remain largely intact. Range of development opportunities could stimulate different urban design solutions.

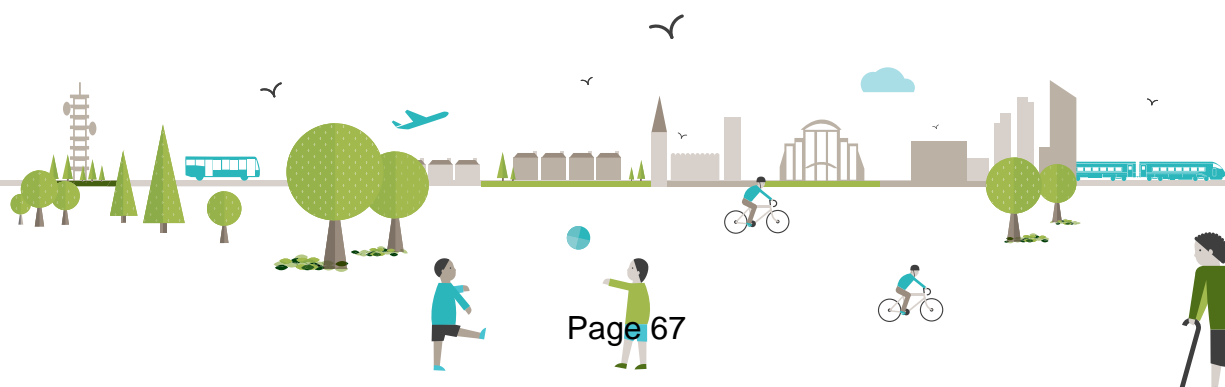
Spatial scenario 5: New settlement (or a limited number of expanded settlements)

This scenario considers opportunities to concentrate development into a single or small number of new strategic locations which would then complement the overall functioning of the plan area. This could include new settlements which could develop over the plan period and beyond, or the expansion of existing settlements.

Delivery is potentially an issue with this option as there is no current proposal for a new settlement or the major expansion of an existing settlement. Implementation of projects of this nature are likely to have a lengthy lead-in time. As no new settlements are currently proposed, no diagram is presented in respect of this scenario.

Table 5.7: Summary of assessment in relation to spatial objectives as set in Chapter 2

Housing and wellbeing	Delivery would be concentrated in very few locations, potential reducing choice, and less well related to meeting Bristol's needs. Proposals are likely to have long lead-in times but could provide growth beyond 2036. Opportunity to create new mixed and balanced communities.
Economy	Potential to create significant new employment hubs.
Transport and infrastructure	Likely to require significant transport and other infrastructure, reducing the ability to address existing issues elsewhere. There will be opportunities to design in sustainable travel patterns.
Environment	Potential to create sustainable new communities with their own character and sense of place. Unlikely to be a significant impact on the Green Belt, but will mean a significant change to the local environment.



- 5.29 The JSP will need to identify the best and most effective approach for the location and delivery of additional strategic housing and employment taking into account the range of spatial scenarios and their assessment in relation to the plan's objectives. Further testing of the constraints and opportunities of each scenario will be required before any decisions are made. This will be undertaken as part of the preparation of the Draft JSP.
- 5.30 If it is concluded that the housing requirement should be greater than the objectively assessed need identified, then additional strategic locations may be needed in the agreed strategy. Likewise, preparation of the JSP might conclude that meeting the full need might cause too much environmental harm and therefore it is inappropriate to seek to deliver it. In this case, the local planning authorities in the WoE will need to liaise with adjoining districts to ascertain their capacity to assisting in housing delivery.

Consultation Question

- 13. Which spatial scenario (or mix of scenarios) is likely to best deliver the plan's objectives as set out on page 16?**
- 14. If a new settlement is a solution, how big should it be and where would you suggest it could go?**
- 15. What transport improvements or measures would be required to support the scenarios?**

Chapter 6 Next steps and how to comment

6.1 Comments on the JSP Issues and Options can be made from 9th November to 29th January. Your views and comments are important. They will help shape the JSP as we go forward to prepare the draft Plan next year.

6.2 You can make comments in a number of different ways, online or by sending us your written responses. A webpage has been set up to help you make comments. This is available at: www.jointplanningwofe.org.uk

Alternatively if you would prefer to send us your written comments there is a response form that you can use. This is available to download from www.jointplanningwofe.org.uk, or hard copies can be picked up from our libraries or one stop shops. Further details are available on our website www.jointplanningwofe.org.uk

6.3 All comments/completed response forms should be received by 5pm on 29th January 2016.

6.4 All comments/completed response forms should be sent either by email or by post to the following addresses:

Email: comment@jointplanningwofe.org.uk

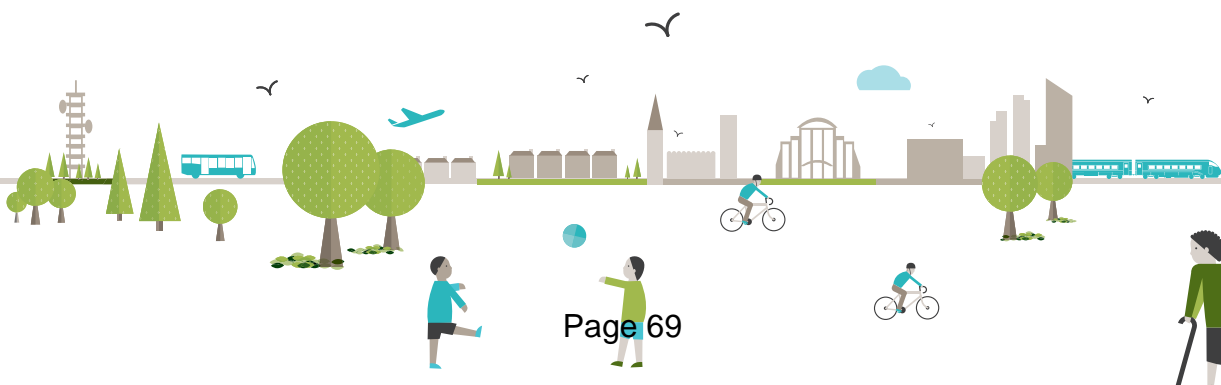
Post: **West of England Joint Planning Consultation**
c/o South Gloucestershire Council
PO Box 299
Corporate Research and Consultation Team
Civic Centre
High Street
Kingswood
Bristol BS15 0DR

6.4 To support this there is an extensive public consultation and engagement programme. Details are available on our website www.jointplanningwofe.org.uk

6.5 Once the consultation closes all responses will be carefully considered and used to help prepare the next stage of the JSP – the Draft Plan. This will be published in September 2016. All the comments made will also be published and made publicly available. Further details of when this will be done and the next steps will be published on our website.

6.6 Please note that the responses received, including personal details, cannot be kept confidential. If you are not currently on our consultation database and would like to be kept informed, please email: info@jointplanningwofe.org.uk

From time to time we may contact you to seek your views about other planning consultations and projects. Periodically, you may also be invited to give us your views about our service. If you no longer wish to receive correspondence from the council in relation to consultation on planning policy documents, or wish to update the contact details we have for you, please contact us quoting the reference number above.



West of England Joint Transport Study

Issues and options for consultation Key Principles Report

November 2015



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1. Introduction

1.1. Joint Spatial Plan and Joint Transport Study

The West of England Authorities (Bath & North East Somerset Council, Bristol City Council, North Somerset Council and South Gloucestershire Council), supported by the West of England office, are in the process of preparing a Joint Spatial Plan (JSP) and Joint Transport Study (JTS). The Plan area covers the whole of the West of England, including Bath & North East Somerset, Bristol, North Somerset and South Gloucestershire.

The purpose of the Joint Spatial Plan is to consider the long-term development needs in the West of England to 2036 and identify strategic locations for growth. This includes identifying overall requirements for housing and employment land, the most appropriate locations for the housing and employment growth, and transport and other infrastructure requirements in the Plan area.

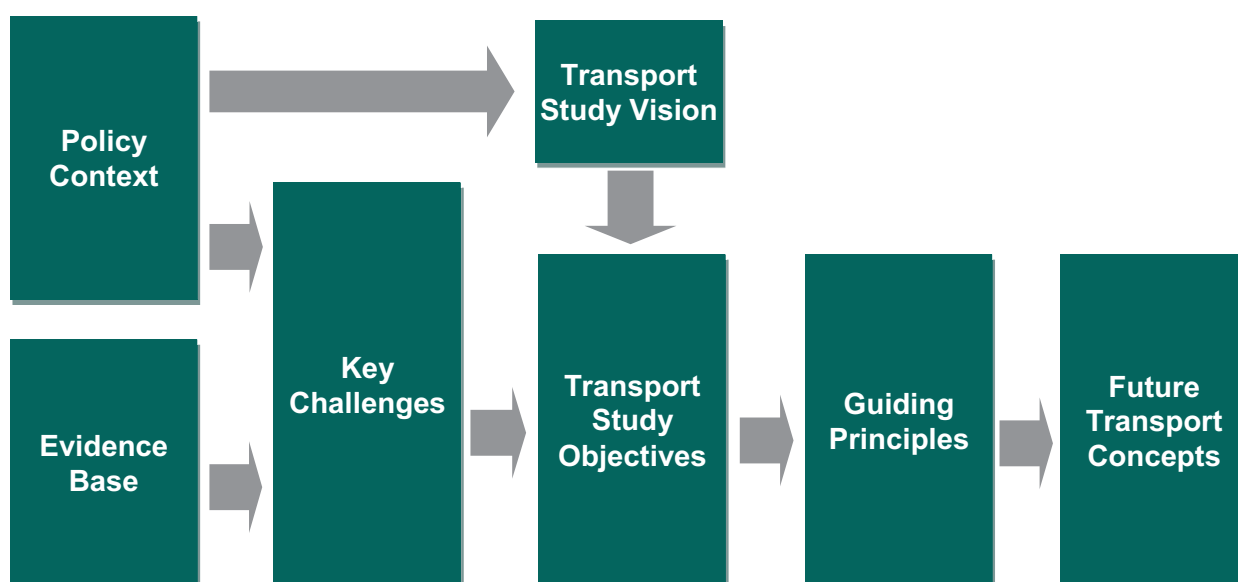
The purpose of the Joint Transport Study is to provide a clear direction for the long-term development of the transport system in the West of England to 2036 and beyond. This will follow on from the current Joint Local Transport Plan (JLTP) which sets investment priorities to 2026. The Joint Transport Study will also inform, and be informed by, the Joint Spatial Plan, and will therefore consider alternative spatial scenarios and facilitate work to identify a preferred spatial strategy.

1.2. Purpose of this Report

This Key Principles Report is the first output from the Joint Transport Study. The purpose of this technical report is to review the current policy context, identify key challenges, set clear objectives, and develop the guiding principles for the development of a wide range of strategic options for consideration through the Joint Transport Study. This report will ensure that the subsequent steps of the Joint Transport Study are guided by clear objectives and principles, and that potential options clearly correspond to actual needs.

The overall approach to compiling this report is summarised in Figure 1-1. This illustrates the linkages between the development of strategic options (or Future Transport Concepts) and the existing policy context and evidence base.

Figure 1-1 Approach to defining key principles



1.3. Structure of this Report

In accordance with the approach presented within Figure 1-1, this report is structured as follows:

- Chapter 2 provides an overview of key policy documents for the West of England and the implications for the strategic direction of the study;
- Chapter 3 presents the transport challenges for the area, both now and in the future, by building on and updating the evidence base in the current Joint Local Transport Plan, together with estimates of future housing needs and employment growth;
- Chapter 4 sets out an initial vision and accompanying set of objectives for the Joint Transport Study, drawing on the policy direction discussed in Chapter 2 and the challenges identified in Chapter 3;
- Chapter 5 presents a set of guiding principles which build from the study objectives and set out the approach to identifying strategic options;
- Chapter 6 provides an initial set of Future Transport Concepts, which have been identified through targeted stakeholder discussions; and
- Appendix A sets out potential component schemes within the Future Transport Concepts.

2. Policy Context

2.1. Introduction

The West of England has a well-developed transport policy framework and it is essential that this is reflected in the approach used to identify and refine the options to be considered through the Joint Transport Study. This chapter provides a brief synopsis of the key messages from the main policy documents and the implications for setting the objectives and guiding principles of the Joint Transport Study.

2.2. West of England Local Transport Plan 2011-2026

The current JLTP (to be referred to as JLTP3) was published in 2011 and sets out the priorities for transport to 2026. In particular, the JLTP3 seeks to achieve a better connected, more balanced and more customer-focused transport network. The vision of the JLTP3 is for:

“an affordable, low carbon, accessible, integrated, efficient and reliable transport network to achieve a more competitive economy and better connected, more active and healthy communities.”

In order to achieve this vision, the JLTP3 sets out five transport goals:

- Reduce carbon emissions;
- Support economic growth;
- Promote accessibility;
- Contribute to better safety, security and health; and
- Improve quality of life and a healthy natural environment.

Related challenges are grouped under each of these goals to reflect the key issues to be addressed. These have been derived through the analysis of a comprehensive evidence base. These challenges in turn have been used to develop strategies for each of the goals to 2026, including the identification of the current major scheme programme.

The JLTP3 therefore provides a strong platform for the Joint Transport Study and provides the basis of the vision, goals and objectives for the study (see Chapter 4), which reflect the vision and goals presented above. More recent data enables an update on the challenges presented within the JLTP3, as discussed within Chapter 3, but the key principles remain valid.

2.3. West of England Strategic Economic Plan 2015-2030

The Strategic Economic Plan (SEP) was submitted to Government in March 2014 and sets out how the region aims to develop its economy, with particular emphasis on investment needs up to 2021. The SEP sets a vision for economic growth which is managed sustainably to ensure all those within the area benefit and that the environment is protected and enhanced.

The importance of delivering travel improvements, and in particular improved transport infrastructure to support this growth, are key themes within the SEP. A number of policy drivers emerge, which should be captured within the Joint Transport Study, including:

- *“Easier local, national and international travel” (SEP Vision)* – with particular emphasis on the need to link communities to employment opportunities and local services, to control and reduce congestion and to improve strategic connections;
- *“A low carbon and resource efficient economy” (Objective 2)* – ensuring that growth is achieved within environmental limits and also that the economy is resilient to any future environmental shocks;

- “Ensure all our communities share in the prosperity” (Objective 5) – especially in terms of reducing inequalities in employment opportunities, overall quality of life and health outcomes; and
- “Create places where people want to live and work” (Objective 3) – particularly in terms of building on the strengths of cultural attractions and the benefits of the distinctive mix of urban and rural areas and in ensuring essential infrastructure is provided to enable sustainable growth.

Whilst the SEP does not fundamentally shift the policy direction from that presented within the JLTP3, it will be important to ensure that this increased emphasis on sustainable economic growth, in particular, is reflected within the Joint Transport Study objectives.

2.4. Spatial Strategies in the West of England

The spatial strategy for the West of England is currently described in the Core Strategies for the four authorities (Bath & North East Somerset, Bristol, North Somerset and South Gloucestershire). These set out spatial visions and plans for the allocation of housing and employment land to the late 2020s, and they also identify transport policies and infrastructure requirements to help manage and accommodate this growth.

2.4.1. Bath & North East Somerset

Bath & North East Somerset includes the historic city of Bath (which has World Heritage Site status), the Cotswolds and Mendips Areas of Outstanding Natural Beauty, former industrial areas in the Somer Valley (including Radstock and Midsomer Norton) and the urban fringes of the Greater Bristol conurbation (including Keynsham and Whitchurch). Much of the authority area is covered by Green Belt, which is intended to prevent the coalescence of Bristol and Bath and to protect the unique historic and environmental setting of Bath.

The area around the city of Bath is characterised by significant environmental constraints – both in terms of the historic quality of the built form of the city, and the high quality of the surrounding landscape. The south of the authority area, including the Somer Valley, and the authority’s rural locations faces challenges of service provision and high levels of out-commuting and car use. The area around Keynsham and Whitchurch, in particular, is currently characterised by significant infrastructure constraints, especially with congested road networks.

These challenges are reflected in the spatial strategy, which focuses growth in strategic locations in Bath (within the Enterprise Area, including the regeneration of Bath Riverside), Keynsham, Midsomer Norton and Radstock. In addition, strategic green belt releases have been identified for Whitchurch, Keynsham and to the south of Bath. The main focus for transport investment is the Bath transport package and the development of showcase bus corridors connecting the towns.

Bath & North East Somerset Council is developing a series of local transport strategies, designed to complement emerging spatial strategy. The Bath Transport Strategy was adopted as Council policy in November 2014, while the Keynsham Transport Strategy was adopted in Summer 2015. Further transport strategies are under development for the Somer Valley (including Radstock and Midsomer Norton), and for the Chew Valley & Rural Areas. The planned MetroWest project will also increase local train frequencies between Bath and Bristol.

2.4.2. Bristol

Bristol is one of the UK’s strongest performing cities, but is also a place with areas of acute deprivation. The city centre has a strong concentration of higher-value business and professional services, and the Temple Quarter Enterprise Zone is intended to attract innovative businesses and creative industries. The city centre has important historic interest, reflecting the long maritime heritage of the city. North of the city centre, Clifton, Redland and Westbury-on-Trym offer a high quality environment that has attracted higher-skilled workers. There are significant social challenges in the post-war estates on the edge of the city, including Lawrence Weston, Southmead and Lockleaze, together with the eastern side of the inner city, including Easton and Lawrence Hill. South Bristol remains a major challenge, where skills, health and income are all lower than in most other parts of the city, and the area is a regeneration priority.

The spatial strategy identifies a number of areas for growth and regeneration. In the city centre, the focus is on commercial floorspace, regeneration of old office stock and provision of new homes. Regeneration will

take place in the Northern Arc and Inner East areas of the city, while Avonmouth and the Port of Bristol will be the focus for warehousing and heavy industry. The south of the city is the focus for comprehensive social, economic and physical regeneration, with new homes and a range of employment floorspace. The current transport major scheme programme includes the MetroBus project (comprising routes from Ashton Vale to Temple Meads and North Fringe to Hengrove, together with the South Bristol Link) and MetroWest, a comprehensive upgrade to the rail system serving the wider area. In addition, the spatial strategy identifies additional road links and rapid transport corridors that are not currently part of the major scheme programme.

2.4.3. North Somerset

North Somerset is characterised by a mix of urban and rural areas, extending from the edge of Bristol to the Severn Estuary and Mendips Area of Outstanding Natural Beauty (AONB). Weston-super-Mare is the most important town in the authority: whilst it has seen large-scale growth in recent years, with new housing on its eastern edge, there remain significant social challenges in much of the inner urban area, reflecting its changing economic role. Clevedon, Nailsea and Portishead are other important towns, with significant commuting to the Bristol urban area. A significant proportion of the authority area is covered by the Bristol Green Belt, and the south of the authority forms part of the Mendips AONB. North Somerset is also home to Bristol Airport, with a catchment area covering the whole of the South West peninsula, and Royal Portbury Dock is an important location for imports and exports, including cars.

The spatial strategy sets a vision for Weston-super-Mare as a major economic centre catering for the employment, retail and social needs of its residents, with new development areas creating mixed-use communities. Clevedon, Nailsea and Portishead will increasingly meet the needs of their populations and will play less of a dormitory role, whilst villages will cater for rural needs and open countryside will be protected. Major transport improvements are to be delivered in support of the strategy, including the MetroBus project (Ashton Vale to Temple Meads and South Bristol Link) and MetroWest Phase 1 from Portishead. Packages are also under development to support access to key development locations, principally the Weston Villages.

2.4.4. South Gloucestershire

South Gloucestershire is a diverse area, extending from the northern and eastern fringes of the Bristol conurbation to the Cotswolds Area of Outstanding Beauty in the east of the authority. South Gloucestershire has close functional links with Bristol, with significant commuting into and from the city. The area has distinct communities, each with its own opportunities and challenges. The largest areas of population are in the northern and eastern fringes of the Bristol conurbation. The North Fringe, which includes the communities of Filton, Patchway and Bradley Stoke, is also the largest area of employment and is home to major manufacturing and services companies, drawing in employees from a wide catchment area. The East Fringe is a major residential area and is characterised by high levels of out-commuting. Yate and Chipping Sodbury, although distinct towns, collectively form an important community, and Thornbury is an historic market town. Severnside is an important industrial area that has attracted heavy industries and warehousing, and benefits from close proximity to the Port of Bristol.

The spatial strategy identifies the priorities for these distinct communities and plans for significant levels of growth in the North Fringe, East Fringe and Yate and Chipping Sodbury, with smaller-scale growth in Thornbury, commensurate with its role as a local market town. Development in Severnside will continue to focus on industrial and logistics uses. Major transport improvements are identified, including rapid transit to connect the North and East Fringes and the MetroWest programme (included in the current major scheme programme for the West of England) and packages to support the development of new neighbourhoods.

2.5. Implications

This chapter has considered a range of drivers of transport policy in the West of England. The JLTP3 has five goals addressing diverse challenges that must be addressed by the transport system. Although the SEP focuses on economic growth, it makes clear that all must benefit from growth, and the environment must be protected and enhanced. The Core Strategies recognise the diversity of the West of England and the distinct challenges that must be addressed in each area.

From this review, it is clear that the Joint Transport Study must seek to:

- Enable the West of England to meet its full potential as one of the most successful city regions in Europe, with highly productive businesses and the creation of new businesses and new jobs;

- Deliver new housing, in the right places, to support the growth ambitions of the city region, to create high quality communities and to create a better balance of jobs and houses in different areas;
- Help tackle deep-rooted challenges of deprivation, inequality and poor health in many parts, but in particular in South Bristol, other parts of Bristol and Weston-super-Mare;
- Protect areas of high quality natural environment, including the Areas of Outstanding Natural Beauty and protect high quality historic built environments and regenerate targeted areas in towns and cities; and
- Continue the drive towards more sustainable lifestyles, with an imperative to tackle carbon emissions, particularly from the use of cars, which will require action to provide more effective travel choices and reduce congestion.

The next chapter explores the evidence relating to these challenges.

3. Challenges

3.1. Introduction

The review of the policy documents in the previous chapter has shown that the West of England faces a number of opportunities and challenges relating to transport and travel. These can be considered as follows:

- *Direct transport challenges* – a lack of attractive travel choices, high levels of congestion and a lack of resilience within the transport network to incidents or wider disruption; and
- *Wider challenges which impact / are impacted upon by transport* – including the quality of the environment, people's health and quality of life, delivery of new housing to accommodate a growing population and capacity to unlock the economic potential of the area.

These challenges are considered in this chapter under the following themes:

- *Limited travel options* – high levels of car dependence in most areas;
- *Congestion* – high levels of car use causing overloaded networks, delays, unreliable journeys and wider impacts;
- *Environmental challenges* – carbon emissions, high levels of noise and impacts on communities;
- *Social challenges* – high levels of inequality, poor skills, poor health and limited life chances;
- *Housing demand* – potential scale of new housing needed in the West of England; and
- *Economic growth* – ambitions for the creation of new jobs and developing the West of England as an economic powerhouse.

These are relevant to the West of England both now and in the future and can be considered in the context of three time horizons:

- *Current challenges* – certain challenges are being addressed in part by the current transport infrastructure investment programme (both the major schemes and smaller schemes) but a number of challenges will remain; these can be viewed as 'legacy' problems of connectivity, capacity, congestion and impacts of transport on quality of life and environment;
- *Impacts of growth associated with development defined in the Core Strategies to 2026 and beyond* – the Core Strategies have identified transport measures to mitigate the impacts of new development, but not all of these schemes are funded. Challenges may continue to emerge as the transport system fails to keep pace with growth in travel driven by economic growth and increased levels of activity; and
- *Longer term growth to 2036 and beyond* – consideration of the implications of alternative options for growth, potential requirements to mitigate this scale of growth, but also opportunities to shape growth through potentially transformational new transport infrastructure.

3.2. Limited transport options

The West of England has an area of influence that extends beyond its boundary into South Wales, west Wiltshire, southern parts of Gloucestershire and northern parts of Somerset. This has implications for travel choices in the area, including movements across the Severn Estuary from South Wales and movements from nearby towns and rural areas in Gloucestershire, Wiltshire and Somerset.

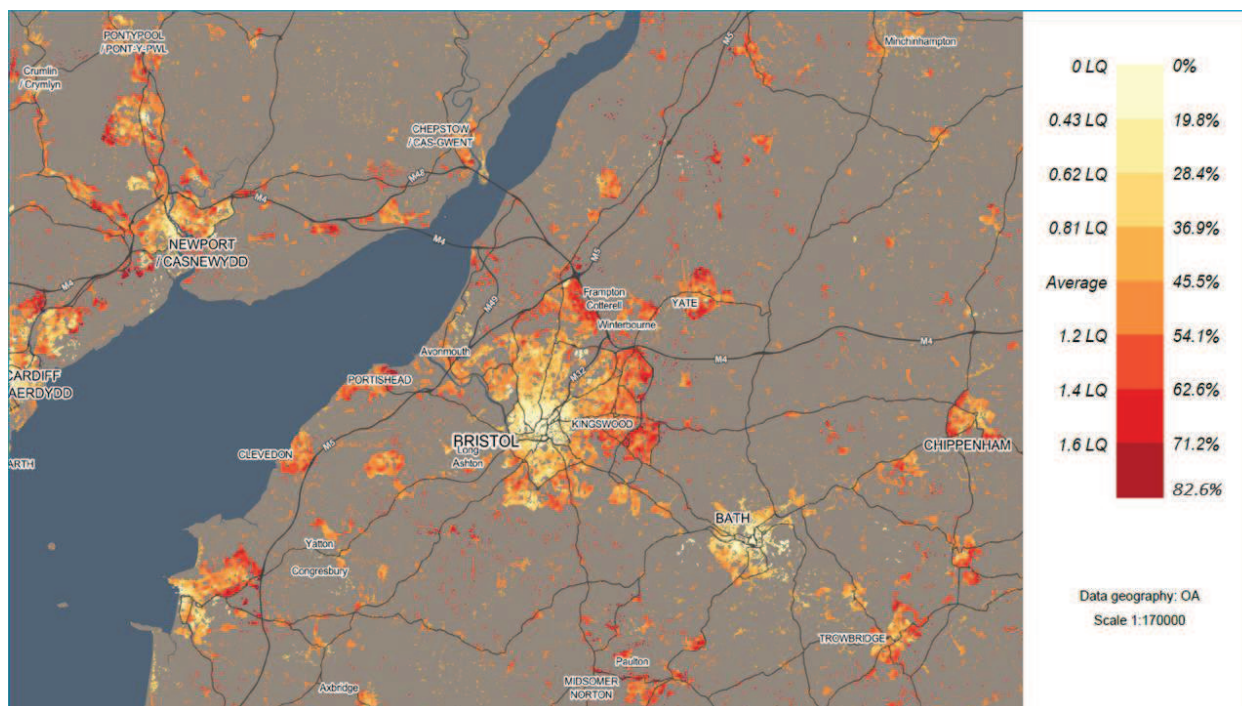
The international gateways – Bristol Airport and Bristol Port – also create wider travel demands. Bristol Airport has a catchment that extends across the South West and into South Wales, whilst Bristol Port generates freight traffic to/from other parts of the UK.

In terms of transport accessibility and choices, the West of England area has historically experienced:

- Very high levels of car use in rural areas and urban fringes (with slightly lower levels in urban areas);
- Low levels of public transport use across the whole area, including the urban areas, although there is evidence that this is growing; and
- A relatively high and growing level of cycle use in the urban areas, when compared to equivalent UK cities.

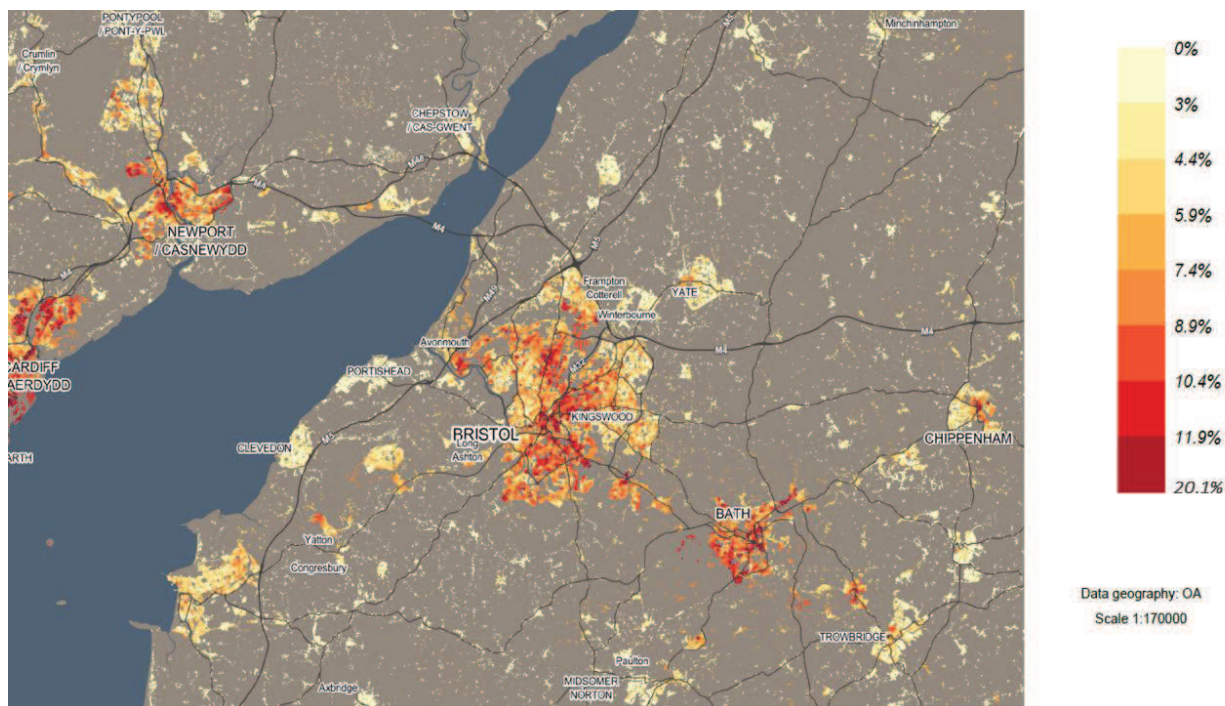
Figures 3-1 to 3-3 illustrate these issues:

Figure 3-1 Proportion of residents using private transport to get to work



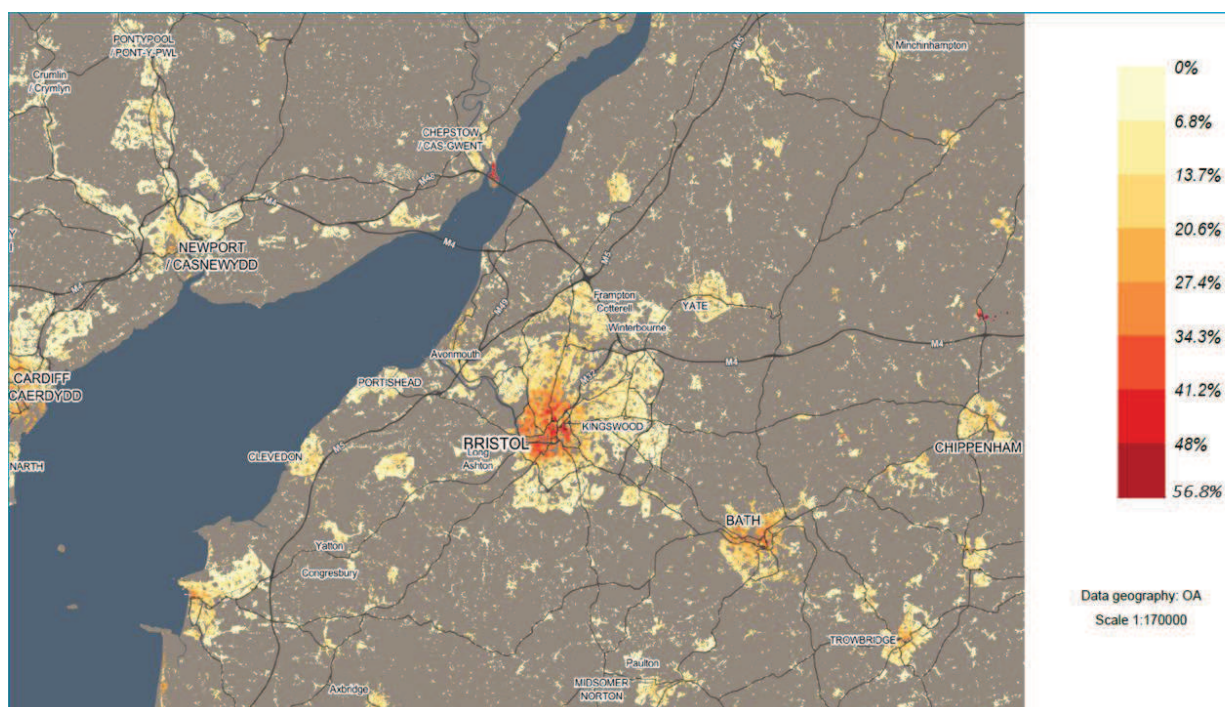
Source: 2011 Census (as visualised at www.datashine.org.uk). LQ = Location Quotient, which is the ratio of private transport use in each location compared to the national average (national average = 45.5%). Areas with a higher LQ have higher use of private transport and areas with a lower LQ have lower use of private transport.

Figure 3-2 Proportion of residents using public transport to get to work



Source: 2011 Census (as visualised at www.datashine.org.uk). National average = 11.5%.

Figure 3-3 Proportion of residents who walk, cycle or use a mode other than car or public transport to get to work



Source: 2011 Census (as visualised at www.datashine.org.uk). National average = 9.9%.

These maps demonstrate high levels of car use, not just in the rural areas, but also in many of the towns and in the northern and eastern fringes of Bristol. The areas on the eastern fringe of Weston-super-Mare, eastern side of Portishead and eastern and northern fringes of Bristol have all been developed during the last three decades. In the case of Weston-super-Mare and Portishead, there are high levels of out-commuting to the Bristol area, and access from Portishead is via a single road, with no rail access. The North and East Fringes

have high levels of commuting to Bristol city centre (radial movements) and to the North Fringe (orbital movements), with long public transport journey times and high car use.

Public transport use is generally low across the area. Slightly higher levels are seen along key bus corridors and in inner urban areas, and patronage has recently grown significantly in the Bristol urban area. It is particularly low in many of the towns, including Yate, Thornbury, Midsomer Norton, Clevedon and Portishead, although recent investment has been made in some areas to attempt to improve the attractiveness of services. There are high levels of walking and cycling in much of Bath and the inner part of Bristol, together with parts of the North Fringe, inner Weston-super-Mare and in the centres of towns including Clevedon, Nailsea, Portishead, Yate and Thornbury. Recent monitoring data has shown significant increases in cycling, some growth in bus use and a very large increase in rail use since 2008.

The current programme of investment in the West of England will contribute to improving the attractiveness of walking, cycling and public transport. Investment in improvements to the cycling network are forecast to increase the numbers of people cycling. The MetroBus system, which is now under construction, is forecast to attract new users to the public transport network, and the planned MetroWest project will attract new users to the rail system. Together these will help to reduce reliance on cars, contributing to a shift from cars to more sustainable modes. However, the growing numbers of people living and working in the West of England will mean that there will be continued growth in the numbers of cars and vehicle traffic.

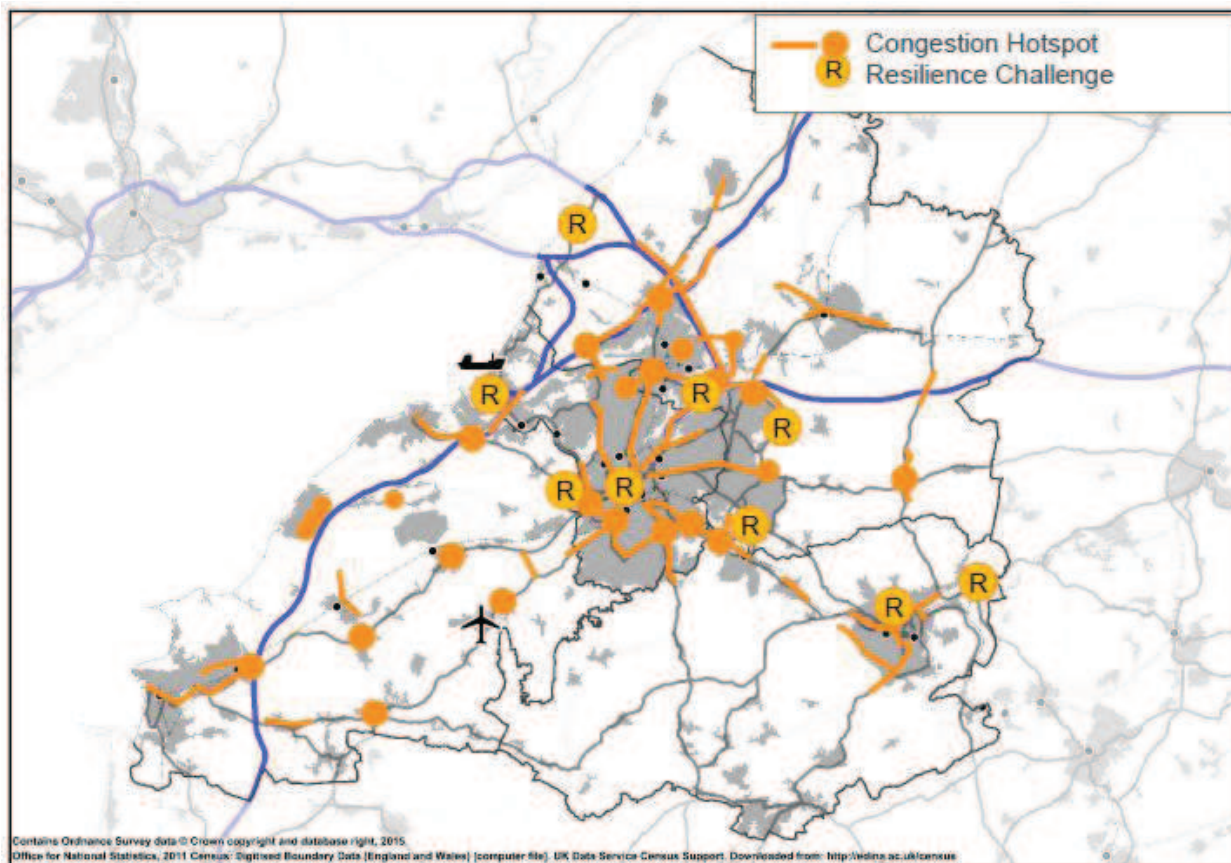
3.3. Congestion is impacting on many areas

The West of England is a prosperous area that has experienced significant traffic congestion over a number of years on the motorway network, core radial routes and around main employment centres. Traffic congestion causes a number of problems including:

- Longer and more unreliable journey times – for business, commuting and leisure journeys;
- Reduced resilience in the event of incidents;
- Reduced economic competitiveness;
- Reduced accessibility to jobs and services;
- Worsened reliability of bus services;
- Dominance of road traffic on the urban environment; and
- Idling traffic causing air quality and health problems.

Figure 3-4 shows the problems of road congestion across the West of England. This is sourced from transport model data and observed conditions on the road network. It also shows key locations where the resilience of the network is a problem. These locations tend to be particularly vulnerable when traffic accidents or other incidents occur, causing widespread disruption across the wider network.

Figure 3-4 Road congestion and resilience challenges in the West of England



The map shows the current scale of the challenge, with congestion problems in Central Bristol and on radial routes in East Bristol and North Bristol. There are also significant problems on the A4174 Ring Road in South Bristol and in the North and East Fringes. The M32 into Central Bristol experiences queueing at present: these are forecast to extend in the future, although the North Fringe to Hengrove MetroBus scheme will improve travel choices and mitigate delays for buses.

The North Fringe already experiences significant problems, with a complex mix of radial, orbital and more local movements. These are forecast to worsen in future, although the North Fringe to Hengrove Package will help mitigate these issues by providing new infrastructure and improving travel choices. Yate also has problems on the A432 approach to the town centre from the west. The Cribbs Causeway area is forecast to experience growing levels of congestion in future, including the M5 motorway junctions. Significant issues are also faced on the A369 from Portishead to M5 Junction 19, M5 Avonmouth Bridge and the A38 from Thornbury to the North Fringe (particularly approaching M5 Junction 16) and onwards to Bristol.

Existing congestion problems have been identified on the network within Weston-super-Mare. Many of these challenges have been mitigated with the recent completion of the Weston Package, but future challenges are likely to emerge as the town continues to grow. The operation of the M5 between Junctions 20 and 21 will become an increasing challenge, due to increasing numbers of trips between Weston and the Bristol urban area. There are also high traffic flows on the A370 through villages in North Somerset, creating both congestion and environmental problems in these communities, and the village of Barrow Gurney also suffers high traffic flows. The completion of the South Bristol Link (SBL) will provide an alternative route across the south-west quadrant of Bristol which will help to relieve Barrow Gurney. The additional capacity provided by the SBL will help to accommodate traffic growth on the A38 associated with the expanding Bristol Airport.

The A420 corridor east of Bristol is likely to become an increasing challenge, as is Keynsham on the A4 corridor. The A4 through Saltford and routes to the south of Bath (avoiding the city centre) are already a significant problem and most of Bath experiences high levels of traffic and congestion. The road network to the east of Bath is a worsening problem, with high levels of through traffic (including goods vehicles)

between the A36 and A46 passing through the middle of the city. The A46 corridor between Bath and M4 Junction 18 also carries high volumes of traffic.

This demonstrates that the congestion challenges are complex, and reflect the complex patterns of movement within both urban and rural areas, with a transport network that has failed to adapt to provide adequate travel choices.

3.4. Environmental challenges

There are a series of environmental challenges resulting from the impacts of limited travel choices and congestion experienced across the West of England area. These include:

- **Carbon emissions:** directly related to the high levels of car use, as discussed above – a global environmental challenge;
- **Impacts on urban areas:** including the effects of high traffic flows and dominance of traffic on streetscene; and
- **Impacts on rural areas:** including the effects of traffic flows on routes through the Cotswolds and Mendips Areas of Outstanding Natural Beauty;

Road traffic contributed 32% of total **carbon emissions** in the West of England in 2008¹, but good progress is being made in reducing emissions from traffic. In 2006, road transport generated 1.43 tonnes CO₂ per capita and a target was set for a 16% reduction by 2020 (or 1.20 tonnes per capita). Monitoring data shows that this target was on track to be met by 2013², so very good progress has been made. This reflects mode shift to cycling and public transport and also increased fuel efficiency. However, it is notable that this metric is per capita. With future growth, increases in the numbers of people living and working in the West of England will offset the per capita reductions, and it will therefore be more challenging to reduce total carbon emissions. There remains, therefore, a significant challenge for the West of England in reducing total carbon emissions and the overall carbon footprint.

Poor air quality, noise and the severance effects of traffic have a negative effect on the quality and experience of the **urban environment** across the study area. These effects are particularly acute in Bath, Bristol urban neighbourhoods and parts of Weston-super-Mare. Many residential streets are characterised by high levels of on-street parking, particularly in areas close to major areas of employment, with resultant safety concerns and impacts on the quality of life in the area. There is an ambition to improve the quality of public realm in many areas, as part of regeneration or place-making activities, and the dominance of traffic is a potential challenge in reallocating roadspace for other place-based activity.

Figure 3-5 shows Air Quality Management Areas (AQMA) designated by the local authorities, due to the levels of emissions and their impacts on people in the area. In Bristol, the AQMA covers the central area and most of the radial routes, including the M32, A38 Gloucester Road, A420 through Lawrence Hill, A4 Bath Road, A37 Wells Road, A38 Parson Street area and the Cumberland Basin. Within the Greater Bristol area, AQMA are otherwise located at discrete and localised air quality hotspots, including Keynsham town centre and the centres of Kingswood and Staple Hill. The AQMA in Bath covers the central area, A4 London Road and A36 Warminster Road, reflecting longer-distance traffic passing through the city. Poor air quality is a major health issue.

¹ Source: JLTP3, Page 43

² Source: JLTP3 Progress Report 2013/14, Figure 4.2

Figure 3-5 Air Quality Management Areas - wider Bristol and Bath area



Source: JLTP3

Figure 3-6 shows communities impacted by noise in the Greater Bristol area.

Figure 3-6 Noise on key routes in Greater Bristol



Source: JLTP3

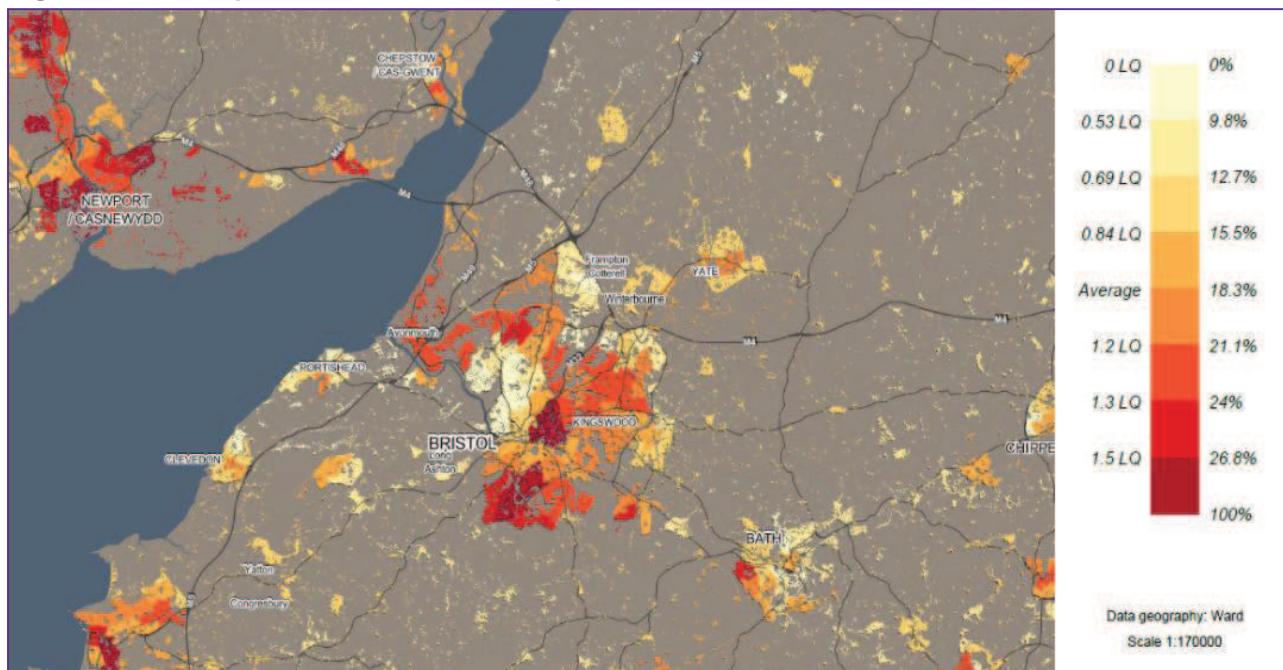
These are typically areas next to major roads with heavy traffic flows, particularly areas adjacent to the M4, M5 and M32, sections of major radial routes and key routes around the central area. It is recognised that noise is a characteristic of urban living, but in many cases, these communities are impacted by traffic passing through the area. There are therefore important questions about the impacts of through traffic on communities, and balancing the needs of movement against the needs of local communities.

There are also adverse environmental impacts of traffic in **rural areas**, where the tranquillity of areas such as the Cotswolds and Mendip AONBs are affected by traffic in some places. For example, Figure 3-4 indicates the impacts of high traffic flows on the A46, the area to the east of Bath and in parts of North Somerset. However, there are also important opportunities to proactively encourage access to the countryside, by sustainable modes of travel, to support the rural economy and as part of the unique quality of life on offer in the West of England.

3.5. Social challenges

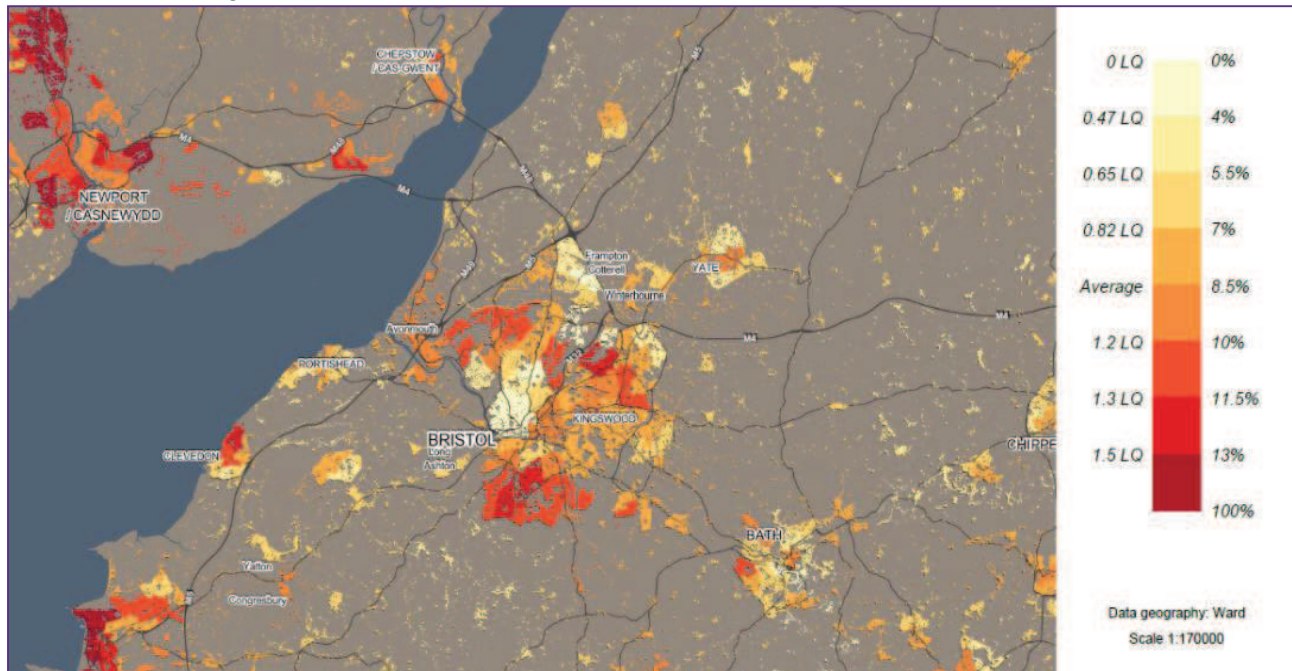
Despite the overall prosperity of the West of England, a number of communities and groups of people face significant challenges. These include problems of poor skills levels, poor health, low incomes and high levels of deprivation in general. Figures 3-7 to 3-9 illustrate these challenges.

Figure 3-7 Proportion of households deprived in two dimensions



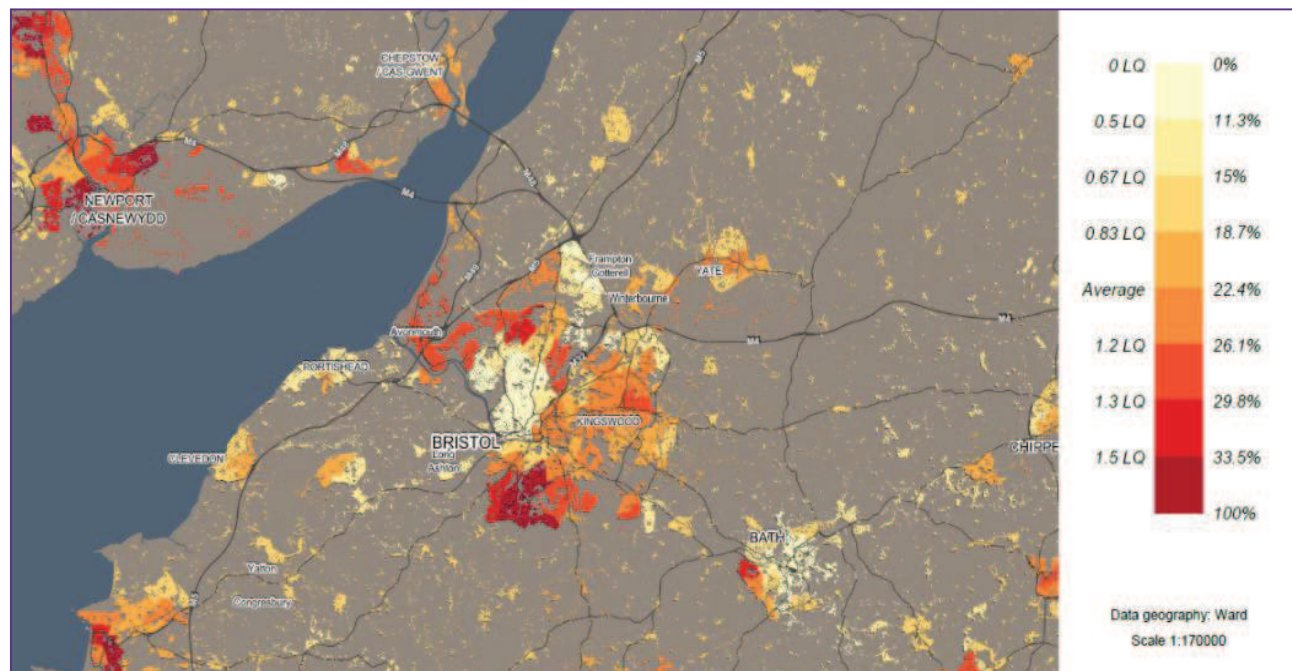
Note: this shows the proportions of households facing deprivation in two or more dimensions, for example, income deprivation, worklessness, poor health or no qualifications. Source: 2011 Census (as visualised at www.datashine.org.uk). LQ = Location Quotient, which is the ratio of households deprived in each location compared to the national average. Areas with a higher LQ have higher proportions of households deprived and areas with a lower LQ have lower proportions of households deprived.

Figure 3-8 Proportion of residents whose day-to-day activities are limited a lot through poor health or disability



Source: 2011 Census (as visualised at www.datashine.org.uk). LQ = Location Quotient, which is the ratio of residents whose day-to-day activities are limited compared to the national average. Areas with a higher LQ have higher proportions of residents whose day-to-day activities are limited and areas with a lower LQ have lower proportions of residents whose day-to-day activities are limited.

Figure 3-9 Proportion of residents with no qualifications



Source: 2011 Census (as visualised at www.datashine.org.uk). LQ = Location Quotient, which is the ratio of the proportion of residents with no qualifications in each location compared to the national average. Areas with a higher LQ have higher proportions of residents with no qualifications and areas with a lower LQ have lower proportions of residents with no qualifications.

These figures demonstrate strong geographic correlations, with some areas showing multiple challenges of deprivation, health problems and poor basic skills. These areas include South Bristol, eastern inner Bristol, the Northern Arc of Bristol and parts of inner Weston-super-Mare. Parts of Bath also face challenges, including Twerton, together with parts of Keynsham.

There are important questions about the role of transport in contributing to these challenges, for example whether poor accessibility prevents people reaching jobs. The evidence indicates that accessibility is not the only issue preventing people entering the labour market: there are many complex issues. For example, the Southmead area of Bristol is in close proximity to job opportunities in nearby Filton. However, these are typically high-paid jobs requiring advanced technical skills. Skills levels in the Southmead area are relatively low, with high numbers of people with no qualifications. Many people living in this area would tend typically to need to access different types of jobs, within the local area, in nearby Cribbs Causeway or in the city centre.

South Bristol faces particular challenges. There are relatively few jobs in the area, and most people commute to the city centre. The economic restructuring following the closure of older industries has not been followed by new job creation, and the lack of local jobs in the area is a challenge. However, the area is also characterised by poor skills levels and widespread relative ill health, which means that many local people are ill-equipped for work. Weston-super-Mare is also a particular challenge, with a relative lack of jobs in the town, and high levels of out-commuting by residents, particularly those people living on the eastern fringe near M5 Junction 21. Many people in the inner area of the town have poor basic skills and are relatively ill-equipped for work – with significant distances to jobs in the Bristol area adding to this challenge.

The health challenges in many of the urban areas are notable. It is recognised that poor air quality has a significant impact on those with health conditions. Figure 3-5 showed the distribution of AQMAs in the Greater Bristol and Bath urban areas. However, there is limited apparent correlation between the areas shown with poor air quality in Figure 3-5 and the areas with high numbers of people for whom day-to-day activities are limited. The relationships are therefore complex – there are a number of major social challenges impacting on people's life chances in the most deprived communities in the West of England.

Road safety is also an important consideration. The West of England has made good progress in reducing casualties on the road network. The average number of people killed or seriously injured was 472 per year averaged over the 1994-98 period. The target was to reduce this by 40% to 2010 (to below 300), and by 2009 this had reduced to 253³. A new target has been subsequently set for 250 by 2020. Despite increases in accidents from 2009 to 2010 and from 2011 to 2012, the evidence indicates that this target should be met.

3.6. Demand for housing

There are significant challenges relating to housing delivery across the West of England area. Housing delivery over recent years has slowed due to the recession and the four councils each have early Core Strategy review mechanisms scheduled in 2016 to address the pace of housing delivery. A Strategic Housing Market Assessment (SHMA) has forecast future housing requirements across the West of England as part of the evidence base to inform the Joint Spatial Plan and Joint Transport Strategy.

The Joint Spatial Plan Issues and Options document⁴ sets out these challenges. It highlights that the SHMA has identified an Objectively Assessed Need for housing in the Wider Bristol Housing Market Area of 85,000 homes from 2016 to 2036. The current Local Plans and small local windfall developments are estimated to deliver around 56,000 new homes in the Wider Bristol Housing Market Area from 2016 to 2036. It is therefore estimated that the JSP will need to plan for a further 29,000 dwellings to be delivered.

Overall, the requirement for 85,000 dwellings will be equivalent to an increase of around 18% on current housing provision in the sub-region, and represents major growth in the sub-region. This will pose significant challenges in terms of ensuring that the new homes are located in the most efficient locations, to maximise use of existing facilities and in maximising opportunities for walking, cycling and public transport. There will also be significant challenges in ensuring the deliverability of new infrastructure (including transport infrastructure) to support the requirements of this new housing.

³ Source: JLTP3, Page 89

⁴ West of England Joint Spatial Plan: Issues and options for consultation, November 2015, located at <https://www.jointplanningwofe.org.uk>

3.7. Employment growth

The Strategic Economic Plan (SEP) sets out the ambition for sustainable economic growth across the West of England area, which includes planning for 95,000 new jobs by 2030⁵. This is equivalent to approximately 18% growth in the total number of jobs in the West of England between 2013 and 2030.

Central to the strategy will be the delivery of the Enterprise Zone, five Enterprise Areas and priority regeneration area in South Bristol. These strategic development locations together have the potential to deliver around 70,000 new jobs by 2030. However, previous research for the West of England Authorities by Atkins⁶ has estimated that only around 14,000 of the 70,000 target jobs would be likely to be created without improved transport connectivity and capacity. The study estimated that the additional connectivity and capacity delivered by the current major scheme programme would support creating a further 20,000 jobs. However, the ability to deliver the conditions for the remaining 36,000 jobs would be constrained unless additional infrastructure was provided to further improve transport connectivity and capacity. It is also important that regeneration in South Bristol and Weston-super-Mare, and economic restructuring in the Somer Valley, is supported by growth and investment in order to re-balance the economy across the area.

3.8. Implications

This chapter has demonstrated the challenges that need to be addressed through the Joint Transport Study. As highlighted in the introduction, these can be categorised as current challenges, challenges associated with growth in the Core Strategies to the late 2020s, and challenges associated with the growth to the late 2030s.

The evidence indicates that failure to act will have serious consequences for the West of England. At present, the shortcomings in the transport network are mainly seen as 'direct' impacts, in terms of limited travel options and high levels of congestion, which reduce connectivity across the city region. The current major scheme programme will make some progress in addressing these challenges. However, these schemes are due to be completed by 2021 and there is no investment programmed beyond these schemes.

Planned housing and employment growth to 2026 will place additional pressure on the network. Infrastructure packages will at least partially mitigate planned development, but will not fully address the impacts of background growth in travel demand. Challenges will remain in 2026 and traffic conditions are likely to deteriorate. Air quality is likely to remain a challenge without a significant mode shift: improvements in emissions technology could help to mitigate some of the problems, but traffic growth will further exacerbate the challenges. A mix of vehicle technology, engineering, education and enforcement will help to reduce road casualties, although patterns could change with increasing numbers of people walking and cycling. The deterioration in connectivity and network capability could, however, have a significant effect on the competitiveness of parts of the West of England, which will impact on future job creation.

Planning for growth to 2036 will pose further challenges. Fundamental challenges are likely to remain, even if new technologies transform society through new forms of mobility. Without investment in new infrastructure there will be issues associated with lack of network capacity. If new capacity is not provided, together with policies to encourage sustainable travel choices, the transport network is unlikely to be able to cope with a significant increase in demand. This would cause major problems with congestion, reliability, resilience and connectivity in many areas, which will damage the competitiveness of the West of England, and act as a major barrier to delivering new growth.

⁵ West of England Strategic Economic Plan 2015-2030, located at <http://www.westofenglandlep.co.uk/about-us/strategicplan>

⁶ GVA impacts of major transport schemes, Atkins for West of England Authorities, December 2012

4. Vision and Objectives

4.1. Introduction

This chapter first describes the vision and objectives for the Joint Transport Study, which respond to the current policy framework and the challenges described in the preceding chapter. It then sets out how the vision and objectives will be used in the identification of potential options and in the design of the assessment framework to inform understanding of the potential impacts of the Joint Transport Study.

4.2. Vision and Objectives

The proposed vision, goals and objectives for the Joint Transport Study are presented in Figure 4-1 overleaf. As previously discussed within Chapter 2, the vision and goals are those that are currently contained within the JLTP3. Similarly, the objectives presented here have been drafted to align with the challenges of the JLTP3 and the policy direction presented with the SEP.

It is acknowledged that changes in the policy context may alter the scope and wording of the current JLTP vision and goals. The objectives presented overleaf may need therefore to be revisited to ensure that these changes are reflected within the assessment framework.

4.3. Application of Vision and Objectives

The Joint Transport Study intends to adopt a structured, objective-led approach to strategy development to identify potential solutions that best deliver the intended outcomes. Objectives therefore need to help **identify potential options** for solutions and should **inform the assessment framework** to enable an understanding of the likely impacts of the future transport components.

4.3.1. Identification of options

The objectives guide thinking on the types of option that could be considered for the Joint Transport Study, and in particular the areas that the options will need to address. The objectives have therefore been used to help define the Guiding Principles within Chapter 5 of this report. These in turn inform the Strategic Transport Concepts within Chapter 6.

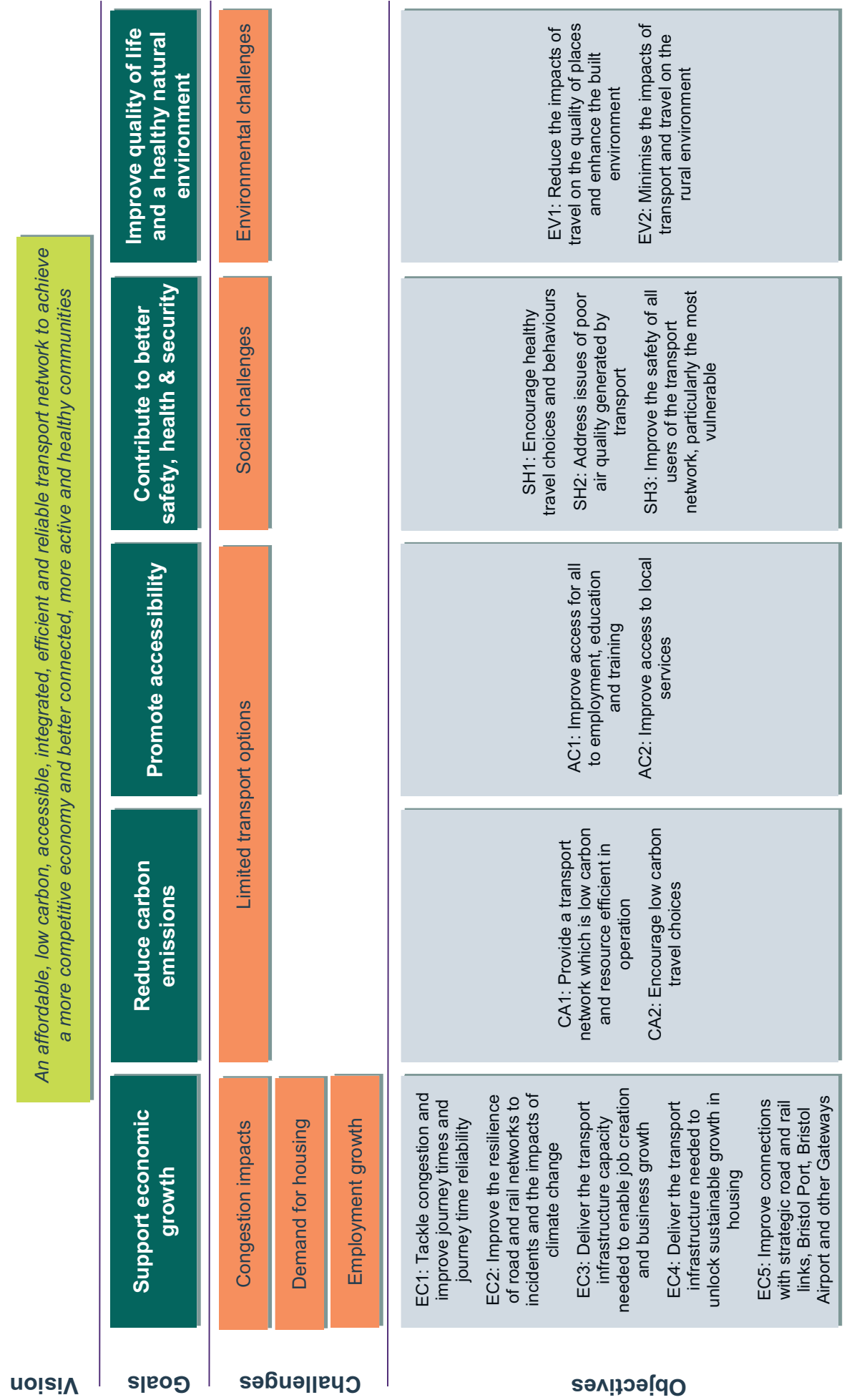
In particular, the objectives provide the link back to the evidence of need, identifying the changes that are required to overcome the challenges and achieve the goals of the Joint Transport Study.

4.3.2. Development of the assessment framework

The objectives form a key component of the assessment framework for the Option Formulation stage of the Joint Transport Study, by providing the basis against which assessment criteria will be determined. Objectives have been identified that are measurable and enable appropriate indicators to be defined that provide a sound basis for decisions.

The assessment of the performance of each option against the objectives will enable a broader understanding of their overall benefits or disbenefits and the appreciation of trade-offs involved. It is important to ensure that the objectives are sufficiently broad in scope, but without duplication. In particular, this will help to better assemble options so that all outcomes are supported and that any undesired impacts can be better managed.

Figure 4-1 Vision, Goals, Challenges and Objectives



5. Guiding Principles

5.1. Introduction

This chapter sets out a series of guiding principles for the development of options to be considered through the Joint Transport Study, which draw on the policy context, evidence and vision and objectives developed in the previous chapters.

5.2. Guiding Principles for Strategy

The analyses of the challenges in Chapter 3 have demonstrated that doing nothing is not an option. The current major scheme programme will contribute to addressing some of the existing challenges, but the underlying growth will soon mean that familiar challenges are again faced. The lack of planned investment beyond 2021 will mean that problems of lack of effective travel choices and increasing network strain become significantly more marked. This will become progressively worse during over the next 20 years if no action is taken to improve travel choices and improve network capacity.

On the basis of the evidence in Chapter 3 and the policy framework developed in Chapter 4, the following Guiding Principles help to define the development of options for the Joint Transport Study:

1. Options should, as far as possible, address positively the challenges and objectives described in this report – options should aim to address several objectives, rather than having a narrow bias;
2. Options should be consistent with the development of an integrated transport network that maximises sustainable travel choices and provides improved resilience and connectivity;
3. Options should complement and maximise the value of the current major scheme programme (i.e. avoid creating competing routes or abortive works);
4. Options should support the development of an inclusive transport system that is accessible and affordable for its users, to enable them to easily access jobs and other opportunities;
5. Options must not result in significant increases in traffic flows on busy urban roads (i.e. careful consideration must be given to traffic routings and impacts);
6. Options must not result in unmitigated damage to the quality of the natural and built environments – in the case of impacts being identified, high quality mitigation solutions will be required; and
7. Options should not be dismissed on the grounds of current technical feasibility or cost before being given initial consideration (provided that they align with the other principles) – their benefits could be sufficiently transformational to justify further consideration.

These principles have been used to help inform the development of an initial series of 'Future Transport Concepts', which are described in Chapter 6, which are designed to capture the full range of options that should be considered in the following stages of the Joint Transport Study.

5.3. Guiding Principles for Spatial Options

In the light of the discussion above, it is possible to identify Guiding Principles for the development of spatial options in the Joint Spatial Plan workstream, and for consideration and testing through the Joint Transport Study. Spatial options should be developed in the light of the following transport principles:

1. Spatial options should help to address existing challenges on the transport network, by complementing and supporting measures to improve sustainable travel choices, journey reliability, resilience and connectivity;
2. Spatial options should positively support the shaping of an integrated transport system to improve sustainable travel choices, journey reliability, resilience and connectivity;

3. Spatial options should support the development of an inclusive, accessible and affordable transport system, that enables people to easily access jobs, education and training and services;
4. Spatial options should not result in significant increases in traffic flows on sensitive urban and rural roads that cannot be mitigated through alternatives to the car and/or demand management; and
5. Spatial options should be considered which fully integrate new transport infrastructure, with high quality design for new transport infrastructure as an integral part of new development.

6. Future Transport Concepts

6.1. Introduction

This chapter presents a series of Future Transport Concepts that have been developed as an initial response to the vision, objectives and guiding principles described in previous chapters.

6.2. Rationale for Future Transport Concepts

The Future Transport Concepts represent alternative ways of addressing the transport challenges described in Chapter 3. At this stage they are purely illustrative and form inputs to the next stage of more detailed transport strategy development. However, they present the likely envelope of potential solutions that could be delivered to tackle transport challenges and support growth up to 2036. These concepts are expected to be tested via ongoing stakeholder consultation as part of the study process. In addition, certain strategy concepts could be delivered as part of complementary packages and should not be seen as mutually exclusive.

The proposed Future Transport Concepts are presented in **Table 6-1**. These include consideration of practical as well as innovative transport solutions.

Table 6-1: Future Transport Concepts

Ref.	Future Transport Concepts
1	Strengthen and enhance public transport corridors
2	Extended MetroBus network
3	Extend MetroWest
4	MetroWest ++ (including new rail based transit options)
5	Walking and cycling superhighways
6	Better connectivity
7	Pinch points and bottlenecks
8	Strategic corridor packages
9	Working better together
10	Local Sustainable Transport Fund
11	Regional connectivity
12	Freight
13	Travel demand management

Note: this list has been amended in November 2015 to ensure consistency with the list of concepts in the Transport Study Summary Document produced for the Issues and Options consultation.

The details of the potential schemes and measures within each of these concepts can be found within Appendix A. The contents and detail of the Future Transport Concepts will be developed in the next phase of work for the Joint Transport Study.

Appendix A

Appendix A. Future Transport Concepts

A.1. Transport concepts and associated schemes and measures

The following table sets out potential schemes and measures which could be considered within the Future Transport Concepts outlined in Chapter 6. This list of potential schemes and measures within each concept is not intended to be exhaustive (and is strictly illustrative at this stage), but is to inform the formulation and assessment of transport options.

Note: this list has been amended in November 2015 to ensure consistency with the list of concepts in the Transport Study Summary Document produced for the Issues and Options consultation.

Table A-1 Future Transport Concepts and illustrative schemes and measures

Future Transport Concepts	Illustrative schemes by mode			
	Rail	Bus	Highways	Other
1. Strengthen and enhance public transport corridors	New stations Increased frequency and capacity Station parking / Rail and Ride Public transport interchange Integrated ticketing Information provision Electrification Station upgrades (including Bristol Parkway and Temple Meads)	MetroBus increased frequencies Improved stops Quality Price Integrated ticketing Public transport information Ticketing information Park and Ride (expansion and new) BRT corridors Low emission vehicles Service frequencies	Bus priority expansion	Local station packages (to include station access)
2. Extended MetroBus network		Emersons Green and East Fringe A4 corridor Orbital connections Yate and Thornbury Sevenside to North Fringe Portishead, Clevedon and Nailsea Weston-super-Mare		
3. Extend MetroWest	Henbury Loop Thornbury Bristol – Bath Bristol – Birmingham Bristol – Cardiff			
4. MetroWest ++	Airport connection City Centre Bristol / North Fringe Tram Train Yate to Bath	Enhanced MetroWest and MetroBus interchange		
5. Walking and cycling superhighways				Cycle superhighways (including cycle trunk routes) Improved walking routes
6. Better connectivity		Strengthen orbital bus connections	Sevenside / North Fringe Link Smart Routes M5 Smart Motorway M4 – Ring Road Link Hicks Gate Junction Improved connections around South Bristol 2nd Avon Crossing Improved connections around North Bristol	

Future Transport Concepts	Illustrative schemes by mode			
	Rail	Bus	Highways	Other
7. Pinch points and bottlenecks	Weston rail capacity Bristol – Birmingham / Cardiff pinchpoints	Windsor Bridge Road improvements	A36 - A46 Link A4 Saltford Bypass A370 A4174 Ring Road junctions Callington Rd Link A37 (Whitchurch bypass, Clutton bypass) A4 – B3316 junction	
8. Strategic corridor packages	A4 (bus, highway, active travel) A370 (bus, highway, active travel) A38 (bus, highway, active travel) A37 (bus, highway, active travel) A432 (bus, highway) A4018, A420, A367, A39 improvements M32 Callington Link			
9. Working better together	Franchising powers Financing powers	Franchising powers	De-trunking of key routes WoE/Highways England network management	
10. Local Sustainable Transport Fund	Smart and multi-modal ticketing	Local bus improvements	Local walking / cycling package	Wider use of broadband and home-working, shared mobility (including bike hire, car sharing and car clubs)
11. Regional Connectivity	<i>Influence national stakeholders (government, rail industry, Highways England) to improve links to London, South Wales and the Midlands</i>			
12. Freight	Freight consolidation service Low emissions zones HGV restrictions and routing changes			
13. Travel demand management	Parking management (e.g. residents parking) Parking standards Work place parking levy Congestion charging			

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Bath & North East Somerset Council	
MEETING	Planning, Housing and Economic Development Policy Development & Scrutiny Panel
MEETING DATE:	Tuesday 5th January
TITLE:	B&NES Draft Placemaking Plan
WARD:	All
AN OPEN PUBLIC ITEM	
<p>List of attachments to this report:</p> <p>Appendix 1: Draft Placemaking Plan (due to its large size, this document is only available electronically).</p>	

1 THE ISSUE

- 1.1 This report seeks the views of the Scrutiny Panel on the Pre-submission Draft Placemaking Plan which was published for public consultation on 16th December 2015. The consultation period ends on 3rd February 2016 and any comments from the Panel can be taken into account as part of the forthcoming examination process.

2 RECOMMENDATION

- 2.1 That the Panel considers and comments on the Pre-submission Draft Placemaking Plan.

3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)

- 3.1 Preparation of the Placemaking Plan has been funded from the LDF budget. The costs of the examination and adoption in 2016/17 will also need to be funded from the LDF budget.
- 3.2 Preparation of land-use planning policies will inevitably have an impact on value of land & buildings.

4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL

- 4.1 The Draft Placemaking Plan has been prepared in compliance with the Planning and Compulsory Purchase Act 2004 (“the 2004 Act”) and The Town and Country Planning (Local Planning) (England) Regulations 2012 (“the Regulations”). Once adopted, it will be a statutory Development Plan Document (“DPD”).
- 4.2 Preparation of the Draft Placemaking Plan has also accorded with national policy in the National Planning Policy Framework (NPPF) and guidance in the National Planning Practice Guidance (NPPG). In particular, the Council has sought to ensure that the plan is sound in that it (inter alia);
- Has been **positively prepared** – the plan seeks to meet objectively assessed development and infrastructure requirements, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits;
 - Is **justified** – the plan is the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
 - Is **effective** – the plan is deliverable; and
 - Is **consistent with national policy** – the plan enables the delivery of sustainable development
- 4.3 The Draft Placemaking Plan has been subject to a fully integrated Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) in line with the requirements of the SEA Regulations (Statutory Instrument 2004 No. 1633: The Environmental Assessment of Plans and Programmes Regulations 2004).
- 4.4 The Draft Placemaking Plan will be used for Development Management purposes but will not have the statutory force of section 38(6) of the Planning and Compulsory Purchase Act 2004 until any objections received have been addressed via the examination process and the plan is adopted. In light of the stage of preparation the plan has reached, it will be an important material consideration in the determination of planning applications.
- 4.5 The Housing & Planning Bill 2015 is likely to have implications for some of the policy approaches in both the Placemaking Plan and the Core Strategy but it is premature to seek to pre-empt the Bill’s enactment and so any issues arising will need to be addressed via the examination process.

5 THE REPORT

- 5.1 The Placemaking Plan will provide a district-wide suite of planning policies for B&NES, complementing the strategic framework in the Core Strategy. The Core Strategy forms Part 1 of the B&NES Local Plan and the draft Placemaking Plan is Part 2. The Plans have been combined for clarity but it is only the Placemaking Plan part which is the subject of this report. In a few instances, the Placemaking Plan contains a policy that is intended to supersede a policy or text in the Core Strategy. These superseded policies are identified in the document (Regulation 8(5) of the 2012 Regulations).

5.2 The draft Placemaking Plan includes;

- (1) Spatial frameworks for Bath, Keynsham, the Somer Valley & the Rural Areas. It allocates sites for development where these are necessary to deliver the strategy, setting out the required land-use mix and the development principles.
- (2) Designations where there is a need to identify and protect valued assets, such as important open hillsides or Local Green Space
- (3) Identifies schemes to be implemented such as road or cycleway improvements
- (4) Generic criteria-based planning policies

5.3 In **Bath**, the key issue is how to facilitate the Council's ambitions for growth and change in a relatively small city, recognized for its unique heritage and environment and constrained by the Green Belt. The table below illustrates the development needs /demands in Bath. The development of the spatial strategy has therefore required that the Council make choices, in order to ensure its key priorities are met. The Plan reflects the ambitions of the Economic Strategy the Housing & Well-being Strategy and the Bath Transport Strategy. In particular the proposals of the Bath Enterprise Area Masterplan have been formalised. The Plan highlights the transport interventions that are needed to realise the District's growth proposals.

Table 1: Development needs /demands in Bath

- around **60,000 – 70,000 m² of new office** floorspace.
- projected capacity for approx. **30,000 m² of comparison retail** up until 2029.
- around **7,000 dwellings** in Bath (Core Strategy), of which around **3,300 dwellings are** in the Enterprise Area.
- demand for between **931 and 1607 new hotel bedspaces** by 2030, probably within the Central Area. Spatially, and to only meet the lowest capacity, this is broadly equivalent to five more Apex hotels.
- very significant demand for **new student accommodation** arising from revised university expansion plans. This is broadly equivalent to 11 new Green Park Houses or 150,000 m² of floorspace (see separate paper).

5.4 In light of the limited number of development sites, the tightly drawn Green Belt boundary and the need to take account of the World Heritage Site requirements, there is insufficient space in Bath to meet all the needs for development. Hence the Council has had to make choices on priorities. This means that not all the retail demand or the University growth aspirations for student housing can be accommodated in the plan period. The Plan justifies why this is the case in light of the corporate objective of securing the objectives of the Economic Strategy.

5.5 In light of the preferred strategy for Bath, the Plan allocates key development sites, setting out the broad mix of uses appropriate and sets out policies for the

redevelopment p on design site principles, building heights and site requirements relevant to inform planning applications. Planning Principles, are set out for the following key sites

- Bath Quays North & Bath Quays South
- Manvers Street
- Cattlemarket
- South Bank
- Green Park
- BWR East

5.6 Other key sites on which planning principles are provided are set out below

5.7 At Bath Recreation Ground, the key issues are:

- Reference to the importance of maintaining important views from the city centre to the hillsides beyond
- The requirement to ensure appropriate public realm enhancement along the riverside from North Parade Bridge to Pulteney Bridge, including the retention of a green and well treed corridor where possible.

5.8 At the RUH, the Plan set outs an overall policy approach/framework for considering potential future applications within the site addressing the following issues:

- Ensuring that car parking capacity on site remains sufficient to meet demand
- A holistic approach is taken to considering the importance and function of Green Infrastructure within the site
- The release of parts of the site for redevelopment for housing or other uses will only be acceptable if it has been demonstrated that the land is not needed for health services to meet current or future projected demand

5.9 Bath University Campus: The plan seeks to maximise the use of the site to relieve pressure on development sites in City, whilst taking account of its sensitive location.

5.10 Bath Spa University Campus: The plan recognises that there are limited development opportunities in light of the sensitive Green Belt location and environmental context.

5.11 In **Keynsham**, the Plan seeks to build on the growing strengths of the town, providing a Masterplan for future change. This takes account of the significant growth contained in the Core Strategy.

5.12 The Placemaking Plan seeks to help consolidate this growth and address the identified key issues facing the town. It includes the allocation of key sites including the allocation of Riverside for mixed use, residential led development including a replacement Leisure Centre. A key element of the strategy for the town is the need to regenerate the Keynsham High Street and the Plan includes a number of policies to achieve this.

5.13 In the **Somer Valley**, the Plan focuses on regeneration in light of the Core Strategy objectives of seeking a greater balance between homes and jobs. Both Midsomer Norton and Westfield are preparing their own Neighbourhood Plans and the Placemaking Plan complements the Neighbourhood Plans.

5.14 Key site allocations in the Somer Valley include;

- South Road Car Park for retail with retention of the necessary level of car parking in the town centre.
- Welton Bag Factory for mixed used, residential led development and limited retail
- Retention of the Old Mills employment site
- Identification of the open space at Waterloo Road for a wellbeing /healthy living centre incorporating space for a range of public sector services that could be run by the Council or other agencies, alongside the doctor's facility.
- Identification of land near Norton Hill School for educational purposes
- The Bath College Somer Valley Campus for educational led mixed use with some employment

5.15 In the **rural areas**, B&NES has worked closely with the parishes to produce spatial frameworks for inclusion either in the Placemaking Plan or in their own Neighbourhood Plans. The approach has been to identify locations for new development where required in consultation with the local communities whilst identifying the key environmental assets for protection and conservation.

5.16 It is essential that new development is properly aligned with the necessary infrastructure and so the B&NES Infrastructure Delivery Plan has been updated alongside the preparation of the Placemaking Plan. Key infrastructure requirements have been identified where they are critical to the delivery.

5.17 The Plan also includes a set of **District Wide** policies as listed below. Key issues are highlighted below.

- Local Green Spaces
- Moorings
- Energy minerals
- Landscape setting policy and designated areas
- Green Belt (including previously developed sites)
- Employment policies
- Retail frontages/local centres
- Housing standards (space/accessibility/water efficiency)
- Renewable energy
- Sustainable Drainage
- Housing including self-build, redevelopment and broadband provision
- Urban Design (new policies)
- Transport – car parking standards

5.18 **Local Green Spaces:** National Policy introduced the opportunity to protect local green spaces. The process of notifying land owners of the sites nominated for designation by local communities has raised a number of issues. Land owner objections will primarily be dealt with at Examination where the land is proposed to be designated as a Local Green Space. Curo has expressed the concern that a number of nominated spaces may affect their renewal/regeneration aspirations and the need to retain green spaces. This is being addressed.

5.19 **Housing standards:** Government has reviewed housing construction and space standards and limited the LA scope to set such standards. The LDF Steering Group sought to ensure that the maximum accessibility standards were adopted. Whilst this is justified for social housing, the Council does not currently have the evidence to include this as a requirement of market housing beyond existing building control requirements. However, it is proposed that the Draft Placemaking Plan includes wording that will allow the Council to apply the standard if it able to collate the necessary evidence.

5.20 **On-site renewables:** All new development will be required to include on-site renewables except for industrial uses which is not viable.

5.21 **Parking Standards:** The Parking Standards for new development have been reviewed and the new standards for B&NES are;

Bath

- City Centre Zone:
- Residential – 0.5 parking spaces per dwelling (maximum)
- Non Residential – Zero provision (excluding operational requirements)
- Bath Outer Zone
- Residential – Minimum Parking Standards
- Non Residential – Maximum Parking Standards

B&NES Outside of Bath

- Residential – Minimum Parking Standards
- Non Residential – Flexible case by case basis as per DCLG guidelines

5.22 A Schedule of Parking Standards relating to all land use in the District is included in the Sustainable Transport chapter of the Draft Plan.

5.23 **Urban design** policies will be introduced including policies to cover advertising, signage, outdoor tables and chairs and the Public Realm

5.24 **Employment land:** The strategy is to maintain a critical supply of employment land by protecting key employment sites, allocating new supply e.g. East Keynsham and Old Mills and allowing the managed contraction in some industrial land. However the national objective of maximising brownfield land may impinge on this approach.

Next steps

- 5.25 The future stages in the preparation process will be for the Council to comply with the statutory requirements concerning publication and receiving representations relating to the Draft Placemaking Plan and for Full Council to agree submission of the Draft Placemaking Plan for independent examination by an Inspector appointed on behalf of the Secretary of State. Also submitted alongside the Draft Placemaking Plan to the Secretary of State will be the schedule of public representations received by the Council. It is for the appointed examination Inspector to consider the issues raised in the public representations in his / her role to assess the soundness of the Draft Placemaking Plan as with the other requirements of S20 (5) of the 2004 Act. As a result the Council will not be formally considering the representations received from the next stage.

6 RATIONALE

- 6.1 The UK Planning system is a Plan-led system. This means that planning applications for development must be determined in accordance with Development Plan unless material considerations indicate otherwise. The National Planning Policy Framework requires that each Local Authority should produce a Local Plan for its area and the importance of having it up to date. The Placemaking Plan will be Part 2 of that for the Council's area.

7 OTHER OPTIONS CONSIDERED

- 7.1 None. Publication of a Draft Placemaking Plan and submission for independent examination are statutory requirements of a DPD as required by the 2004 Act and the Regulations. The Council does not have discretion to depart from this process.
- 7.2 In deciding its preferred spatial strategy, the Council has assessed the reasonable options. It has chosen the most appropriate strategy in light of the evidence, as guided by the sustainability appraisal.

8 CONSULTATION

- 8.1 Preparation of the Placemaking Plan has entailed extensive community engagement, both formal and informal pursuing a range of consultation and engagement methods as set out in the [Neighbourhood Planning Protocol](#) (the Council's Statement of Community Involvement).
- 8.2 The Placemaking Plan Launch document was published for consultation in July 2013 and the Options document was published for consultation in November 2014. Around 1,000 comments were received each on the Launch document and Options document.
- 8.3 Alongside these more formal consultations, the Council has continued to work closely with the Town and Parish Councils, community groups and local representatives in order to draw up a policy framework which takes into account local aspirations and concerns. The Council has also liaised with statutory consultees (such as Historic England, Natural England and the Environment Agency) as necessary to address any issues raised. This front loaded approach is aimed at resolving as many issues as possible early in the process in the

preparation of the Placemaking Plan and it is underpinned by evidence to ensure the Plan is 'sound' when submitted for Examination.

- 8.4 An update on the Placemaking Plan process was presented to the Bath City Forum meeting on 13th October 2015. The meeting discussed the range of issues addressed in the Plan and raised particular concerns about the pressures on the City of Bath caused by University expansion, as well as highlighting the need for affordable and social housing in the City
- 8.5 The consultation on the Draft Placemaking Plan will be formal and focussed. Consultees will be invited to comment on whether the Draft Placemaking Plan meets the four tests of 'soundness' (positively prepared, justified, effective and consistent with national policy) and is legally compliant as required by the NPPF para 182. The broad programme of engagement activities previously undertaken as part of the Placemaking Plan Launch document and Options document consultation by virtue of Regulation 18 of the Regulations is not repeated in the forthcoming consultation.
- 8.6 The publication of the Plan for consultation is prescribed in Regulation 19 of the Regulations which entails making the Draft Placemaking plan and other documents publicly available together with notification of Consultees. Nevertheless where possible the Council will publicise the next stage of the process as far as is possible in addition to the statutory requirement in order for public awareness of the process and representations on the Draft Placemaking Plan to be made and in line with the Neighbourhood Planning Protocol.
- 8.7 The Council's Monitoring Officer, section 151 Officer and the Place Strategic Director have had the opportunity to input to this report and have cleared it for publication.

9 RISK MANAGEMENT

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

Contact person	<i>Lisa Bartlett 01225 477550, Simon de Beer 01225 477616</i>
Background papers	<i>Key Policy</i> <ul style="list-style-type: none">• <i>B&NES Core Strategy 2014</i>• <i>National Planning Policy Framework</i>• <i>National Planning Practice Guidance</i>• <i>Extant Supplementary Planning Documents – such as the Planning Obligations SPD, HMO in Bath SPD, Sustainable Construction & Retrofitting SPD etc.</i>

	<p><i>Existing Key Evidence Base/Policy</i></p> <ul style="list-style-type: none"> • <i>B&NES Economic Strategy</i> • <i>B&NES Housing & Well-being Strategy</i> • <i>Building Heights Study 2010</i> <p><i>New Evidence Base to the Placemaking Plan:</i></p> <ul style="list-style-type: none"> • <i>Bath Transport Strategy</i> • <i>Office market demand in B&NES - current enquiries</i> • <i>Lambert Smith Hampton Office Review/Demand Study</i> • <i>Lambert Smith Hampton Industrial Review</i> • <i>East of Bath P&R – assessment of options</i> • <i>Existing P&R sites – assessment of options & identification of land for expansion</i> • <i>Paramics modelling of Bath EA & other development mix proposed in Draft Plan</i> • <i>Paramics modelling of development/transport interventions phasing</i> • <i>Bath car parking strategy (off-street car parking provision)</i> • <i>Commercial car parking standards in Bath & town centres (plus modelling of impact of parking standards in Bath on transport network)</i> • <i>Housing mix for Bath (to support Economic Strategy)</i> • <i>Bath CA Character Appraisal (phase 1- city centre/EA)</i> • <i>Flooding – review & prepare sequential approach/exceptions test report (especially relevant for Bath EA sites)</i> • <i>Keynsham Leisure Centre Options</i> • <i>East Keynsham Employment Site Masterplan (helps determine waste site allocation)</i> • <i>Transport Studies for Keynsham</i> • <i>Midsomer Norton Town centre transport studies</i> • <i>MSN: South Road Car park - deliverability/market assessment for retail</i> • <i>MSN: Welton, Bibby & Baron – assess site capacity</i> • <i>Viability – assess viability of development options on proposed allocations across the District</i> • <i>GI – identification of key components of GI network for strategy diagrams</i> • <i>GI – identification of GI network (District-wide) for Policies Map</i> • <i>Landscape – review/identification of green spaces of importance to landscape character (VIOS/IH)</i>
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	<ul style="list-style-type: none"> • <i>Green Spaces Strategy</i> • <i>Playing Pitch Strategy</i> • <i>Local centres – occupier/use survey of local centres (District-wide)</i> • <i>WENP work - identifying GI/ecological corridors for Policies Map</i> • <i>Student Numbers and Accommodation in Bath (Nov 2015 update)</i> • <i>B&NES Local Green Space Summary Report</i> • <i>B&NES Allotment Management Plan & Site Selection Criteria</i> • <i>Commercial Signage & Tables and Chairs – Bath Design & Conservation Area Guidance (Nov, 2015 Draft)</i> • <i>Bath Pattern Book – Parts 1 & 2</i> • <i>B&NES Community Energy Strategy</i> • <i>B&NES Enterprise Area District Heating Feasibility Study</i> • <i>B&NES Renewable Energy Policy Evidence Summary Report</i> • <i>B&NES Surface Water Management Plan</i> • <i>West of England Sustainable Urban Drainage Developer Guide</i>
<p>Please contact the report author if you need to access this report in an alternative format</p>	

Bath & North East Somerset Council	
MEETING	Planning, Housing and Economic Development Policy Development & Scrutiny Panel
MEETING DATE:	Tuesday 5th January
TITLE:	Neighbourhood Planning Update
WARD:	All
AN OPEN PUBLIC ITEM	
List of attachments to this report: Attachment 1: Schedule of Neighbourhood Planning work in B&NES	

1 THE ISSUE

- 1.1 This report provides an update on Neighbourhood Planning in B&NES.

2 RECOMMENDATION

- 2.1 That the Panel notes the current position on Neighbourhood Planning in B&NES.

3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)

- 3.1 The main costs of producing Neighbourhood Plans are related to in-kind technical support, plus the costs of the independent examination, referendum and associated printing costs. These costs continue to be funded through a £30,000 Government Neighbourhood Planning Grant (per Plan), which will be received by the Council by the end of the calendar year (Neighbourhood Planning Grants are paid quarterly).
- 3.2 All other minor costs associated with supporting the preparation of the Neighbourhood Development Plan have been covered within the Council's LDF budget. Significant community resources are inputted into developing Neighbourhood Plans, including substantial volunteer time.
- 3.3 Once the Neighbourhood Plan is made (adopted), a parish will receive 25% of CIL payments for development within their Neighbourhood Area, in line with the CIL Regulations (rather than the typical 15%). The CIL liability at 15% or 25% is determined at the stage a detailed application is made.
- 3.4 There are two DCLG National Neighbourhood Planning Champions in the Planning Policy Team and one community National Neighbourhood Planning

Champion (Rosemary Naish from Clutton Parish Council). This recognises the strength of expertise and knowledge in this field locally.

- 3.5 A successful bid was made as part of the Place Directorate Strategic Review to support enhanced Neighbourhood Planning activity in order to secure additional government grants in this area for B&NES Council. It is anticipated that this will be implemented in 2016-17 for the period of the next 4 year medium term financial plan.
- 3.6 Neighbourhood Planning Groups also have access to funding of £8k-£16k from Locality (administering on behalf of DCLG). All Neighbourhood Planning Groups in B&NES that have applied for this funding have been successful, and there has been support and advice provided in making these grant applications from the Planning Policy team.

4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL

- 4.1 The Localism Act 2012 introduced three neighbourhood planning powers (see box below). These are all permissive, pro-development tools which allow communities to encourage, shape and influence new development. Neighbourhood Planning activities must be in general conformity with national planning policy and strategic local planning policies.

Neighbourhood Planning Powers

Neighbourhood Plans

A Neighbourhood Plan is a neighbourhood level development plan for all or parts of a defined neighbourhood area. The content can be locally defined, but it is likely to include a vision statement or diagram, and locally derived planning policies or site briefs. Neighbourhood Plans can influence where new homes and offices should be built and what they should look like. It can be detailed, or general, depending on what local people want. They can be less restrictive than the Local Authorities policies but not more restrictive.

Neighbourhood Development Orders (NDO)

This is an legal document which permits development that a community want to see in their area – either in full or outline, so that it does not require a full planning application or for planning permission to be granted for the local planning authority. Essentially this tool extends existing permitted development rights for specific types of development. In terms of process the process for producing a Neighbourhood Plan is much the same as preparing a Neighbourhood Development Order. Orders might allow extensions to community buildings, affordable housing or local scale renewable energy installations. All other consent regimes will still apply e.g. Building Regulations or Listed Building consent.

Community Right to Build

This is a type of NDO for a particular scheme. It will be for community and voluntary groups only (as defined in the regulations) to identify suitable land, sources of finance and secure support for their proposals. It requires agreement through a 'community referendum'. Such schemes will not need to go through the normal

- 4.2 The Council has a duty to assist communities in the preparation of Neighbourhood Development Plan and orders and to take a Plan through a process of examination and referendum and to bring the Neighbourhood Plan into force.

Once the Plan has been 'made' by the Council there is a six week period where legal challenges can be submitted..

- 4.3 The Government has also published Neighbourhood Planning Regulations, to ensure a level of national consistency in the approach. To assist local communities, the Council has published a step by step guide in it's the My Neighbourhood publication. This document has been recognised nationally as good practice.
- 4.4 A 'made' plan has the full weight of the planning system alongside other statutory Plans prepared by the District Council.

5 THE REPORT

- 5.1 The Council has worked closely with local communities in both preparing neighbourhood plans and on the Placemaking Plan. There are currently three 'made' plans which have been brought into force (Stowey Sutton, Freshford & Limpley Stoke and Clutton) and another 10 plans under preparation with 6-7 expected to be 'made' by the end of 2016. The up-to-date position is summarised in the schedule in **Attachment 1** to this report.
- 5.2 A number of the Parish and Town Councils have sought to allocate sites or designate local green spaces via the Placemaking Plan rather than through a Neighbourhood Plan. This is an efficient way for the Parish and Town Councils to impact on development locally without incurring the additional work of a Neighbourhood Plan. For example, almost 300 Local Green Space Nominations were made via the Placemaking Plan (these are typically made via Neighbourhood Plans).
- 5.3 The types of issues that Neighbourhood Plans in B&NES have focused on in B&NES so far have been:
- Local Green Space Designation
 - Design and character policies
 - Policies relating to infill development and settlement boundaries
 - Policies related to community and social infrastructure
 - Policies relating to local housing and employment development

6 RATIONALE

- 6.1 This is an update report and no decision is required.

7 OTHER OPTIONS CONSIDERED

- 7.1 None. The Council has a statutory obligation to support Neighbourhood Planning.

8 CONSULTATION

- 8.1 Neighbourhood Plans are subject to statutory public consultation arrangements as described in the B&NES Neighbourhood Planning Protocol.

8.2 The Council's section 151 Officer has had the opportunity to input to this report and have cleared it for publication.

9 RISK MANAGEMENT

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

Contact person	<i>Simon de Beer 01225 477616</i>
Background papers	<u>B&NES Core Strategy 2014</u> <u>B&NES Draft Placemaking Plan 2015</u> (5 Volumes) <u>B&NES 'My Neighbourhood'</u>
Please contact the report author if you need to access this report in an alternative format	

ATTACHMENT 1: B&NES NEIGHBOURHOOD PLANNING UPDATE

Neighbourhood Planning Group	Neighbourhood Plan Area Designated	Draft Plan Submitted to B&NES	Neighbourhood Plan examination	Neighbourhood Plan Referendum	Neighbourhood Plan 'made' by B&NES
Freshford and Limpley Stoke	30 th October 2013	November 2014	January 30 th 2015	10 th September 2015	4 th November 2015
Englishcombe	15 th March 2013	December 2015*	February 2016*	April/May 2016*	June/July 2016*
Batheaston	19 th March 2013	September/October 2016*	November 2016*	January/February 2017*	March/April 2017*
Clutton	27 th August 2013	1 st March 2015	9 th June 2015	10 September 2015	4 th November 2015
Stanton Drew	11 th October 2013	September/October 2016*	November 2016*	January/February 2017*	March/April 2017*
Midsomer Norton	14 th January 2014	June/July 2016*	August/September 2016*	October/November 2016*	December 2016*
Stowey Sutton	13 th December 2013	January 30 th 2015	13 th May 2015	7 th August 2015	9 th September 2015
Timsbury	2 nd January 2014	January 2017*	February 2017*	March/April 2017*	July 2017*
Chew Valley Area	26 th March 2014	March/April 2016*	June 2016*	July/September 2016*	November 2016*
Whitchurch	3 rd March 2014	January/February 2016*	March 2016*	April/May 2016*	June 2016*
Publow with Pensford	11 th February 2015	September/October 2016*	November 2016*	January/February 2017*	March/April 2017*
Westfield	23 rd April 2015	May 2016*	July/August 2016*	September 2016*	November 2016*
Keynsham	December 2015*	January 2017*	March/April 2017*	June/June 2017*	September 2017*

* Expected completion dates

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Bath & North East Somerset Council	
MEETING	Planning, Housing and Economic Development Policy Development & Scrutiny Panel
MEETING DATE:	Tuesday 5th January
TITLE:	Student Accommodation (Placemaking Plan)
WARD:	All
AN OPEN PUBLIC ITEM	
List of attachments to this report: None	

1. THE ISSUE

- 1.1 This reports sets out the Council's proposed strategy to respond to the demand for Student Accommodation in the Bath through the draft Placemaking Plan. The Panel's comments can be taken into account in the presentation of Placemaking Plan to the Inspector at the forthcoming public consultation.

2. RECOMMENDATION

- 2.1 That the Panel comment on the strategy contained in the Placemaking Plan for responding to the demands for student accommodation.

3. RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)

- 3.1 Preparation of the Placemaking Plan is being funded from the LDF Budget and undertaken by the Planning Policy Team working across the services.

4. STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL

- 4.1 The Placemaking Plan is a statutory Development Plan Document and its preparation is governed by statute and regulations. This covers both process and consultation arrangements. Once adopted it will have full statutory weight and will be the primary consideration in the determination of planning applications. The Plan increases in weight as its preparation progresses.

4.2 The Inspector's role at examination is to test whether the Plan is sound. This means that the Council has sought to ensure that the plan is sound in that it (inter alia);

- Has been **positively prepared** – the plan seeks to meet objectively assessed development and infrastructure requirements, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits;
- Is **justified** – the plan is the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- Is **effective** – the plan is deliverable; and
- Is **consistent with national policy** – the plan enables the delivery of sustainable development.

4.3 The Draft Placemaking Plan has been prepared in compliance with the Planning and Compulsory Purchase Act 2004 ("the 2004 Act") and The Town and Country Planning (Local Planning) (England) Regulations 2012 ("the Regulations"). Once adopted, it will be a statutory Development Plan Document ("DPD").

4.4 The Draft Placemaking Plan has been subject to a fully integrated Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) in line with the requirements of the SEA Regulations (Statutory Instrument 2004 No. 1633: The Environmental Assessment of Plans and Programmes Regulations 2004).

5. THE REPORT

Introduction

5.1 The increasing demand for student accommodation is one of the key issues currently affecting Bath. This is one of the most high profile issues affecting Bath. As part of the Placemaking Plan process the Council has reviewed the approach in the adopted Core Strategy (2014), in light of new evidence on presented by the Universities on their growth aspirations and the consequent impacts on the City. Whilst the headlines of the strategic planning framework within which the Universities need to operate remains the same i.e.

- the Article 4 Direction on Houses in Multiple Occupation (HMOs) which is flexible in its application via the HMO Supplementary Planning Document (SPD);
- Policy B5 on the management of further higher education related space in certain key areas of the city; and
- on-campus capacity e.g. for the University of Bath on the land that was removed from Green Belt in 2007) its anticipated outcome is less likely to enable delivery of the growth aspirations which was previously intended. The cumulative growth aspirations of the Universities and the related implications for student accommodation have increased since the adoption of the Core Strategy. That needs acknowledgment in revisions to the Plan.

Previous Strategic Assumptions

- 5.2 At the time of the preparation, examination and adoption of the Core Strategy in 2013/14 the combined published growth forecasts/corporate plans of both institutions were lower than the growth rates achieved prior to 2011. The needs related primarily to the growth of the University of Bath. The evidence for Bath Spa University was that it would remain the same size and would thus not generate any further pressures for student accommodation. The extent of the challenge was a need for around another 2,400 bedspaces, most likely needed by September 2020.
- 5.3 In these circumstances the student accommodation needs generated could be met alongside the city's other objectively assessed development requirements and priorities (via a combination of mainly on-campus development, supplemented by some additional off-campus development) and without the need for the already high proportion of student HMOs to increase.
- 5.4 The significance of attempting to hold 2011 levels of student HMOs as a 'high watermark' is because Bath (the city being the logical unit of analysis, not B&NES as a District) has the highest concentration of fulltime Higher Education (HE) students (HESA data), after Oxford. Moreover, unlike Oxford, it does not have the dedicated student residences of a long established college system, and the multiple Oxford Brookes campus locations are less constrained than either Claverton Down or Newton Park. Student HMOs as a proportion of the dwelling stock are therefore very high, more so than in Oxford.
- 5.5 It was recognised that to achieve an actual contraction in the baseline student HMO market (to redress past expansion) would require significant amounts of scarce and valuable land within the city to be developed for post first year student accommodation. In order for the vision for Bath to be realised it was clear that such land would be needed for the delivery of 7,000 additional 'normal' dwellings and other commercial uses, not least office space to provide employment opportunities for population growth.

Updated Strategic Assumptions

- 5.6 Growth aspirations only to September 2020 have been provided in evidence from each University. That is not unreasonable as few institutions plan corporately based on the full timeframes of a Development Plan, but it is quite possible that both institutions will aspire to further growth beyond 2020, if aspirations to that point, or thereabouts are achieved. This is not an exact science and the purpose of the analysis below is to illustrate that there is a clear issue for the city of a considerable scale, rather than to precisely identify potential future needs. Institutions may modify their aspirations, plans or initiatives at any time. Further, the numbers to 2020 present enough of a challenge without speculating to 2029, although for comprehensiveness the conclusion of a long range projection of historic trends is presented as part of the data below.
- 5.7 Summarising a snapshot of the combined position set out in the Student Numbers and Accommodation Study (2015) is difficult as there are

discrepancies between publically available HESA data (which is presented in a consistent format) and the data provided by the Universities during the preparation of the Plan. Further Bath Spa's plan evidence is set out in the form of FTEs rather than actual students. It is desirable that both institutions provide current and forecasting data in a consistent HESA format, and explain in detail how actual total registered students by mode of study are discounted to achieve a demand figure.

University of Bath – aspirations for growth

- 5.8 Data provided by the University of Bath (UoB) in July 2015 in a HESA format shows that it aspires to grow from around 14,000 registered students in 2011/12 to around 19,300 in 2020/21. The forecast growth is very much set to be oriented towards full time study, which generates the greatest need for further study bedrooms. At the start of the plan period around 79% of students were full-time yet 73.5% of total registered students were judged by the University to be in accommodation need in the city (deductions being made for a number of reasons including all part-time students, and full time students on sandwich courses etc). The baseline ratio is forecast to rise to 77.5% by 2020 (as the share of art time students falls). Therefore, the need is currently for around 10,300 bed spaces and this could rise to around 15,000 (if the aspiration is fully achieved).
- 5.9 The aspiration is therefore for 5,300 more students and this would equate to a need for 4,700 more bed spaces to 2020/21

Bath Spa University – aspirations for growth

- 5.10 Data provided by Bath Spa University (BSU) between March and July 2015 is in a different format to that presented by the UoB and lacks clarity in respect of future changes in actual students, their mode of study and accommodation needs arising.
- 5.11 In its representations at Options stage it stated that it aspired to grow from 6,632 FTEs (full time equivalents) in 2014/15 to 10,500 FTEs in 2020/21. This was broken down by year group but not mode of study. In response to the Council's request to back date FTEs figures to 2011/12 the University provided a figure of 6,060. Total aspired to FTE change for the current decade is therefore around 4,500. Clearly there is scope for a high proportion of this figure to be new full time students.
- 5.12 HESA data from 2009/10 to 2013/14 (latest available) on actual numbers and mode of study (which is more useful to assess and forecast housing needs) shows full time enrolment being quite steady at around 6,000 but that part time enrolment has contracted sharply from 3,000 to 1,200. In 2013/14 the ratio was about 83/17. The increase in the full time share of students to this level has also been a feature of change at the University of Bath. If that is to be a new 'norm' then 83% of the increase in FTEs might be full timers (3,835) and the residual 675 FTEs would be made up of something more than that in terms of actual students (say double i.e. 1,350).

- 5.13 If that is so and if aspirations are achieved then full time registrations could increase from 6,000 in 2011/12 to around 9,835 and part time to 2,550. Total enrolment would therefore be around 12,385 (79% full-time and thus less than 83% but of the same order of magnitude). 2011 total enrolment was 8,555 (HESA).
- 5.14 Using full-time students as a proxy for students in need of accommodation (by proxy it means that some full time students won't contribute to needs e.g. they live at home or outside Bath but some part-time students will contribute to need e.g. an undergraduate staying on in an HMO to do a postgraduate course), the need could increase by around 3,895.
- 5.15 BSU signalled to the Council in December 2015 that part of its aspiration (Bath Spa Global programme) was potentially going to be scaled back. Being a generator of full-time students, that change would have a notable effect on the net change in accommodation demand between 2011-/12 and 2020/21. The Council is in dialogue with the University to obtain further data from in HESA format related to this aspiration as stated in March/ July 2015 and in respect of any changes to that aspiration.

Combined Picture of base demand and aspirations

- 5.16 On the basis of the representations received at Placemaking Plan Options Stage (Jan- July 2015) it is prudent for the Development Plan to assume in total that:
- (1) aspired to enrolment would see numbers increase from around 22,500 to around 31,700 (+9,200) to 2020/21
 - (2) accommodation needs would increase from 16,300 to 24,800 (+8,500)
 - (3) that these figures are only to 2020/21 and that if they are not achieved by then, that they may be achieved later in the Plan period. If they are achieved then further growth may be aspired to later in the plan period.

Supply of student accommodation

- 5.17 At December 2015, the Council has taken into account dedicated new supply (on and off-campus) that has been built since 2011, is under construction or is permitted, and estimated additional capacity of not more than 1,000 within specific areas currently shown for accommodation development in the UoB masterplan (2014 update). Exclusive use developments yield around 3, 000 bed spaces (1,700 to UoB and 1,300 to BSU). A further 944 bedspaces that are built, under construction or permitted are currently or potentially available to any student.
- 5.18 However, of these 944 bedrooms, 375 are permitted in outline within Bath Western Riverside (BWR) on part of a BMW/Mini car showroom site that is no longer available. There is some scope to explore an alternative location elsewhere within the BMW site but at present the 375 cannot be seen as commitment as the permission will not be implemented. The 'other

commitments' figure is therefore more robustly viewed as being 569 and it is assumed that each institution students claim a half share. Future property deals on these extra sites could change that assumption.

5.19 This boosts total commitments and master planned on-campus areas to 3,569 (1,985 UoB and 1,585 for BSU) This leaves a residual need of around 4,900 bedrooms (around 2,700 for UoB and 2,300 for BSU) in relation to 2020/21 aspirations. That is equivalent to a need for:

- around 1,225 HMOs to September 2020, or if that is to be avoided
- around 11 more city centre type Green Park House developments (461 beds in 13,500 m2. i.e. 148,500 sq.m. overall) or ,
- around 15 more out-of-centre type Twerton Mill Developments (327 beds on 8,700 m2. i.e. 130,000 m2. overall)
- that is an opportunity cost of around 1,700-1950 normal apartments or 60,000 sq m of office space and 900-1,150 apartments, and the affordable housing component which could be secured within that.

5.20 These numbers would of course increase significantly if the trajectory of aspiration to 2021 was achieved and continued to 2029. As an illustration, for the UoB alone, if the long term annual rate of growth of around 4% is projected forward, it would increase needs by a further 5,500 bedspaces (1,375 HMOs or a further 12 Green Park House Developments).

Policy approach

5.21 The Council still seeks to enable, as far as possible, the continued success of The UoB and BSU and the contribution they make to the city's identity, profile and employment base, and their a wider contribution to the UK skilled workforce and GVA. The provision of student accommodation is a high priority for the Universities and the Council also understands that each institution aspires to invest in and spread its academic and administrative estate in order to continue to provide high standards, in what is becoming an increasingly competitive higher education market. The Council is also aware Governments Higher Education Green Paper (November 2015).

5.22 However, in terms of the strategy for Bath, the University development requirements and aspirations form part of a whole suite of demands on a highly constrained city, which is a relatively small as a host for two universities and which has a limited land supply for meeting all development needs in full (see Table 1 below). Thus, difficult choices need to be made and the completion of the review of the Development Plan has highlighted such matters and site specific and derailed topic based policies have come under the spotlight. For example elsewhere in this Plan the Council has determined that it cannot meet the need for identified longer term retailing capacity without impacting on other objectives that it is has prioritised.

- 5.23 The development of new academic space and student accommodation are clearly matters that require policy direction in the Local Plan at a strategic and site specific level. The Council is mindful that the growth in student numbers has not been accompanied by sufficient on-campus study bedrooms but that the associated expansion of the student lettings market (which the National Planning Practice Guidance or NPPG allows as part of the solution to student housing issues) has diminished the ‘normal’ housing stock of the city, cancelling out, in part, gross additions to the stock. Whilst a student HMO sector is a common feature of University towns its current size in relation to Bath is already a cause for concern and the idea of it increasing further exacerbates this concern for interest groups including residents associations and those seeking to secure a house to rent or buy. The issues relate to the retention of mixed neighbourhoods in the city and also the maintenance of the conventional stock of residential properties from a strategic perspective.

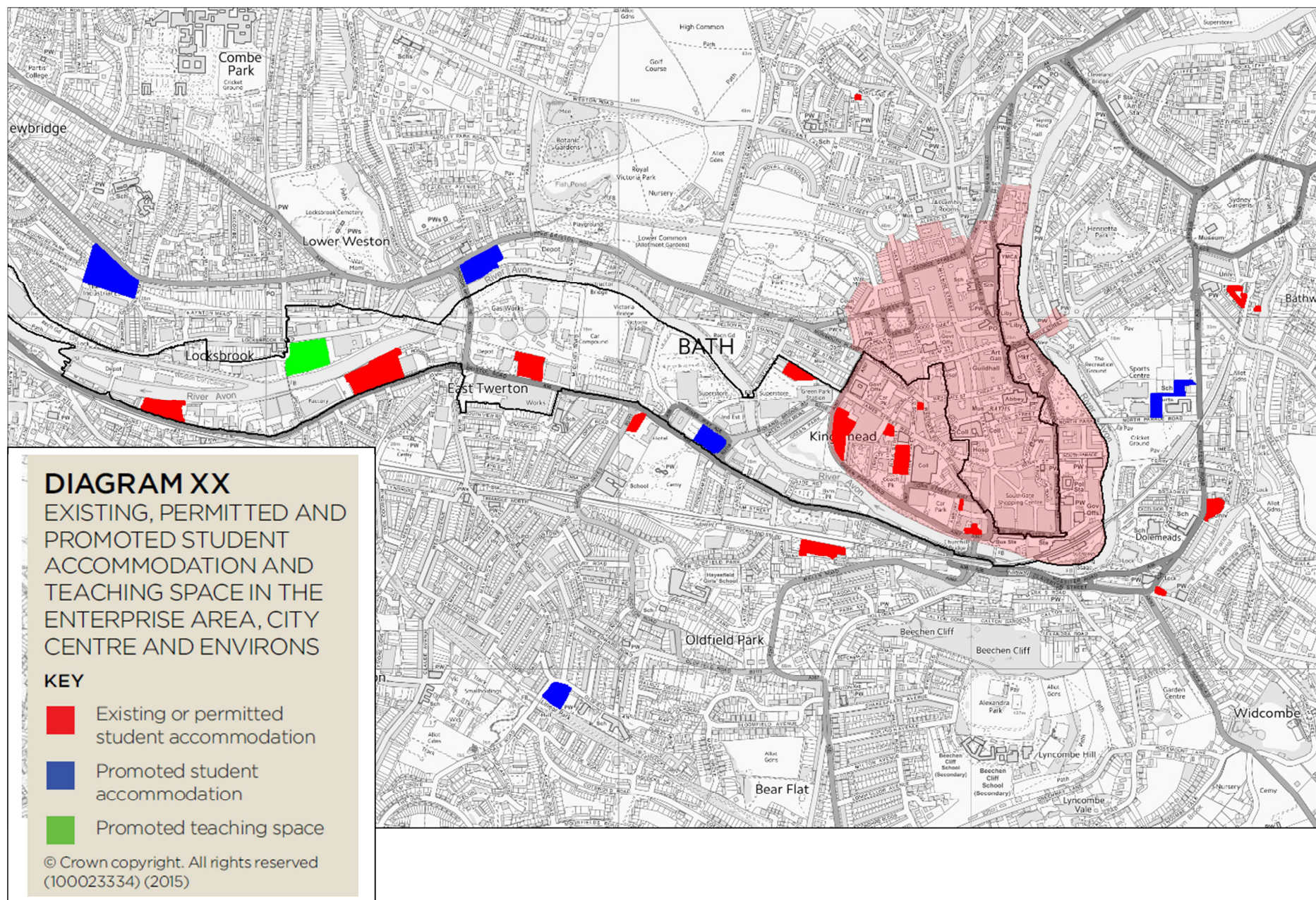
Table 1: Development needs /demands in Bath

- around 60,000 – 70,000 m2 of new office floorspace.
- projected capacity for approx. 30,000 m2 of comparison retail up until 2029.
- around 7,000 dwellings in Bath (Core Strategy), of which around 3,300 dwellings are in the Enterprise Area.
- demand for between 931 and 1607 new hotel bedspaces by 2030, probably within the Central Area. Spatially, and to only meet the lowest capacity, this is broadly equivalent to five more Apex hotels.
- very significant demand for new student accommodation arising from revised university expansion plans. This is broadly equivalent to 11 new Green Park Houses or 150,000 m2 of floorspace (see separate paper).

- 5.24 Some stakeholders have requested a dedicated student accommodation strategy to inform planning policy. In the Council’s view the reality for Bath is that the approach to this issue cannot stand alone outside of an overall integrated suite of planning policies for the whole city that considers and balances all uses and all issues. The approach to higher education and student accommodation can only make sense against the background of the full spatial planning context and its drivers. The Council cannot direct the Universities not to aspire to grow. It can only look to achieve the full scope of all needs /requirements/ aspirations affecting the city and seek to

meet them in a sustainable way within its unique collection of environmental constraints. In a place such as Bath that may also involve a scheme of prioritisation of uses. The choices that are made affecting this issue are intimately interlinked with the choices that are made for others. The statutory Development Plan and the plan-making process is the place to set out and test policies affecting this issue and this is what the Plan does.

- 5.25 Should any interested party view the approach as unsound then detailed modifications will need to be suggested to the examining Planning Inspector
- 5.26 The implication of the Plans policies and associated tools such as the Article 4 Direction (and accompanying SPD) is that aspirations may not necessarily turn into outcomes unless, for example the UoB begins to utilise its non-green belt estate for follow-on accommodation and that one or both institutions supplement what has been already been secured in the city, with limited further windfall potential sites and solutions elsewhere. The effect of the Plan will be to contain to a significant degree the level of further in city sites.
- 5.27 The Council has considered additional measures/policies such as refusing teaching space when dedicated accommodation supply is generating a need for more than a certain number of HMO bedrooms. Such an approach is in place in Oxford, but it is not considered to be a tool to be deployed yet in Bath as new teaching space is not only about enabling growth but improving existing conditions, there is not an equivalent B5 policy in Oxford, and both Oxford Universities have more land ownership options. Such a mechanism will though remain an option for future plan reviews.



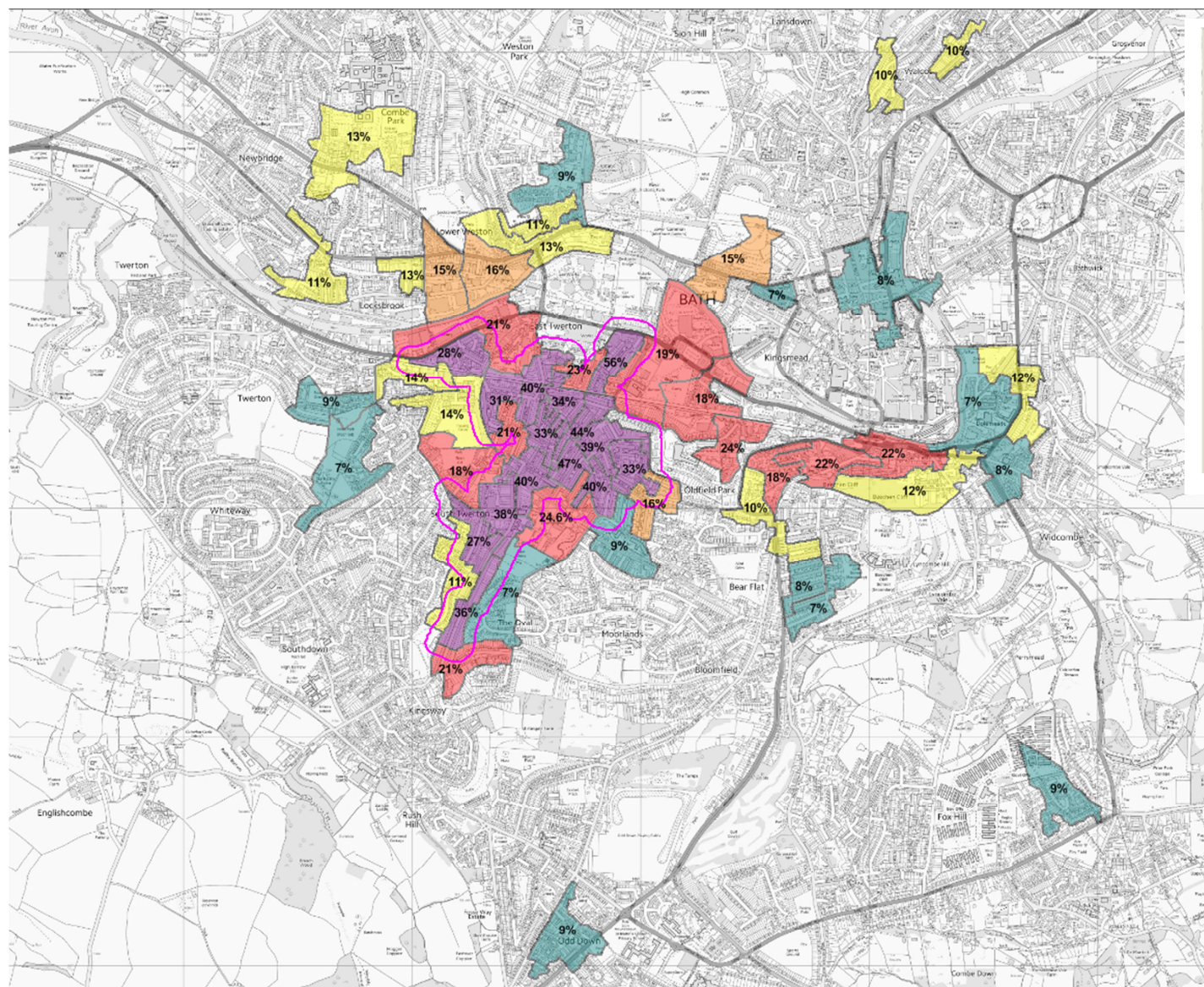


DIAGRAM XX

CONCENTRATIONS OF HOUSES IN MULTIPLE OCCUPATION (WHERE AT LEAST 7% OF LSOA)

KEY

November 2015 Stage 1 test area for Houses in multiple Occupation SPD

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In-City Student Accommodation Blocks

- 5.28 In presenting the analysis it is crucial to understand that the District's housing requirement of 13,000 dwellings and the quantum that is to be delivered at Bath (7,000) relates to non-student dwellings only. Whilst the NPPG states that student housing can count towards a housing requirement, that is only logically the case, as recognised by the Core Strategy Inspector, when that requirement itself includes a component of student housing (as a bed space equivalent). In B&NES that is not the case. Student housing needs are a separate component of specialist demand in the form of bedspaces and on the evidence above are clearly volatile – hence why they are assessed separately.
- 5.29 Whilst the NPPG also states that student accommodation can be counted based on the amount of housing that is released, this only holds true if the Universities are not growing and not using that new accommodation to achieve that growth. Where this is the case, new accommodation to enable more recruitment can simply 'fan the flames' of the HMO housing market by generating ever increasing demands for follow-on accommodation (i.e. more demand for HMOs or further accommodation blocks). Whilst short term boosts to supply recently achieved by BSU can have a short term positive effect, in the longer term once fully occupied with first years they will create further downstream demands. Neither University has historically had an eye to investing in land for follow-on demands. It is clear from BSU representations on the Options document that the space it has secured is to enable the growth in first year intake.
- 5.30 There will always be an opportunity cost of allowing student accommodation blocks with the city. Up to a point this cost is manageable as it will not impact upon the achievement of the city's overall development programme as set out in Policy B1 of the Core Strategy. However, beyond a certain point, the opportunity cost of developing too much land in the city for student accommodation or teaching space becomes harmful to the realisation of objectives for housing, affordable housing and employment space. Whilst a number of in-city private sector accommodation projects have been permitted since 2011, this was prior to the adoption of Core Strategy Policy B5, when its 'controls' were not in place. However, having regard to monitoring data those developments have not put at risk the objectives to which B5 relates – but they increase the scarcity value of the land that is left to achieve those objectives.
- 5.31 The risk identified is not helped by the fact that student accommodation is currently one of the most the most lucrative form of real estate investment and is therefore often the most commercially attractive option to landowners. There is a risk that without a suitable planning policy framework, this sector will squeeze out the achievement of other requirements and that change in Bath will become focused too much on housing a transitory learning population (not all of which will go on to use their skills in the city, sub-region or even within the UK economy) than housing a more permanent and working population and achieving employment space and affordable housing outcomes. Further even if a new accommodation block did measurably (as

opposed to in theory) release some HMOs back to the stock this would not be a release of affordable housing, and the affordable housing that could have been provided on the student accommodation site will have been forgone.

5.32 In the Council's analysis there is not the land within the city ('city' does not include on-campus land) to enable the aspirations of the Universities (even if these were curtailed somewhat) without significant negative effects on other priorities – hence the approach set out in Policy B5 of the Core Strategy. This is not a blanket moratorium on further student accommodation blocks within parts of the city to which it relates, but these will be limited to windfall sites that are not identified for other uses in the HELAA or allocated in the site allocations section of the plan. The site allocations section of the Plan identifies a number of sites that will change during the plan period within and outside Policy B5. None of the site allocations policies identify student accommodation as part of the land use mix – and where windfall sites do become available other interested parties as well as the Universities, for example Bath City college or language schools, may be interested in that land. The LPA cannot control who within the same planning use class secures the land. Due to the scale of the development challenge the Council has earmarked much of the land that is available / developable for specific uses. The scope for windfall potential is limited.

5.33 This policy framework of prioritising the achievement of targets for other land uses in key areas of the city will implicitly result in significant containment effects in respect of student accommodation block. It will likely direct even more attention to the further growth in student HMO market as a source of supply and to on-campus options. However, that too is constrained

Houses in Multiple Occupation (HMOs)

5.34 Relative to other places the proportion of the housing stock that has already been converted to student Houses in Multiple Occupation (HMOs) is very high, higher even than in Oxford. The proliferation of HMOs in Victorian terraces in the Oldfield Park/ Westmoreland area is the most visible consequence of the mismatch between the growth in students and dedicated on-campus and off-campus accommodation development.

5.35 In July 2013 in recognition of this proliferation an Article 4 Direction was made to require a planning application for the change of use of a C3 dwelling to a C4 HMO in Bath. An accompanying SPD current applies a 25% threshold for streets/ neighbourhoods in the city, after which permission will be refused. The existing concentration of HMOs in the Oldfield Park area has now reached that threshold (in many cases the threshold was already significantly breached prior to the Article 4 Direction being made). Variations to the SPD can be made outside the full plan-making process to loosen or tighten the application of the Article 4 Direction in a targeted or city-wide way. However, the Council is aware that HMOs play a role beyond housing students and is mindful of this role. Whilst there are HMOs in other parts of the city it is not clear whether landlords can/will increase their portfolios at the rate required to enable the Universities aspirations to be met.

- 5.36 It seems unlikely that the unprecedented rate of increase that the Universities would require would take place given that the hotspot (Oldfield Park area) has no further headroom for growth and when it would require the market to colonise areas with housing type profiles and asking prices that are very different to the Oldfield Park area. Some further HMOs can though be expected to be permitted. There have been 78 more HMOs permitted in the 29 months from July 2013 (32 per annum). That is far below the rate that would enable HMOs to exclusively meet the Universities residual needs relating to their aspirations to 2020. The conversion of a C3 dwelling to a C4 HMO is to be counted as a loss of a C3 dwelling housing in respect of monitoring net additional housing supply for the plan period and in respect of 5 year housing land supply, and these losses will require corrective action at plan review if the 7,000 net dwellings target for the city is at risk. The SPD can be varied to manage the extent of change and the risk of that happening.
- 5.37 A significant increase in student HMOs in Bath to 2020/21 or beyond would put the achievement of 7,000 net additional dwellings at risk and put considerable pressure on 5 year housing land supply for the District. The Council would not view it as sustainable to make corrective action for a further 1,200 HMOs. It does not see any options for corrective action on the edge of Bath, not solely for Green Belt reasons but in respect of the significance of the World Heritage Site by virtue of impacts on its setting. Further, making corrective action for that level of development further afield is significantly less sustainable than retaining that supply within the city itself. The situation will be monitored and the SPD for the Article 4 Direction reviewed and amended as deemed necessary.

On-campus Development

- 5.39 Whilst it might be supposed that on-campus land would/should be the first/preferred planning policy option for follow-on accommodation space, it has in reality been the last. This is not sustainable for the city as a whole. Each campus has different constraints that affect the provision of follow-on space.
- 5.40 Site allocations policies have been made for the UoB campus at Claverton Down (including the Sulis Club) and for BSU campus (but not including Sion Hill for which generic development management policies will be used to manage change). The UoB's and BSU's work in preparing and consulting on estate and campus masterplans demonstrates the value of proceeding on a strategic basis and has provided part of the evidence base to inform planning policy for future development.
- 5.41 The UoB has the scope to utilise land that was removed from the Green Belt in 2007, together with land within the core parts of the campus to enable it to achieve its aspirations for growth (in terms both of student accommodation and academic space). In respect of student accommodation, beyond that which has been identified in the masterplan, the site allocations policy enables significant change, but it is for the University itself to determine the

balance it wants to achieve between non-green belt playing pitch provision and aspired to growth, and the rate of growth.

- 5.42 BSU has less control over its future in respect of securing net additional student accommodation at Newton St Loe for the reasons set out in the site allocations policy. Further net additions to housing supply at Newton Supply (to that built since 2011) is unlikely although older stock can be replaced within the confines of NPPF:89. Whilst BSU has secured much of the purpose built housing that developers have had permitted in the city, this will not fully accommodate the growth envisaged for all year groups. No site specific deliverable solutions to enable further increases in housing supply specifically for BSU can be identified in the Development Plan at this time. Any proposals would be dealt with on their merits via generic development management policies in association with Policy B5 (if the site is within the affected area). Other (new) campus locations that do not have an opportunity cost for the city may be needed either within or outside B&NES.
- 5.43 No alterations to the Green Belt boundary beyond that previously made in the Local Plan are envisaged during the Core Strategy period. However, the nature of exceptional or very special circumstances is that they cannot be predicted and the Council will need to consider such circumstances, on their merits, at the time they are presented.

Summary

- 5.44 The approach of the Local Plan is to enable the realisation of a sustainable balance between the aspirations of each university, the concerns of communities and the overall functioning, performance and environmental quality of the city and its setting. The city currently over performs as a host to higher education yet under performs in relation to employment space and conventional housing. These are the Plans priority land uses for the key areas of the city where most change will take place
- 5.45 The overall strategy of the Development Plan is to enable the Universities to fulfil their ambitions, as far as possible, without those ambitions having a negative impact on the realisation of the Council's wider strategic planning requirements for the city, nor an unacceptable environmental impact on the University campuses or their environs, nor an impact on the existing normal housing stock of the city. Whilst a number of in-city accommodation blocks have been permitted since 2011, the residual supply of land to 2029 dictates that further supply must be controlled in specific parts of the city where necessary (though not affordable housing and economic strategies will not be deliverable. This also applies to teaching space.
- 5.46 Bath is a compact city and there a few places that can be regarded as unsuitable in transport terms in respect of windfall student accommodation outside of the Enterprise Area and Central Area (albeit these are the most sustainable areas and opportunity further afield would be limited in number and scale). There will be some further increase in HMOs within the city, and as a consequence of this, if the target of 7,000 dwellings for the city is put at risk, the plans to respond to the City's significant need for new housing severe need for new housing in the City would be prejudiced and

compensatory housing provision would be needed at full Plan Review (2019/20). This would need to take account of recorded changes in the stock of HMOs. The SPD accompanying the Article 4 Direction can be used to manage the growth of HMOs.

POLICY B5

Placemaking Plan Strategic policy for universities, private colleges

Overall Approach

Planning decisions should enable, as far as possible, the aspirations of the University of Bath and Bath Spa University to be met, within the context of environmental sustainability and the need to deliver the full spectrum of other development requirements for the city, in the city.

Off-campus Student Accommodation and Teaching Space

Proposals for off-campus student accommodation (whether in the form, C2, C4 or sui generis residential units) or teaching space will be refused within the Central Area and the Enterprise Area where this would adversely affect the realisation of the vision and spatial strategy in relation to for delivering housing, and economic development (in respect of office, industrial, retail and hotel space) Housing Market Impacts Between 2011 and full Plan review the number of C3 dwellings permitted to convert to (Class 'N' Council tax exempt) C4 Houses in Multiple Occupation will be monitored and compensatory provision will be made if the achievement for 7,000 net additional dwellings for the city is at risk.

6 RATIONALE

- 6.1 The rationale for the agreed strategy is included in the analysis section 5 above

7 OTHER OPTIONS CONSIDERED

- 7.1 National Policy requires that reasonable alternatives are considered in process of developing the preferred strategy. The Placemaking Plan Issues and Options document sets out the alternative approaches considered.

8 CONSULTATION

- 8.1 Preparation of the Placemaking Plan has been subject to extensive community engagement and consultation with key partners and stakeholders.
- 8.2 The pre-submission draft Placemaking Plan is now being subject to consultation under Regulation 19 of the Town & Country Planning Regulations 2012.
- 8.3 The Council's Finance Officer has been consulted in the preparation of this report

9 RISK MANAGEMENT

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

Contact person	<i>Lisa Bartlett 01225 477550, Simon de Beer 01225 477616</i>
Background papers	<ul style="list-style-type: none">• <i>B&NES Core Strategy 2014</i>• <i>National Planning Policy Framework</i>• <i>National Planning Practice Guidance</i>• <i>B&NES Economic Strategy</i>• <i>Placemaking Plan Issues & Options document</i>
Please contact the report author if you need to access this report in an alternative format	

PLANNING, HOUSING AND ECONOMIC DEVELOPMENT POLICY DEVELOPMENT AND SCRUTINY PANEL

This Forward Plan lists all the items coming to the Panel over the next few months.

Inevitably, some of the published information may change; Government guidance recognises that the plan is a best assessment, at the time of publication, of anticipated decision making. The online Forward Plan is updated regularly and can be seen on the Council's website at:

<http://democracy.bathnes.gov.uk/mgPlansHome.aspx?bcr=1>

The Forward Plan demonstrates the Council's commitment to openness and participation in decision making. It assists the Panel in planning their input to policy formulation and development, and in reviewing the work of the Cabinet.

Should you wish to make representations, please contact the report author or Mark Durnford, Democratic Services (01225 394458). A formal agenda will be issued 5 clear working days before the meeting.

Agenda papers can be inspected on the Council's website and at the Guildhall (Bath), Hollies (Midsomer Norton), Civic Centre (Keynsham) and at Bath Central, Keynsham and Midsomer Norton public libraries.

Ref Date	Decision Maker/s	Title	Report Author Contact	Strategic Director Lead
5TH JANUARY 2016				
5 Jan 2016	PHED PDS	West of England Joint Spatial Plan	Simon De Beer Tel: 01225 477616	Strategic Director - Place
2 Dec 2015 5 Jan 2016 24 Mar 2016 E2787	Cabinet PHED PDS Council	Placemaking Plan for Bath and North East Somerset	Simon De Beer Lisa Bartlett Tel: 01225 477616 Tel: 01225 477281	Strategic Director - Place
5 Jan 2016	PHED PDS	Neighbourhood Planning	Lisa Bartlett Tel: 01225 477281	Strategic Director - Place
5 Jan 2016	PHED PDS	Student Accommodation - Scene Setting	Lisa Bartlett Tel: 01225 477281	Strategic Director - Place
1ST MARCH 2016				
1 Mar 2016	PHED PDS	Digital B&NES	Benjamin Woods Tel: 01225 477597	Strategic Director - Place

Ref Date	Decision Maker/s	Title	Report Author Contact	Strategic Director Lead
1 Mar 2016	PHED PDS	Bath Enterprise Area	John Wilkinson Tel: 01225 396593	Strategic Director - Place
1 Mar 2016	PHED PDS	Skills & Apprenticeships Programme	Benjamin Woods Tel: 01225 477597	Strategic Director - Place
3RD MAY 2016				
3 May 2016	PHED PDS	Waterscape Strategy	Zoe Hancock Tel: 01225 477841	Strategic Director - Place
3 May 2016	PHED PDS	World Heritage Status - 2nd Inscription	Tony Crouch. Tel: 01225 477584	Strategic Director - Place
3 May 2016	PHED PDS	Project Delivery Programme		Strategic Director - Place
5TH JULY 2016				
5 Jul 2016	PHED PDS	Victoria Art Gallery		Strategic Director - Place
ITEMS YET TO BE SCHEDULED				
	PHED PDS	Corporate Gypsies & Travellers Policy	Graham Sabourn Tel: 01225 477949	Strategic Director - Place

Ref Date	Decision Maker/s	Title	Report Author Contact	Strategic Director Lead
	PHED PDS	South West Housing Providers Longitudinal Welfare Reform Study	Graham Sabourn Tel: 01225 477949	Strategic Director - Place
	PHED PDS	Archway Centre Project Update		Strategic Director - Place
	PHED PDS	Saltford Brassmill		Strategic Director - Place
Page 135	PHED PDS	Archive Centre		Strategic Director - Place
	PHED PDS	Former MoD Site - Foxhill - Mulberry Park	Graham Sabourn Tel: 01225 477949	Strategic Director - Place
The Forward Plan is administered by DEMOCRATIC SERVICES: Mark Durnford 01225 394458 Democratic_Services@bathnes.gov.uk				

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