

Meeting date: 13.7.15

<b>Heading: Joint Spatial Plan and Joint Transport Study - Update</b>	
<b>Ward: All Bristol wards</b>	
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**Purpose of briefing, summary of issue / proposal and key background information:**

**Recommendation(s) / steer sought:**

**To introduce the preparation of a Joint Spatial Plan (JSP) for the West of England (WoE) as a statutory development plan document and provide; the context for and scope of the JSP, the revised timetable for its production, and an indication of content for the 'Issues and Options' consultation paper planned for October 2015.**

**To note progress with the preparation of the Joint Spatial Plan and Joint Transport Study**

**To note that the BCC Local Development Scheme will need to be formally updated to reflect the JSP.**

**To comment on the ongoing involvement of Place Scrutiny in review of process of preparation of the JSP.**

**Background and Current Position**

1. Within the West of England (WoE) it is accepted that some issues require planning over a larger geographical area than covered by any one single local authority. Enabling the WoE to compete with city regions requires the delivery of balanced and sustainable communities into the future with housing, employment integrated transport and infrastructure to support a competitive and growing economy. This requires local authorities to have effective cross boundary spatial planning arrangements in place. In order to manage growth within environmental constraints, the WoE authorities have established strategic planning arrangements that are locally-designed and democratic.
2. Moreover, the Localism Act 2012 requires that Public bodies have a duty to cooperate on strategic planning priorities that cross administrative boundaries. The UAs are each committed to early reviews of their Local Plans in order to ensure that housing and other development requirements come forward in a planned and co-ordinated manner. The WoE Joint Spatial Plan (JSP) aims to provide the formal statutory framework for the Local Plans to be reviewed and prepared; rolling forward existing frameworks to 2036.

3. In March 2014 the four WoE Authorities signed a Memorandum of Understanding. This paved the way for the JSP as the basis by which the four unitary authorities will cooperate on strategic planning matters. A Pre-Commencement Document, which explained the purpose of the Joint Spatial Plan and invited comment, was published for consultation between 6<sup>th</sup> January and 9<sup>th</sup> March 2015. Updates on progress have been provided to the West of England Planning, Housing and Communities Board (PHCB) in December 2014 and on 20<sup>th</sup> March 2015. Further progress in the preparation of the JSP and key evidence was presented to the PHCB on 26<sup>th</sup> June, and will be presented to WoE Joint Scrutiny on 6<sup>th</sup> July.
4. The commitment to prepare a Joint Spatial Plan as part of the Development Plan for each of the four authorities, now needs to be reflected in the formal Local Development Scheme for Bristol. Consistent wording will be used for this purpose in each authority. The proposed text is attached at Appendix A.
5. The co-operation on strategic planning matters is complemented by the approach which has been taken on strategic transport issues. The Joint Local Transport Plan 3 (JLTP3) which covers the period from 2011 to 2026, set out the aspirations of the four Unitary Authorities in delivering sustainable transport to meet the growth needs of the sub region. This included a major transport schemes programme for delivery within the JLTP3 plan period and a list of longer term potential major schemes for consideration beyond the plan period. With the development of the existing local plans and successful delivery of the transport major schemes programme over recent years (such that the major schemes programme is now expected to be delivered by 2021/22, by when the MetroBus and MetroWest rail projects should be complete), a review of the strategic transport proposals in parallel to the JSP is timely. The opportunity exists to both inform future housing and development proposals and develop future strategic transport proposals. Following the endorsement of this work stream by the Joint Transport Board in December 2014, consultants have been appointed to undertake the necessary technical work. It is intended that delivery of this work integrates with the JSP programme.

### **JSP Scope**

6. The primary purposes of the JSP is to establish the broad strategic distribution of housing and employment land/floorspace based on the outputs of the new Wider Bristol Strategic Housing Market Assessment and supporting technical studies, taking account of the need to respect and enhance environmental and other factors which determine the existing quality of life enjoyed within the region.
7. Alongside this the JSP will identify the strategic infrastructure proposals, including transport, required to deliver the scale of development envisaged. This will include an understanding of the costs of respective infrastructure packages and any viability issues that may thereby arise and will need to be addressed in order to demonstrate the spatial strategy is deliverable and can be found sound at Examination in Public- the formal inquiry stage.

8. The key areas the JSP will address are set out in the table below:

<b>Topic</b>	<b>Justification for Inclusion</b>
Vision and spatial objectives	Consistent with national policy approach (NPPF para 156). To ensure that the plan is focussed and to provide a steer for the development of the spatial strategy.
Spatial Strategy	To formulate the spatial strategy which gives spatial expression to the investment and transportation ambitions for the WoE and to identify the strategic locations needed to deliver the housing necessary to support a prosperous and sustainable WoE Sub-Region in accordance with the NPPF's requirements for sustainable communities.
Housing requirement	To set out the quantum of both market and affordable housing to be delivered over the plan horizon (2016/2036) and enable a 5 year planning supply.
Employment (B-uses)	To identify strategic locations and give land use expression to the employment land/floorspace needs arising from the SEP.
Infrastructure	Identification of the strategic infrastructure proposals, including transport, required to deliver the scale of development envisaged, alongside an understanding of the costs of respective infrastructure packages and any viability issues that may thereby arise.

9. The next key step in the preparation of the Joint Spatial Plan is publication of an Issues and Options document for consultation in late October 2015.

10. The transport study is being undertaken in two strategic phases. The first phase is an initial high level assessment of policy fit of a wide range of transport proposals including but not limited to those which have been highlighted as potential future schemes in the JLTP3 and the Strategic Economic Plan (SEP). This phase will also help inform the production of the JSP Issues and Options document. The second phase of the study will assess transport packages or combinations of transport schemes identified in phase 1, against different development scenarios. This work will determine if a new JLTP is required or whether the implementation plan needs to be amended, thus creating a funding framework for future schemes.

#### **Timetable**

9. An outline timetable accompanied the reports to the PHCB and Joint Transport Board in March 2015. Since then, further consideration has been given to the requirements necessary to support the production of robust documentation which will be subject to a subsequent, statutory examination in public. Accordingly, the schedule of milestones has been reviewed. The revised timetable set out in Appendix B sets out the key milestones for producing the JSP and public consultation alongside key stages of the Transport Study.

#### **Next steps:**

10. The progress with preparation of the JSP was considered at the PHCB on 26<sup>th</sup> June and will be further considered at PHCB 25.9.15. An all BCC Member briefing was proposed for 1.7.15. Joint WoE Scrutiny will consider during July and BCC Scrutiny

has been invited to consider proposals during the next municipal year.

**Timescale / deadline:**

11. Appendix B sets out the time frame for delivery of the JSP and Transport Study
12. Next WoE Joint Scrutiny is 6.7.15; next WoE PHCB is 25.9.15 – this will consider the Issues and Options Document prior to consultation.

**Checklist / tracker :**

<p><b>Which directorates / executive portfolios are affected by the proposal / issue ?</b> Place Neighbourhoods People Business Change</p>
<p><b>Will this require a key decision to be taken by the Mayor at a Cabinet meeting?</b> Approval of Issues and Options document for consultation is not a key decision, and can be made by delegated decision. This would be agreed in October 2015 following consideration by PHCB, and discussion at BCC Executive Board.</p> <p>Approval of First Draft JSP - Propose Cabinet consideration and discussion of first full Draft JSP for consultation in June/July 2016 (a formal decision is not a statutory requirement at this stage).</p> <p>In due course, formal approval at FULL COUNCIL of Joint Spatial Plan for Submission as required by the regulations relating to the preparation of a Development Plan Document, in January 2017.</p>
<p><b>Comments from relevant Service Directors:</b> N/A</p>
<p><b>Comments from relevant Strategic Directors:</b> N/A</p>
<p><b>Financial implications / issues:</b> Costs of preparation to BCC have been included in the budget plan for 2015/16.</p> <p><b>Has the Finance Business Partner been consulted?</b> Yes, reserves sought and agreed for 2015/16.</p>
<p><b>Legal issues:</b> Process for approval of Submission JPS document and for formal amendment of LDS as described have been discussed and agreed with Lynne Harvey, Solicitor (Planning)</p>
<p><b>Comments / steer from relevant DLT:</b> Place Leadership Team Meeting 10.6.15 supported the report and advised the proposed pathway should be discussed with SLT</p>
<p><b>Comments / steer from SLT:</b> SLT considered associated papers on 16.6.15 and supported the approach advising discussion with the Executive Board.</p>

**Appendices:**

**Appendix A**

**Draft wording on JSP for inclusion in each UA Local Development Scheme**

**Appendix B**

**Time table / flow chart of JSP key phases of activity, and interaction with the Joint Transport Study.**

## **Appendix A**

### **Draft wording on JSP for inclusion in each UA Local Development Scheme**

The unitary authorities of Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire will jointly prepare a spatial plan which will guide the review and roll-forward of the Local Plans for those areas. The plan is being prepared to enable cooperation on planning issues that cross administrative boundaries, in this case the strategic priorities of the homes and jobs needed in the area (*NPPF paragraphs 178-179 and 156*).

The plan area will be the combined areas of the four unitary authorities.

The Plan will cover the period 2016-2016

The Joint Spatial Plan (JSP) will be a development plan document and will contain:

- A vision for delivery of homes and jobs needed in the plan area. The vision will respond to and reflect the West of England vision as set out in the West of England Strategic Economic Plan 2014;
- An overall housing requirement to be accommodated in the plan area to 2036. It will be based on the outputs of the '*Wider Bristol HMA Strategic Housing Market Assessment*';
- The broad strategic distribution of housing and employment land/floorspace in the plan area, including strategic locations which are critical to the delivery of the housing requirement;
- Resultant housing requirement figures and delivery trajectories for Bath and North East Somerset<sup>1</sup>, Bristol, North Somerset and South Gloucestershire to 2036. The housing requirement figure for each unitary authority will be the basis for calculations of housing land supply in each unitary authority will be set out in their respective Local Plans ;
- An identification of strategic infrastructure, including transport, required to deliver the development envisaged;
- A Key Diagram illustrating the policies.

The reviewed Local Plans of the four unitary authorities will be in conformity with the Joint Spatial Plan. The timetable for review of the *insert name* Local Plan is included in this document.

The JSP will not make site allocations. The Key Diagram will indicate strategic locations and strategic infrastructure. It will also indicate the general extent of the Green Belt in the plan area. Site specific development allocations and policy designations will be determined through Local Plans, in conformity with the strategic policies set out in the JSP.

Other than the matters set out above, all other planning matters will be addressed in the Local Plans of the unitary authorities.

The principal evidence sources for the Joint Spatial Plan will be:

- Wider Bristol HMA Strategic Housing Market Assessment
- Joint Economic Development Needs Assessment
- Joint Housing and Employment Land Availability Assessment

<sup>1</sup> The JSP will set the housing requirement for Bristol, North Somerset and South Gloucestershire, and will identify its spatial distribution. This will include opportunities in Bath and North East Somerset in accord with the Duty to Co-operate if required to meet the objectively assessed needs of the wider Bristol Housing Market Area.

In addition, existing sources of evidence and new studies/assessments may be referred to in the preparation of the JSP. This includes evidence regarding transport, flood risk, biodiversity, historic environment, landscape, Green Belt, agricultural land and food systems, strategic infrastructure and viability.

JOINT SPATIAL PLAN AND TRANSPORT STUDY TIMETABLE

Reg 18

Reg 19/22

Planning  
Timetable

Transport  
Timetable

