

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	<p><i>Key Policy</i></p> <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>

Existing Key Evidence Base/Policy

- *B&NES Economic Strategy*
- *B&NES Housing & Well-being Strategy*
- *Building Heights Study 2010*

New Evidence Base to the Placemaking Plan:

- *Bath Transport Strategy*
- *Office market demand in B&NES - current enquiries*
- *Lambert Smith Hampton Office Review/Demand Study*
- *Lambert Smith Hampton Industrial Review*
- *East of Bath P&R – assessment of options*
- *Existing P&R sites – assessment of options & identification of land for expansion*
- *Paramics modelling of Bath EA & other development mix proposed in Draft Plan*
- *Paramics modelling of development/transport interventions phasing*
- *Bath car parking strategy (off-street car parking provision)*
- *Commercial car parking standards in Bath & town centres (plus modelling of impact of parking standards in Bath on transport network)*
- *Housing mix for Bath (to support Economic Strategy)*
- *Bath CA Character Appraisal (phase 1- city centre/EA)*
- *Flooding – review & prepare sequential approach/exceptions test report (especially relevant for Bath EA sites)*
- *Keynsham Leisure Centre Options*
- *East Keynsham Employment Site Masterplan (helps determine waste site allocation)*
- *Transport Studies for Keynsham*
- *Midsomer Norton Town centre transport studies*
- *MSN: South Road Car park - deliverability/market assessment for retail*
- *MSN: Welton, Bibby & Baron – assess site capacity*
- *Viability – assess viability of development options on proposed allocations across the District*
- *GI – identification of key components of GI network for strategy diagrams*
- *GI – identification of GI network (District-wide) for Policies Map*
- *Landscape – review/identification of green spaces of importance to landscape character (VIOS/IH)*

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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> |
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