

# Place Scrutiny Commission Agenda



**Date:** Thursday, 17 November 2016

**Time:** 6.00 pm

**Venue:** City Hall, College Green, Bristol, BS1 5TR

## **Distribution:**

**Councillors:** Jude English (Chair), Tom Brook, Tony Carey, Paul Goggin, Sultan Khan, Steve Pearce, Jerome Thomas, Mhairi Threlfall, Jon Wellington, Mark Weston and Mark Wright

**Copies to:** Barra Mac Ruairi (Strategic Director - Place), Alistair Reid (Service Director - Economy), Bill Edrich (Service Director - Energy), Peter Mann (Service Director - Transport), Zoe Willcox (Service Director - Planning), Robert Orrett (Service Director Property), Adam Crowther (Head of Strategic City Transport), Ed Plowden, Sarah O'Driscoll (Service Manager Planning) and Johanna Holmes (Policy Advisor - Scrutiny)

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**Date:** Wednesday, 9 November 2016



# Agenda

## 1. Welcome, Introductions and Safety Information

## 2. Apologies for Absence and Substitutions

## 3. Declarations of Interest

To note any declarations of interest from the Councillors. They are asked to indicate the relevant agenda item, the nature of the interest and in particular whether it is a **disclosable pecuniary interest**.

Please note that the Register of Interests is available at <https://www.bristol.gov.uk/councillors/members-interests-gifts-and-hospitality-register>

Any declarations of interest made at the meeting which is not on the register of interests should be notified to the Monitoring Officer for inclusion.

## 4. Minutes of Previous Meeting and ongoing Action Sheet

To agree the minutes of the previous meeting as a correct record.

**(Pages 4 - 16)**

## 5. Chair's Business

To note any announcements from the Chair

## 6. Public Forum

Up to 30 minutes is allowed for this item.

Any member of the public or Councillor may participate in Public Forum. The detailed arrangements for so doing are set out in the Public Information Sheet at the back of this agenda. Public Forum items should be emailed to [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk) and please note that the following deadlines will apply in relation to this meeting:-

Questions - Written questions must be received 3 clear working days prior to the meeting. For this meeting, this means that your question(s) must be received in this office at the latest by **5pm on 11<sup>th</sup> November 2016**.



Petitions and Statements - Petitions and statements must be received on the working day prior to the meeting. For this meeting this means that your submission must be received in this office at the latest by **12.00 noon on 16<sup>th</sup> November 2016**.

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|--|--|
| <b>7. Joint Spatial Plan &amp; Joint Transport Study</b>           | <b>6.20 pm</b><br><b>(Pages 17 - 140)</b>  |
| <b>8. Update on previous Transport Inquiry Day recommendations</b> | <b>7.20 pm</b><br><b>(Pages 141 - 176)</b> |
| <b>9. Cabinet Member Q&amp;A Session</b>                           | <b>7.30 pm</b>                             |
| <b>10. Metrobus</b>  | <b>8.00 pm</b><br><b>(Pages 177 - 187)</b> |
| <b>11. Supported Bus Services</b>                                  | <b>8.15 pm</b><br><b>(Pages 188 - 207)</b> |
| <b>12. Work Programme</b><br>To note the work programme.           | <b>(Pages 208 - 215)</b>                   |



## Bristol City Council Minutes of the Place Scrutiny Commission

17 October 2016 at 2.00 pm



### Members Present:-

**Councillors:** Jude English (Chair), Tom Brook, Tony Carey, Paul Goggin, Sultan Khan, Steve Pearce, Jerome Thomas, Mhairi Threlfall, Jon Wellington, Mark Weston and Mark Wright

### Officers in Attendance:-

Barra Mac Ruairi (Strategic Director - Place), Peter Mann (Service Director - Transport), Ed Plowden, Sarah Toy (Strategic Resilience Officer), Johanna Holmes (Policy Advisor - Scrutiny) and Sam Mahony (Democratic Services Officer)

### 1. Welcome, Introductions and Safety Information

Everyone was welcomed to the meeting and invited to introduce themselves.

### 2. Apologies for Absence and Substitutions

Apologies were received from Cabinet Member for Place Councillor Helen Holland

### 3. Declarations of Interest

There were no declarations of interest.

### 4. Minutes of Previous Meeting and Action Sheet

The minutes of the 20<sup>th</sup> September 2016 were agreed as a correct record.

With reference to the action sheet, it was confirmed that the Prince Street Bridge project management and cost was within the remit of Place Scrutiny Commission. **ACTION: The item would be added to the January work programme subject to officer availability.**

With reference to the Megabus bus stop site, officers continued to explore all of the options and had confirmed that Bond Street stop would continue to be utilised until Christmas at the least. It was



suggested that a site behind Cabot Circus (opposite Future Inns) should be considered. The item would continue to feature on the action sheet until resolved.

## 5. West of England Joint Scrutiny Committee - September agenda and forward plan

The information provided was noted.

## 6. Chair's Business

The Chair requested an overview from the Service Director, Transport regarding the management of the Long Ashton Park and Ride site. The Service Director, Transport confirmed that the Council were still in discussion with the landowner, the content of which was currently legally confidential at present. A report would be provided to the Commission as soon as possible. It was agreed that any report would be coordinated with the inquiry requested by Councillor Goulandris to avoid duplication.

**ACTION: Report regarding the Long Ashton Park and Ride management to be provided when legally appropriate.**

With reference to Residents Parking Schemes reviews it was confirmed that Councillor Bradshaw, Cabinet Member for Transport would be attending the next meeting on 17<sup>th</sup> November. A communication from Councillor Bradshaw to Councillors involved in the current reviews would set out the changes made including a free form box and extension of the first five reviews.

## 7. Public Forum

The following statements were submitted as public forum and were noted:

### PS01 Councillor Don Alexander – Real Time Information Boards

Officers confirmed that RTI suffered from patches of low mobile phone signal availability and it was hoped an officer would be able to provide further information. **ACTION: A further response would be sent to Councillor Alexander following the meeting.**

### PS02 David Redgewell – Transport Issues

The statement was noted.

## 8. Work Programme

The work programme was noted.

## 9. Draft Corporate Strategy 2017-22, Business Plan 2017-18 and Medium Term Financial Plan 2017-18 - 2021-22



The Commission received a report and supplementary information outlining the draft Business Plan 2017/18 sections for Place, Transport and Homes, including the draft financial and saving proposals contained within. During the ensuing discussions the following points were made:

## **Our Transport**

### **1. Charge for advisory disabled bays and Keep Clear markings**

- a. Members questioned if the approach was 'one size fits all' and if so what would happen with those in receipt of benefits? **(ACTION: Question for response)**

### **2. Remove funding for local traffic schemes currently devolved to Neighbourhood Partnerships**

- a. The current allocation of £410k currently held in the capital corporate budget and devolved to Neighbourhood Partnerships for local traffic schemes could be withdrawn and reallocated to the highway budget centrally as part of the broader capital programme. The saving did not necessarily equate to less spend on traffic schemes. Future schemes would then be identified via objective criteria. It was confirmed that only future years funding would be affected and Section 106 and CIL resources would be unaffected.
- b. Councillors highlighted that importance of ensuring that local people continued to have their say as the proposals would disempower the local residents from influence and the link with Neighbourhoods would be lost.
- c. Officers confirmed that decisions around ideas and options would remain with the use of the Traffic Choices website and engagement would still be expected to continue at a local level.

### **3. Remove Companion Concessionary Bus Passes and withdraw reimbursements to Community Transport operators for concessionary travel**

- a. Members were concerned about the proposed discontinued provision for concessionary bus passes and knock on effect that would have for Community Transport, which was vital for connecting communities.

### **4. Reduction of subsidies for bus routes with low numbers of passengers**

- a. Concern was raised regarding a reduction of spending by half and the knock on effects on many other sectors. Members asked for clarification of how the level of reduction was chosen and what other options may be. Also, whether officers would return following the consultation and before making any final decision. **(ACTION: Question for response)**
- b. Officers confirmed that the process would be similar to the recent consultation on community bus services and other factors such as the financial market and current contracts would also affect the final decision.

### **5. Stop funding the Freight Consolidation Centre which is not profitable**



- a. Councillors requested further information about past efforts to make the venture commercially successful, how the product had been marketed to the private sector and questioned the negotiation of an improved contract with an operator. **(ACTION: Question for response)**
- b. It was suggested that introducing planning conditions around last mile deliveries, permitting electric vehicles use of bus lanes or the implementation of a clean air zone would improve options for the FCC.

## 6. Reorganise how school crossings are patrolled

- a. Councillors highlighted the importance of working with schools regarding the proposals and any alternative methods for providing patrols for school crossings outside 80 school sites around Bristol.
- b. Officers highlighted that not all schools had the provision and suggested one alternative method could involve volunteers. The development of the culture of safety and slow speeds within the City and specifically around schools may mean a crossing person was no longer a requirement.
- c. Officers were asked if risk assessments had been carried out, and if the cost comparison of a zebra crossing versus a crossing person could simply move the cost to a different budget. **(ACTION: Question for response)**

## 7. General considerations

- a. Officers reported that the management of the contraction of staff was organisation wide and not specific to a single directorate budget. The consideration for directorates however was for the delivery of the same service following the implementation of efficiencies.
- b. It was highlighted that savings listed did not necessarily add up to the totals outlined. Officers confirmed that there remained other savings outside of those listed within the document such as the reconsideration and consolidation of lease arrangements. Councillors therefore requested clarification of what those figures were. **(ACTION: Question for response)**

## 8. Gradually reduce funding to Destination Bristol

- a. Members highlighted the Scrutiny Culture Inquiry Day which took place last year at which it was concluded that the net spend on the cultural offer was already low in Bristol compared to other authorities and match funding from the Arts Council would be at risk if there was a change in policy.
- b. It was suggested that any cut to funding to Destination Bristol needed consideration in terms of income from tourism. Officers confirmed that the income based membership model of which BCC were a member needed consideration with clarification of their Business Plan and Service Level Agreement. The effect on surrounding authorities also needed consideration.

## 9. Review Museum Opening Hours



- a. Members requested further analysis of proposals for museums as closures or changes in opening hours needed to be considered alongside loss of revenue. **(ACTION: Question for response)**
- b. Councillors highlighted that there were collections and museum pieces that were not currently displayed but could be exhibited elsewhere with a charge made which would offset some of the cost of running the museums. Partnerships with universities could also be explored.
- c. Although the first option would be to increase donations without barrier to entry, another option would be the commercialisation of museums and collections. There was also scope for digitalising some of the information and also investment to take advantage of the footfall outside the door of the Bristol Museum & Gallery.

#### **10. Additional income from The Bottleyard Studios**

- a. Recent investment had improved the fabric of the building in order to generate a better offer and income.

#### **11. The draft Capital Programme 2017-2022**

The following schemes were highlighted:

##### **T104 – Affordable Housing Enabling Budget (Get Bristol Building)**

Changes had been proposed for the capital programme and further information would be forthcoming. **(ACTION: Further information to be provided when available.)**

##### **T107 – Residents Parking Schemes**

The phrase ‘parking infrastructure’ suggests car parks therefore the heading may need to be reviewed.

##### **T117 – Bristol Temple Meads East Regeneration**

It was questioned whether figures outlined were relevant to the original Arena timeline or the revised new timeline. Officers confirmed that T117 referred to the whole site rather than just the Arena and work would continue past the completion of the Arena.

##### **T120 – Investment in Energy Company**

Members asked whether the Energy Company continued to be a sound investment, or alternatively, could changes result in BCC paying into the Company as a customer. Officers confirmed that although slightly behind in terms of customer numbers, the start-up company had developed well. The business plans for the Companies would be considered by Shareholders and discussions would take place regarding the investment and how the Companies worked together. The outcome of those discussions would be fed back to OSM via Councillor Gollop.

##### **T121 – Planning and Sustainable Development**

With reference to Legible City Funding, officers were asked if there were plans to include parks within wayfinding. **(ACTION: Question for response)**



Officers confirmed that wayfinding was being upgraded including its relationship with advertising. Work would continue to consider i-points through Metrobus and across different media.

### **T203 – Rail Stations Improvement Programme**

Appropriate access continued to be pursued however resource had not been forthcoming. There was some potential within Devolution and Tiers 2 and 3 needed reconsideration in line with the preferences of the current administration.

### **T301 – M32 Park and Ride**

A review of the need for a Park and Ride in the North of the City and the appropriate land for its site was highlighted. Officers confirmed that the Joint Transport Study identified areas within the greater Bristol area and a large piece of work needed to take place.

Officers confirmed that written responses would be provided to the questions that had not been answered or where more information could be provided by officers. **(ACTION: Further information/responses to be provided)**. Further consideration of the draft Business Plan 2017/18 would take place at the Place Scrutiny Commission meeting in January 2017.

## **10 Draft Public Transport Information Strategy**

The Scrutiny Commission received the report from the Service Director Transport and a powerpoint presentation which outlined elements of the Bristol's Public Transport Information Strategy prior to consultation with stakeholders and a Cabinet decision in the New Year.

In response to the presentation the following comments were made:

- a. Members were complimentary about the bus checker app although the trip checker app was sometimes slow where multiple feeds were involved. Officers confirmed that it was hoped that the open market would take over when the current license ran out.
- b. Large Real Time Information displays would be helpful at suburban railway stations as well as a better location at Temple Meads Station for improved integration of rail and bus information.
- c. Information at bus stops was updated four times a year and there was a process in place. However, due to the number of changes and the wealth of data as well as the late hour of the information involved in September, this had taken longer than usual.
- d. If bus stops were vandalised this should be reported. Problem locations could be reconsidered and a bomb proof material utilised for shelters (although it was not suited to all shelters). BCC owned most bus stops with a maintenance contract for their upkeep however, most of the cost of vandalised bus stops was borne by BCC.
- e. There would likely be a renegotiation of contracts in 2020 whereby the approach to advertising could be developed. It was suggested that video screens used for adverts could be utilised for bus information.



- f. The lack of consultation time when services were altered or ceased was raised due to the commercial market where operators preferred to keep strategies and information secret as long as possible.
- g. It was confirmed that a bill was progressing through the House of Lords which would make it easier for franchises. This would be particularly of interest going into a combined authority.
- h. In terms of making the consultation as meaningful as possible it was suggested that the bus checker app could be used for an online survey, as well as 'in person' consultation with bus users. It was suggested that the model used to consult on Supported Bus Services could be utilised, including working with the Neighbourhood Partnership system.

**RESOLUTION: The report was noted and comments provided to officers to help shape the development of the Bristol Public Transport Information Strategy.**

## 11 Bristol Resilience Strategy

The Commission received a report and powerpoint presentation from officers which sought views on the Place related implications of adopting the Bristol Resilience Strategy in advance of presentation to Cabinet on 1<sup>st</sup> November 2016.

In response to the presentation the following points were made:

- a. There had been a rigorous process with support from consultants to identify the points highlighted. Those ten points were to an extent already articulated with identified challenges and outcomes however more points could come to the fore and there was six months to feed in and integrate resilience into future plans.
- b. It was suggested that the measurement of success in 10 to 50 years time would not be easy to identify given the interface between articulating long term aspirations and short term political tensions. Officers planned to allocate a resilience value to each action as information was developed.
- c. The focus on the future population by changing behaviour at a young age (such as through the provision of free public transport for example) was supported.
- d. There was available resource via the Rockafella Organisation with the challenge to hook into opportunities. Value could be extracted from associated companies and organisations.
- e. It was suggested that future flood risk for example, could be managed via a two way flood barrage down river to keep the tide out and river water in order to make the river frontage more beautiful. Such a project could add value to areas such as St Annes, St Phillips and the Avon Cut.

**RESOLUTION: The report was noted with comments made provided to officers**



Meeting ended at 5.10 pm

**CHAIR** \_\_\_\_\_





***Place Scrutiny Commission* Action Sheet 2016/2017**

<b>Agenda Item</b>	<b>Title of Report/ Description</b>	<b>Action and Deadline</b>	<b>Responsible officer</b>	<b>Action taken and date completed</b>
<b>Action Sheet – 14<sup>th</sup> July 2016</b>				
6 Page 12	Public Forum	In response to the other transport concerns (including Metrobus works and coach parking) a position statement would be produced for the next meeting.	Johanna Holmes/ Peter Mann	<p>See position statement presented separately below (Appendix A)</p> <p>Officers asked at the meeting of the 20<sup>th</sup> September to confirm the timescale for the medium term plan.</p> <p>The medium-term arrangements for coach parking involve working with a third party who has land available and is willing to pilot a scheme. Ideally this will be resolved early in the new year to offset a loss of parking after Christmas at Cabot Circus.</p>
<b>Action Sheet – 20<sup>th</sup> September 2016</b>				

7	Public Forum	Concern was raised about the siting of the bus stop for Megabus. Officers had been working to resolve the issue and discussions would continue. An update was required for the next meeting		This information will be provided to Members as soon as it is available and will remain on the action sheet until this time.
8.	Work Programme	Increased cost of Prince Street Bridge project to be considered by relevant Scrutiny Commission or Audit Committee. Policy Officer Scrutiny to confirm relevant path	Johanna Holmes	The BC&R scrutiny commission discussed scrutiny of the Prince St Bridge repairs but were advised by the BC&R Strategic Director that the project and any scrutiny sit within 'Place'.
8. Page 13	Work Programme	Councillor Pearce to confirm the date the Arena would be discussed by the WOE Joint Scrutiny	Councillor Pearce	Cllr Pearce to confirm arrangements at the Commission Meeting as the item isn't currently showing on the WoE Joint Scrutiny Commission Forward Plan
8.	Work Programme	Impact of possible Metro Mayor elections would be considered over work programme. DSO to confirm legal advice re pre-election period	Samantha Mahony	Officers to report back on this as soon as possible.
9.	Local Flood Risk Management Strategy Update Report	Councillor Pearce and wider Commission requested design detail of Sustainable Urban Drainage features	Thomas Meyrick, John Roy	Officers have agreed with Cllr Pearce to set up a separate meeting. This is currently being actioned.
10.	Residents Parking Schemes Review	Comments to be formed into recommendations and discussed further by the party leads before submission to the consultation.	Johanna Holmes and Party Leads	Final comments are currently being agreed by Lead Members and will be sent on as agreed as soon as possible.
10	Residents Parking Schemes Review	To be added to the agenda for the next meeting including invitation to the Cabinet Member. To confirm to Councillors how they should lead the	Johanna Holmes and Transport Officers	The Cabinet Member for Transport is unable to attend the October Scrutiny

		review, the next stage of consultation, and how communities who wished to have a RPS can request one		Commission meeting due to a prior engagement.  Officers are enquiring if the Cabinet Member can attend the November meeting instead.
11	Quarter 1 Place Directorate Performance Report	With reference to BCP092 [Increase the number of affordable homes delivered in Bristol] Officers were asked to confirm when the target for this measure was likely to be set.		This information will be provided to Members as soon as is available. Action to be carried over
11	Quarter 1 Place Directorate Performance Report	With reference to the <i>Delivery of a range of projects to support the development and viability of Bristol's High Streets and Local Centres</i> . Clarity was requested on what measurements were used. Also, Members asked for further information on the consultation that was due to commence in September		The measurement used is Vacancy Rates within Bristol's High Streets and Local Centres. We use this information to compare ourselves against national data measurements. In August the national retail vacancy rate was 10.1%, Bristol average 7.4%.  A consultation has started with businesses who are based on and around the High Streets in Avonmouth, Lawrence Weston, Shirehampton and Sea Mills (north). The consultation will feed into the High Streets and Local Centres Strand of the Port Communities Resilience Funding. A copy of the survey can be sent to Members if

				required. Businesses from the 4 areas have also been invited to an event on 19th November where further consultation will be done with local residents, stakeholders and other interested parties.
11	Quarter 1 Place Directorate Performance Report	With reference to BCP151 [ <i>Number of tourists to the City</i> ],152 [ <i>Number of visitors to Bristol Museums Galleries and Archives Service</i> ] and 121 [ <i>Increase the economic output measured by annual Gross Value Added (GVA) (£m)</i> ] clarification was sought as to why a lower target had been set than achieved in previous year.	Alistair Reed / Laura Pye	The target for the museum visitor numbers was set lower because last year we had the Shaun the Sheep trail which we know from past experience increased our visitor figure by anything up to 200,000. Therefore the target remains at 1,000,000 for this year as we don't have that.
15	Quarter 1 Place Directorate Performance Report	Members requested the financial figures for the revenue budget against each of the Place directorate areas, performance against revenue budget (year to date). The Commission requested that this information be presented as part of the next report.		This information will be included as part of the Q2 Performance Monitoring Report in December. Action to be carried over until then.
<b>Action Sheet – 17<sup>th</sup> October 2016</b>				
4	Minutes of the previous meeting and Action Sheet	it was confirmed that the Prince Street Bridge project management and cost was within the remit of Place Scrutiny Commission. The item would be added to the January work programme subject to officer availability.	Johanna Holmes	
4	Minutes of the previous	Regarding concern raised about the siting of the		

	meeting and Action Sheet	bus stop for Megabus, officers continued to explore all of the options and had confirmed that Bond Street stop would continue to be utilised until Christmas at the least..		
6	Chair's Business	Report regarding the Long Ashton Park and Ride management to be provided when legally appropriate.	Peter Mann	
7	Public Forum	It was confirmed that Real Time Information had patchy mobile signal in Avonmouth as suggested. A further response would be sent to Councillor Alexander following the meeting.	Peter Mann	Provided via email to Councillor Don Alexander - Complete
9	Draft Corporate Strategy 2017-22, Business Plan 2017-18 and Medium Term Financial Plan 2017-18 - 2021-22	Various questions for response	Barra Mac Ruairi (for delegation)	

### BRISTOL CITY COUNCIL

#### PLACE SCRUTINY

17<sup>th</sup> November 2016

**Report of:** Strategic Director Place: Barra Mac Ruairi

**Title:** Consultation on 'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan and Joint Transport Study

**Ward:** Citywide

**Officer Presenting Report:** Sarah O'Driscoll Strategic City Planning Manager  
Adam Crowther Head of Strategic City Transport

**Contact Telephone Number:** 0117 903 6722

#### RECOMMENDATION

To consider the consultation documents 'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan and Joint Transport Study.

Officers will present the documents using the 8<sup>th</sup> November consultation launch presentation.

Place Scrutiny members are invited to consider these documents in advance of the discussion to inform a response from Scrutiny to be submitted to the consultation.

#### Summary

'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan and the West of England Joint Transport Vision were endorsed for consultation by Cabinet on 1st November. The Cabinet papers attached summarise the purpose of consultation documents and attach the documents and supporting evidence.

The consultation period is between 7th November and 19th December 2016.

### **The significant issues in the report are:**

The Emerging Spatial Strategy is the next step in the preparation of the Joint Spatial Plan for the West of England. It sets out how the needed growth of new homes, provision for employment land and supporting transport infrastructure could be distributed across the area.

The Joint Spatial Plan when approved will be a statutory development plan document and will provide the strategic context for development across the four Unitary Authorities of the West of England for the period 2016 to 2036.

The Joint Transport Study looks at how the new housing allocations in the Emerging Spatial Strategy could be mitigated through improved transport infrastructure and also addresses the transport needs of already approved and developments and site allocations. Existing transport issues are also addressed to provide a comprehensive assessment of transport infrastructure need across the region.

### **Key details:**

1. The four West of England unitary authorities are committed to the delivery of a Joint Spatial Plan for the West of England. This will identify the amount and distribution of housing and employment land required in the West of England for the period 2016 to 2036. An Issues and Options paper was consulted on last November. The next document 'Towards an Emerging Spatial Strategy' has been endorsed by the Planning Housing and Communities Board, Strategic Leaders Board of the West of England and the executive bodies of the four authorities, including the Bristol Cabinet on 1st November and is presented in the attached Cabinet Papers.
2. The preparation of the Joint Spatial Plan is supported by a Joint Transport Study which has identified proposals for future transport investment which complement the strategic planning work.
3. Consultation is proposed for the six week period 7<sup>th</sup> November to 19<sup>th</sup> December 2016.
4. The target that the JSP will test and plan up to is currently 105,000 homes between 2016-2036.
5. The key issues for Bristol in the emerging spatial strategy are:
  - Maximising the capacity for urban development within the Bristol City Council urban area – for Bristol an additional 12,000 above that already proposed and allocated in the Core Strategy giving a total of 33,000 additional homes between 2016 and 2036;
  - Green Belt urban extension proposed to the developed edge of Bath and North East Somerset, adjoining Bristol in the Whitchurch

area;

- Green Belt area in BCC within the South Bristol Link Road, which has potential for 400 units has been identified as non-strategic development to be considered through the review of the Bristol Local Plan;
- Scale of proposed growth in the sub-region expected to have significant impact on the transport network in Bristol which will require a ring of park and ride sites beyond the BCC boundary along with the Callington Road Link, a City Centre package and Metrobus to the east fringe; and
- Within South East Bristol Green Belt, the area up to Hicks Gate has not been identified for growth. However, a relocation of the Brislington P&R to B&NES would release the BCC P&R site for development, and enable improved connectivity to and from the site for all modes.

#### 6. The key issues in the JTS are:

- Delivery of appropriate transport infrastructure to meet Bristol's transport need, covering both existing issues and additional congestion likely from the new housing allocations
- Park and Ride sites are critical to enabling the delivery of Bristol's Urban Living targets – the majority of sites are in other local authorities
- Mitigation must be prioritised so that funding is spent effectively and the main priority of the Emerging Spatial Strategy, urban living, is enabled through appropriate transport infrastructure
- The funding required is significantly more than funding currently available. Various options will have to be considered to bridge this funding gap including Congestion Charging and Work Place Parking Levy. Ideally, if implemented, these would be regional policies
- Road space is extremely limited. Delivery of additional sustainable transport facilities on main radial corridors is not possible without significant interventions such as closing roads to through traffic, road user charging or improving orbital highway capacity to remove movements from radial corridors

#### 7. The next steps in the preparation are:

- Completion of the JTS strategy for consideration by members by March 2017, taking account of consultation representations;
- Consultation on a publication plan draft JSP in Summer 2017;
- Consideration of the recommendations from the JTS in an updated Joint Local Transport Plan by end 2017;
- Submission of the JSP to the Secretary of State by in early 2018; and
- Examination in Public and adoption to follow in 2018.

## **Consultation**

### **1. Internal**

On emerging stages of the JSP document and ongoing  
Strategic Directors  
Cabinet members  
WoE Joint Scrutiny  
All Members briefings

### **2. External**

Full consultation has been undertaken on the earlier stage Issues and Options document, with invitation to participate sent to all BCC planning policy consultation database and key statutory and non-statutory stakeholders  
Neighbourhood Partnership briefing

## **Context**

The attached Cabinet report sets out the context to the consultation documents.

## **Proposal**

3. Officers will present the documents using the 8th November consultation launch presentation.
4. Place Scrutiny members are invited to consider these documents in advance of the discussion to inform a response from Scrutiny to be submitted to the consultation.

### **The attached Cabinet report sets out:**

Other Options Considered  
Risk Assessment  
Public Sector Equality Duties  
Legal and Resource Implications

### **Appendices:**

#### **1<sup>st</sup> November 2016 Cabinet Report**

**Consultation on 'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan and Joint Transport Study**

### **LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

#### **Background Papers:**

none

# Cabinet

1<sup>st</sup> November 2016



**Report Title:** Consultation on 'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan and Joint Transport Study

**Ward:** All

**Strategic Director:** Strategic Director Place: Barra Mac Ruairi

**Report Author:** Sarah O'Driscoll, Strategic City Planning Manager

**Contact telephone no.** 0117 903 6722

**& email address** sarah.odriscoll@bristol.gov.uk

## **Purpose of the report:**

To present the next document in preparation for the WoE Joint Spatial Plan –'Towards the Emerging Spatial Strategy' as recommended for consultation by the WoE Planning Housing and Communities Board and endorsed by the WoE Strategic Leadership Board.

The Joint Spatial Plan when approved will be a statutory development plan document and will provide the strategic context for development across the four Unitary Authorities of the West of England for the period 2016 to 2036.

To present the Joint Transport Study for consultation.

## **Recommendation for the Mayor's approval:**

- 1. To endorse consultation on 'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan.**
- 2. To endorse the Joint Transport Study for consultation**
- 3. To agree that a minimum period of six weeks consultation should be undertaken on the 'Towards the Emerging Spatial Strategy' for the West of England Joint Spatial Plan and the Joint Transport Study.**



## The proposal:

1. The WoE Unitary Authorities committed to prepare a Joint Spatial Plan in March 2014. An Issues and Options paper was produced and consulted on between 9th November 2015 and 29th January 2016. This set out the Vision, Objectives and five spatial scenarios for future strategic development locations. Comments were provided on the Issues and Options paper by over 1,000 individuals and stakeholders. These have been taken into account and have helped to shape 'Towards the Emerging Spatial Strategy' presented. Information on the Issues and Options consultation is available [here](#). The preparation of the 'Towards the Emerging Spatial Strategy' for the WoE JSP has been supported by a WoE Joint Transport Study – findings of this area are set out in the June Progress Report to the Joint Transport Board which can be accessed [here](#).

The 'Towards the Emerging Spatial Strategy' is intended for consultation in the Autumn (7th November - 19th December 2016). A draft submission Joint Spatial Plan is expected to be published for consultation in Summer 2017 and submitted to the Secretary of State in Feb/March 2018.

2. 'The consultation draft of the Towards the Emerging Spatial Strategy document is attached as Appendix 1 to this report. Further technical documents will be produced and made available during the consultation to support this document.

3. The JSP will be a statutory development plan document and will therefore need to be prepared in accordance with local plan regulations and national policy to ensure it is a 'sound' document supported by technical evidence. The plan will need to set out clear justifications for development locations. At this stage no final decisions have been made and the spatial strategy is not fixed. The consultation document is intended to facilitate a conversation on the evidence and technical work to date and how the locations have been tested to inform the emerging spatial strategy. Responses to this next stage of consultation will help to inform the Plan as it progresses to its next stage.

4. The approach to formulating the spatial strategy is set out in a supporting topic paper which is available as Appendix 3 to this report. In summary the approach has ensured adherence to sustainable principles including intensification in main urban centres and best use of urban land, as well as the location of development outside of the green belt in main town and cities, free standing settlements and consideration of the Green Belt, alongside a range of other sustainability requirements.

5. Significant work has been undertaken on urban living and understanding what the capacity of our main towns and cities is. A topic paper that outlines this work is available as Appendix 4. This supports one of the key objectives of the JSP which is to ensure the strategy for delivering sustainable growth is based around ensuring all opportunities are taken to maximise the use of existing previously developed, brownfield land, before new greenfield development locations are required.

6. Alongside this, work to update the housing need number has been undertaken. The current evidence base sets out that there is a need for 102,200 homes between 2016-2036 across all four local authorities. The target that the JSP will test and plan up to is currently 105,000 homes between 2016-2036. At this stage in the plan's preparation this is a working number until the final evidence to support the publication plan is finalised in Summer 2017. A paper setting out the basis for the housing Target is available as Appendix 5 to this board report.

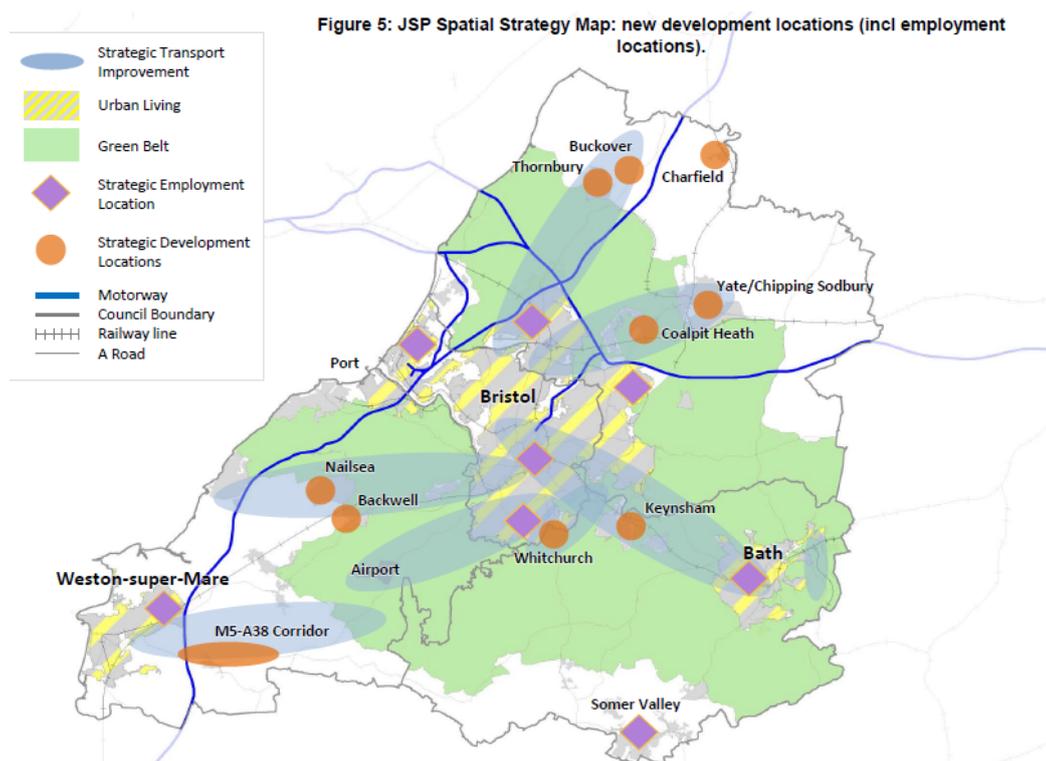
7. Due to the level of need a significant proportion of the overall housing target would need to be delivered as affordable housing. The consultation document at Appendix 1 sets out the scale of this

challenge, such that it will not be able to fully meet the affordable housing need over the plan period through the planning system alone. Instead it is proposed that a proportion of the overall affordable housing need should be provided. It is also recognised that the overall approach to affordable housing is undergoing a period of significant change following the enactment of the 2016 Planning and Housing Act and planned introduction of starter homes. The Plan's position on affordable housing will therefore be required to be kept under careful review.

**8.** The revised housing target has led to the need to consider the balance between meeting the need for development and consideration of the impact on the Green Belt. It is demonstrated through the technical work to date that there is an exceptional circumstances case for amendment to Green Belt. How this should be undertaken and the basis by which locations have been selected is set out in the Topic Paper attached at Appendix 3.

**9.** In summary, having carefully considered all the available evidence prepared to date, including the 2nd stage of the council's Green Belt Assessment which is available as Appendix 6, an overall planning judgement has been made in setting the Plan's overall spatial strategy and distribution of strategic development locations. Some 1% of the existing Green Belt is proposed to be included in the emerging spatial strategy in recognition of the need to meet the objective to retain the overall function of the Bristol and Bath Green Belt when balanced alongside the objectives of the JSP to sustainably meet the homes and jobs that are needed in the West of England. There may be potential through the plan's preparation to explore whether some non-Green Belt areas could be included within the Green Belt to ensure no net loss of the overall green belt. There are no firm proposals at this time.

**10.** The document has been prepared alongside the Joint Transport Study (JTS). This has enabled the identification of mitigation packages for development locations to address their impact on the transport network and how these packages relate to the wider strategy set out in the transport vision. Towards the Emerging Spatial Strategy' provides the approach to the distribution of growth and investment to be embedded in the WoE Joint Spatial Plan as the context for development in the WoE for the next 20 years.



## Bristol specific issues

**11.** The key issues for Bristol in the emerging spatial strategy are:

- **Maximising the capacity** for urban development within the Bristol City Council urban area – for Bristol an additional 12,000 above that already proposed and allocated in the Core Strategy giving a total of 33,000 additional homes between 2016 and 2036;
- **Green Belt urban extension** proposed to the developed edge of Bath and North East Somerset adjoining Bristol in the Whitchurch area;
- **Green Belt area in BCC** within the South Bristol Link Road, which has potential for 400 units has been identified as non-strategic development to be considered through the review of the Bristol Local Plan;
- **Scale of proposed growth** in the sub-region expected to have significant impact on the transport network in Bristol which will require a ring of park and ride sites beyond the BCC boundary along with the Callington Road Link, a City Centre package and Metrobus to the east fringe; and
- Within South East Bristol Green Belt, the area up to Hicks Gate has not been identified for growth. However, a **relocation of the Brislington P&R** to B&NES would release the BCC P&R site for development, and enable improved connectivity to and from the site for all modes.

## Key issues highlighted in the Transport Vision

**12.** The Transport Vision is intended firstly to address current challenges on the network. The JTS work-stream has also assessed the impact of the draft spatial scenario in the emerging spatial strategy on the performance of the West of England’s transport network, and clarified transport interventions that would address that impact.

**13.** The Transport Vision is described in the Consultation Summary attached at Appendix 2 to this report. The Transport Vision is very ambitious, representing a total of around £7.5 billion of investment in multi-modal packages, intended to address the area’s historic shortfall in investment and support future economic growth, with an emphasis on public transport and sustainable travel options. This ambition is intentional, as the package is meant to address the scale of current challenges first and foremost, prior to identification of, and lobbying for, funding opportunities.

**14.** This investment is set out in the Consultation Summary including an emphasis in a number of areas on multi-modal, corridor packages where highway, public transport and ‘smarter choices’ investment is closely linked. A key feature of the package is the relationship between the management of some radial routes alongside new investment in orbital links, which provides the opportunity on several corridors to reallocate radial highway capacity to prioritise public transport and cycling.

**15.** The public transport investment also looks to deliver a comprehensive network of park and ride sites, extend the MetroBus network currently being implemented, as well as considering the delivery of higher profile rapid transit routes on a number of core corridors, potentially using light rail technology.

**16.** The extent of future growth at Bristol Airport is likely to have a significant influence on transport investment in the Weston-super-Mare to Bristol corridor, with major highway capacity and public transport schemes being more viable if the airport is expected to accommodate a significant growth in passenger numbers and supporting facilities.

**17.** The consultation summary asks for people’s views on a range of issues, including the overall scale of the package, its emphasis on sustainable travel choices and links with orbital highway capacity. Identifying funding to deliver the package up to 2036 in its entirety will be challenging and it may be appropriate to

consider different ways to raise revenue to help meet the funding requirement. This issue is also highlighted in the consultation summary to provoke discussion and feedback from the public.

### **Key Principles for the Forthcoming Consultation**

**18.** Appropriate public consultation and engagement will be undertaken and coordinated to ensure a joined up and coherent approach is taken to promoting both projects. This is being managed by a dedicated engagement coordinator who will work closely with the JSP and JTS project teams.

**19.** Key methods will include: use of digital platforms, as well as hard copy material presented in a range of formats and styles from the actual technical documents themselves to short high level summary/ awareness raising postcards.

**20.** To complement this, the key messages and FAQs the West of England want to get across will be promoted through a range of forums. Again these will be both digital as well as through ‘on the ground’ activities and events.

**21.** The consultation programme will be led by a launch event and subsequent conversations with the business, health, infrastructure providers and other key stakeholder groups. The business community have been asked to assist in facilitating a business consultation event to ensure wide participation of the business community in this stage of the process.

**22.** In addition individual events may be run and managed by each authority targeted at supporting their respective communities to help understand the level and impact of the growth being promoted.

**23.** To complement and support this whole engagement programme, a press and media protocol and communications strategy will be in place.

**24.** Through the approach as set out above, it is intended that a fair, open and balanced discussion can be held about the JSP and JTS plans to ensure everyone has an opportunity to get involved and make their comments.

**25.** A report on the outcome of the consultation will be made to members at a future meeting in early 2017.

### **Next Steps in the Programme**

**26.** The consultation will run until 19 December 2016. Key milestones moving forward include the following:

- Completion of the JTS strategy for consideration by members by March 2017, taking account of consultation representations;
- Consultation on a publication plan draft JSP in Summer 2017;
- Consideration of the recommendations from the JTS in an updated Joint Local Transport Plan by end 2017;
- Submission of the JSP to the Secretary of State by in early 2018; and.
- Examination in Public and adoption to follow in 2018.

## Consultation and scrutiny input:

### a. Internal consultation:

On emerging stages of the JSP document and ongoing  
Strategic Directors  
Cabinet members  
WoE Joint Scrutiny  
BCC Place Scrutiny  
All Members briefings

### b. External consultation:

Full consultation has been undertaken on the earlier stage Issues and Options document, with invitation to participate sent to all BCC planning policy consultation database and key statutory and non-statutory stakeholders  
Neighbourhood Partnership briefing

### Other options considered:

The Issues and Options document consultation on in 2015 set out a range of spatial options and response to this has been considered in the preparation of this emerging spatial strategy. This spatial strategy is of itself an option and is consulted on in accordance with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

### Risk management / assessment:

**FIGURE 1**

**The risks associated with the implementation of the (subject) decision :**

No.	RISK  Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES  Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	There are no risks arising directly from this report.	<b>Low</b>	<b>Low</b>	Risks related to the JSP and JTS will be managed through the joint JSP/JTS Project Board.	<b>Lowh</b>	<b>Low</b>	WoE JSP/JTS project Board

**FIGURE 2**

**The risks associated with not implementing the (subject) decision:**

No.	RISK  Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES  Mitigation (ie controls) and Evaluation (ie effectiveness of	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	There are no risks arising directly from this report.	<b>Low</b>	<b>Low</b>	Risks related to the JSP and JTS will be managed through the joint JSP/JTS Project Board.	<b>Low</b>	<b>Low</b>	WoE JSP/JTS project Board

**Public sector equality duties:**

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

- i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
- ii) advance equality of opportunity between persons who share a relevant protected characteristic and those do not share it. This involves having due regard, in particular, to the need to:
  - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.
  - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
  - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

An Equality Impact Assessment of the emerging Spatial Strategy has not been undertaken at this stage but will be undertaken in advance of the finalisation of the JSP. A full assessment will be required before approval of the JSP for submission to the Secretary of State.

**Eco impact assessment**

An Eco impact assessment will be required prior to submission of the Joint Spatial Plan to the Secretary of State. A draft sustainability appraisal has been sent to the Sustainable City Team for input into the planned consultation ‘Towards the Emerging Spatial Strategy’.

**Resource and legal implications:****Finance****a. Financial (revenue) implications:**

The City of Bristol’s share of the cost in relation to the production of the JSP is covered by Earmarked Reserves from 15/16 to 17/18. The JSP provides the approach to the distribution of growth and investments to be embedded in the WoE area for development over the next 20 years.

**Advice given by** Tian Ze Hao / Finance Business Partner, Place  
**Date** 05.10.16

**b. Financial (capital) implications:**

Underpinned by the JSP, a framework for development investment requirement is still being created at the WoE level. This will provide a platform to prioritise investments against economic and balance metrics both at project level and programme level aimed at creating an integrated spatial investment strategy.

**Advice given by** Tian Ze Hao / Finance Business Partner, Place  
**Date** 05.10.16

**Comments from the Corporate Capital Programme Board:**

N/A

**c. Legal implications:**

The formulation and adoption of a joint spatial plan is a matter which the law states is not to be the sole responsibility of The Mayor and his cabinet; the adoption (with or without modification) of the plan has to be a decision of the full council. This decision falls to be made under regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012 and as such this is the decision making responsibility of the Mayor (or a cabinet member, cabinet, cabinet committee or officer authorised by him)

Lawful consultation must be fair and should be undertaken when the proposals are in their formative stage so that consultees have a genuine opportunity to influence the outcome.

The consultation must include sufficient information about and reasons for the proposals in order to enable consultees to give intelligent consideration to the matter and to produce an intelligent response. It can be acceptable to consult on a preferred option but explanation about and reference to rejected or discounted alternatives should probably feature in the consultation.

Consultation can operate at different levels of detail depending on the effect on those who are being consulted. The consultation period must be sufficient to enable the consultees to properly participate in the consultation process and the Council should only depart from any provision of its own consultation policy if there is good and lawful reason to do so. The consultation period proposed together with the proposed methods of engagement outlined in the report meet these requirements.

**Advice given by**        **Joanne Mansfield, Lawyer, Democratic and Legal Services**

**Date**                      19.10.16

**d. Land / property implications:**

The JSP influences potential future uses of property across the city. It is not appropriate to relate the JSP at a site or property specific level, but it is not considered to present adverse implications for the council's property.

**Advice given by**        **Robert Orrett Service Director Property**

**Date**                      6.10.16

**e. Human resources implications:**

No HR Implications arise from the recommendation.

**Advice given by**        Mark Williams / People Business Partner, Place

**Date**                      23.9.16

**Key Appendices attached:**

**Appendix 1:** Towards the emerging spatial strategy.

**Appendix 2:** Transport Vision Consultation Summary.

**Supporting evidence - Appendices 3-7 also available**

**3:** Formulating the Spatial Strategy Topic Paper

**4:** Urban Living Topic Paper

**5:** Establishing the JSP Housing Target

**6:** West of England Stage 1 and 2 Green Belt Assessment

**7:** Sustainability Appraisal report

**Access to information (background papers):**

[Joint Spatial Plan Issues and Options](#) (November 2015)

## West of England Joint Spatial Plan

### Joint Spatial Plan – Towards the emerging Spatial Strategy Consultation

#### Introduction

1. The Joint Spatial Plan 'Issues and Options' document was consulted upon between 9<sup>th</sup> November 2015 and 29<sup>th</sup> January 2016. The responses to the consultation and the summary consultation report which have informed this document can be found here: <https://www.jointplanningwofe.org.uk/>.
2. This document is the second phase of consultation to inform the draft Joint Spatial Plan which is intended to be adopted in 2018.
3. The West of England (WoE) currently faces a key challenge: how to accommodate and deliver much needed new homes and jobs properly supported by infrastructure to create attractive places, while maintaining the environmental assets and quality of life unique to our area. The scale of the issue to be addressed requires an ambitious strategic response.
4. The local authorities of Bath and North East Somerset Council, Bristol City Council, North Somerset Council and South Gloucestershire Council have joined forces to prepare the Joint Spatial Plan (JSP). The JSP will be a statutory Development Plan Document that will provide the strategic overarching development framework for the West of England to 2036.
5. A Joint Transport Study (JTS) is being undertaken to develop future strategic transport proposals for delivery up to 2036 that address current challenges on the network and to inform future development proposals. This work will inform the JSP. This joint approach to planning and transport will ensure that future growth decisions are made with an understanding of the necessary transport investment needed to achieve sustainable communities.

#### Purpose of the Joint Spatial Plan

6. The four authorities are committed to a positive plan-led approach. This is consistent with the Government's core planning principles and the Duty to Cooperate. Whilst the JSP is not a detailed land use plan, it is a statutory Development Plan Document and will form the strategic policy for individual Local Plans prepared by the four Authorities going forwards. The scope of the JSP, with its supporting evidence base, is intentionally focused on:
  - identifying the number of new market and affordable homes and amount of employment land that is needed across the West of England 2016-2036.
  - setting out the most appropriate spatial strategy and strategic locations for where this growth should be to meet the needs identified. The outcome of this process will be

housing apportionments for each authority in the final JSP.

- identifying the transport and other infrastructure that needs to be provided in the right place and at the right time to support sustainable growth and to provide certainty for our communities and those that want to invest in our area.

### **Relationship of the Joint Spatial Plan to Local Plans**

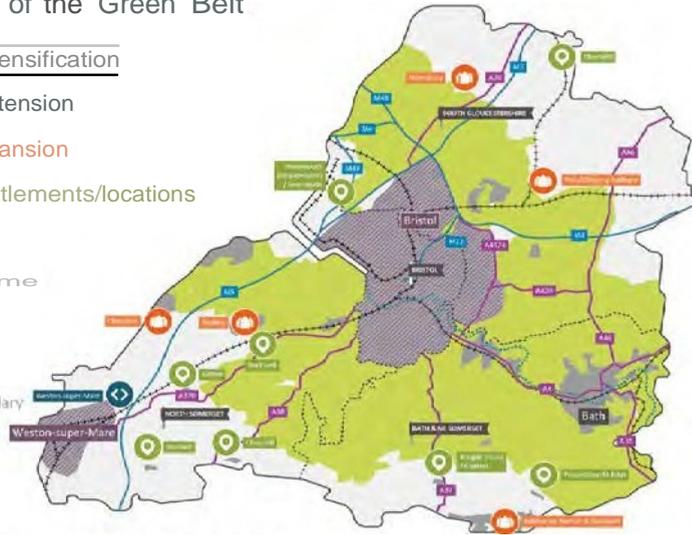
7. The JSP will, in due course, carry significant weight and be used to inform key planning decisions. Whilst it will not replace existing local plans, in due course it will be a material consideration in decision making. In the meantime, existing local plans will continue to deliver existing Core Strategy targets. Local plan reviews will need to respond to the new strategic context. The JSP will eventually (when adopted) provide the new higher level strategic planning framework for the four authorities to 2036.
8. Given the early stage that the JSP is at, and in the spirit of early engagement on options, the JSP will not carry significant weight at this time which would be premature.
9. The Housing and Planning Act 2016 has a new route for planning permission for housing led development called 'planning permission in principle' or PIP. A PIP may be granted for housing-led development either on application to the local planning authority (or Secretary of State in some instances), or through qualifying documents. The JSP is not expected to be a qualifying document for establishing planning permission in principle.. The JSP Spatial Strategy will identify strategic development locations which will be brought forward as allocations through the local plan process.

### **Purpose of this document**

10. During the public consultation on the Issues and Options document we set out potential strategic locations classified by broad typologies and asked for comments on five potential generalised spatial scenarios to base the Plan's spatial strategy upon. These are listed below and pictorial representations of the first three are shown:
  - Protection of the Green Belt
  - Concentration at Bristol Urban Area
  - Transport Focused
  - A more even spread of development across the sub-region
  - New Settlement or (a limited number of expanded settlements).

### Protection of the Green Belt

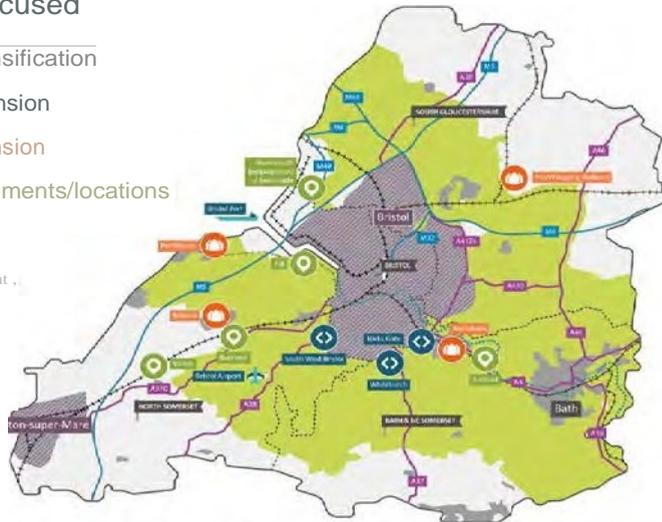
- Urban intensification
- G) Urban extension
- O Town expansion
- a Other settlements/locations
- Green Belt
- Existing settlements
- Major roads
- Road
- Railway line
- Council boundary
- River



Note: Locations are illustrative only and must not be taken to imply any specific development strategy or preference for identified locations

### Transport focused

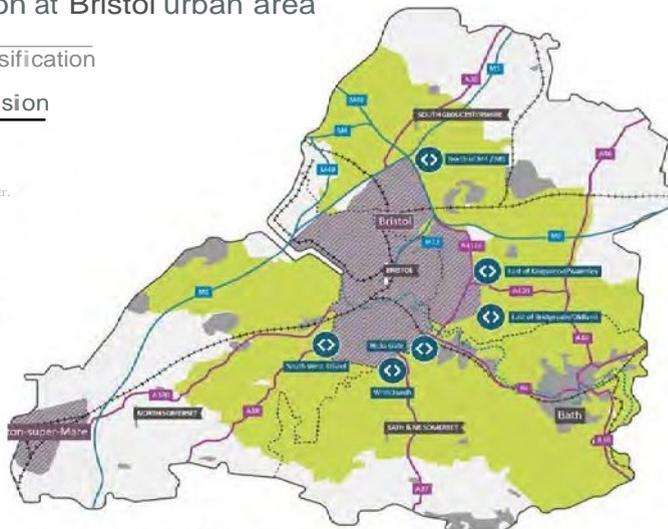
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- River



Note: Locations are illustrative only and must not be taken to imply any specific development strategy or preference for identified locations

### Concentration at Bristol urban area

- Urban intensification
- G) Urban extension
- Green Belt
- Existing settlements
- Major roads
- Road
- Railway line
- Council boundary
- River



Note: Locations are illustrative only and must not be taken to imply any specific development strategy or preference for identified locations

11. A wide range of views were expressed through the consultation. Broad support was indicated for one or a combination of both of the following options:

- 1) Protection of the Green Belt
- 2) Transport Focussed.

12. Following the outcome of the consultation, further technical work has been undertaken to look at the range of locations across the West of England and test the merit of alternative approaches and scenarios. We have sought to draw out components of each of the options that people valued and have distilled those into a single draft emerging spatial strategy. A wider range of factors and issues including transport, sustainability, green belt, environmental, community building, place making, protecting valued landscapes and places have been considered. This has come together to produce a pragmatic, deliverable plan which overall produces a balanced strategy which best delivers the plan's objectives. This has been tested against the objectives of the Sustainability Appraisal and strategic modelling of the transport impacts as part of the Joint Transport Study. Topic Paper 1 sets out the full methodology for preparing the Spatial Strategy.

### **What happens now?**

13. Before the plan preparation progresses to the publication plan (final draft plan), we want to seek people's views now on the emerging spatial strategy in this document. The strategy is not fixed and we recognise that further work is necessary including taking on board comments from this additional stage of consultation. The additional stage of consultation has been undertaken as it is critical to ensure everyone can have an opportunity to comment and help shape the emerging spatial scenario. This is particularly important as no alternative spatial strategy was put forward at the Issues and Options stage and we want to ensure that the opportunity is provided for alternatives to come forward.

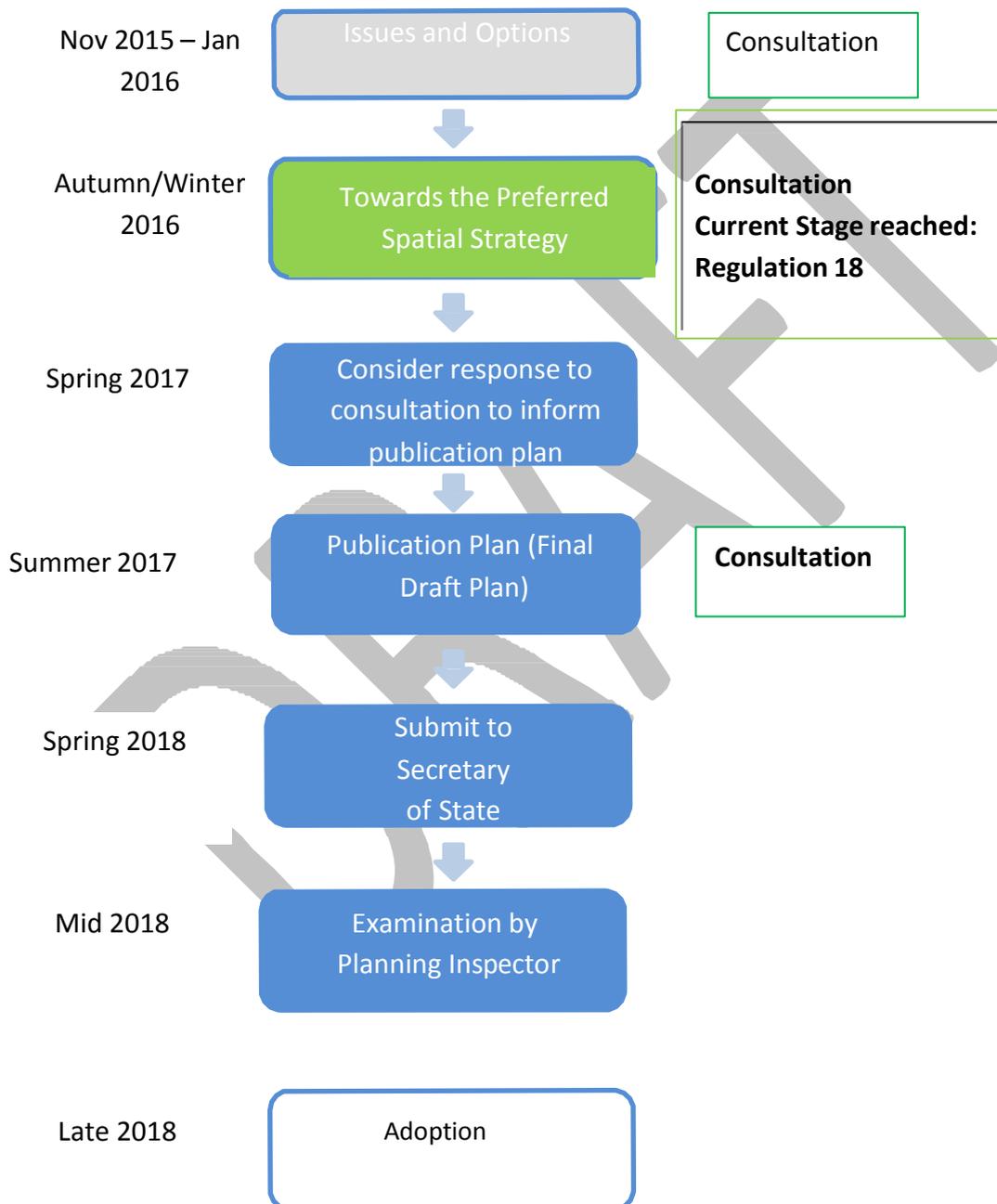
14. This draft document on **Towards the Emerging Spatial Strategy** and supporting evidence is open to consultation between 7<sup>th</sup> November and 16<sup>th</sup> December 2016. This consultation is being undertaken jointly with the consultation on the Joint Transport Study, The work streams are closely linked and consultation responses will inform both the final draft of the plan and the transport vision in the joint transport study.

### **Preparing the final draft JSP and Timetable for the plan**

15. The JSP is being prepared in accordance with the Planning and Compulsory Purchase Act 2004.

16. The plan is still at an early stage of plan preparation (Regulation 18). Before any final decisions are made a number of statutory stages involving public consultation need to be completed. These statutory stages and the timetable for when they will be completed are presented in Figure 1. The target is to submit the Joint Spatial Plan to the Secretary of state for examination by Spring 2018 with examination later that year. Milestones leading up to these dates are set out below:

**Figure 1: Timetable**



## Vision and Objectives

17. The West of England Joint Spatial Plan vision is consistent with national policy, and stems from the critical issues identified and the WoE LEP Strategic Economic Plan (SEP) economic vision for the sub-region to 2036. The economic vision has been augmented to reflect social and environmental aspirations. The proposed vision for the JSP has public support as demonstrated by 71% of respondents to the public consultation in 2015.

### **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 city 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.

18. A complementary vision has also been developed to specifically guide the preparation of the Joint 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.
19. There are four overarching priorities guiding the preparation of the spatial strategy in order to respond to the critical issues facing the West of England and ensure that the strategy is founded on sustainable development principles

### **Strategic Priorities**

- 1. Economic:** To identify and meet the need for housing and accommodate the economic growth objectives of the LEP Strategic Economic Plan
- 2. Social:** To ensure that the JSP benefits all sections of our communities
- 3. Environment :** To protect and enhance the sub-region's diverse and high quality environment and ensuring resilience including through protection against flood risk.
- 4. Infrastructure:** To ensure a spatial strategy where new development is properly aligned with infrastructure.

There are **spatial implications** for the spatial strategy arising from the four strategic priorities:

### **Spatial implications of the strategic priorities:**

1. Economic rebalancing to help address inequality, improve accessibility to jobs, support economic growth, and address unsustainable commuting patterns by aligning jobs and homes
2. Sufficient land should be identified to meet the needs of development including:
  - Deliver the housing needed at a range of sustainable locations
  - Facilitate economic growth of both existing employment centres such as the Enterprise Zones and Enterprise Areas and in new locations which will most successfully deliver the appropriate scale and type of jobs and contribution to the West of England economy.
  - Recognise the need for affordable housing delivery in accessible locations close to employment centres and other services and close to where the need arises.
3. Retention of the overall function of the Bristol & Bath Green Belt as set out in the NPPF.
4. The environmental quality of the West of England is maintained and enhanced by
  - Planning positively to ensure that development encourages and does not restrict the benefits the natural environment can provide.
  - Ensuring no net loss to biodiversity and enhancing ecosystem service provision
  - To develop a more resilient environment to help tackle the challenges of future climate change.
5. Strategic development should be in locations which maximise the potential to reduce the need to travel or where travel is necessary, maximise opportunities to travel by sustainable, non-car modes, especially walking and cycling. The focus of new transport infrastructure should address both existing challenges and create capacity for sustainable growth. Or be in places accessible to existing or new high quality public transport links.

### **Reviewing the evidence base**

20. The National Planning Policy Framework (NPPF) requires local plans to prepare a strategic housing market assessment (SHMA) to have a clear understanding of the needs of their area. In the West of England two Housing Market Areas have been identified, a Wider Bristol Housing Market Area and a Bath Housing Market Area.

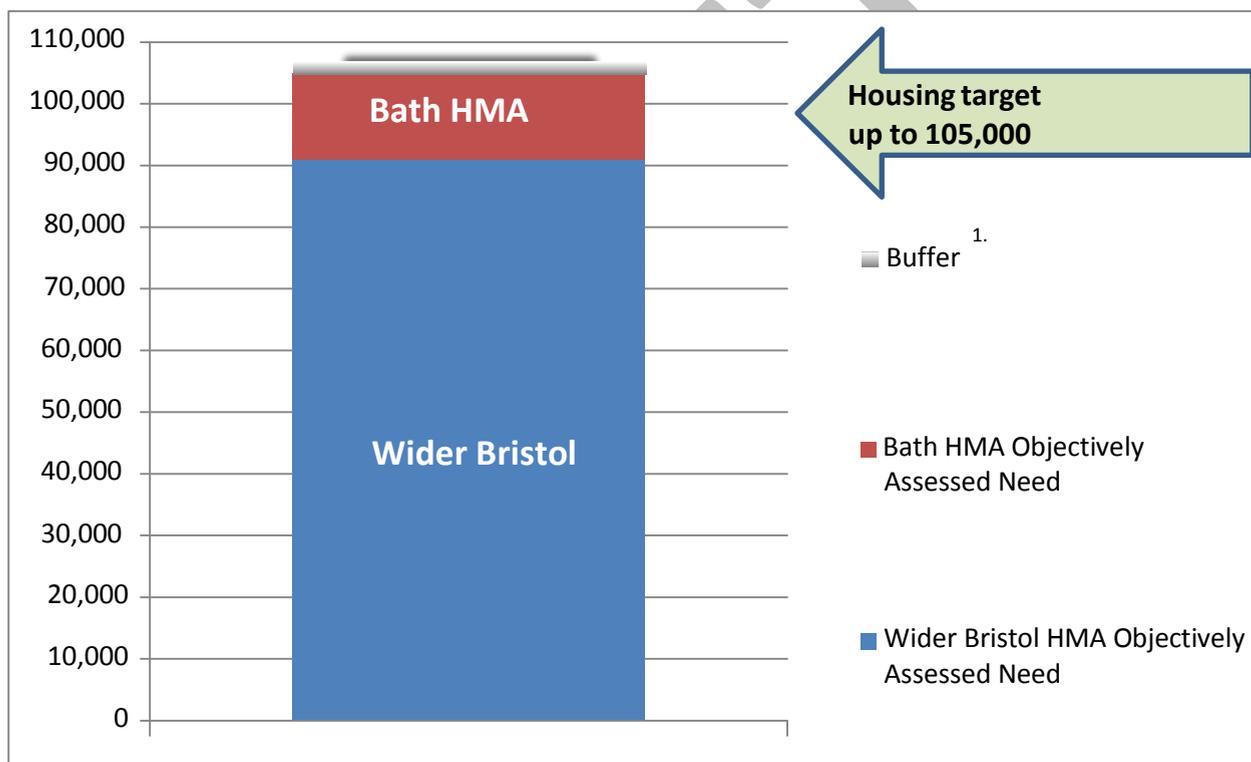
The Issues and Options consultation proposed that the JSP was based on meeting the needs of the Bristol Housing Market area but delivered across the West of England (including potential sites within the Bath Housing Market Area). Following representations received the evidence base has been reviewed. **The JSP will plan to meet the needs arising from both the Bristol and the Bath housing market areas to 2036.** The Bath SHMA has been updated to provide consistent information to 2036. The wider Bristol SHMA has been updated and now takes account of the

representations received to the Issues and Options consultation. The Objectively Assessed need (OAN) for the wider Bristol HMA was at that time defined as 85,000 the OAN for both housing market areas is now 97,800, with a housing need of up to 102,200. A Topic paper on the Housing Target sets out the approach and evidence to formulating the housing target.

21. The JSP will provide the framework to deliver **up to 105,000**<sup>1</sup> net additional new homes between 2016 and 2036 of which, around 32,200 (30%) should be affordable homes.

22. The housing target supports the planned job growth of 82,500 jobs for the period 2016-2036 (or 125,900 jobs between the period 2010-2036).

**Figure 2 JSP Housing Target 2016-2036**



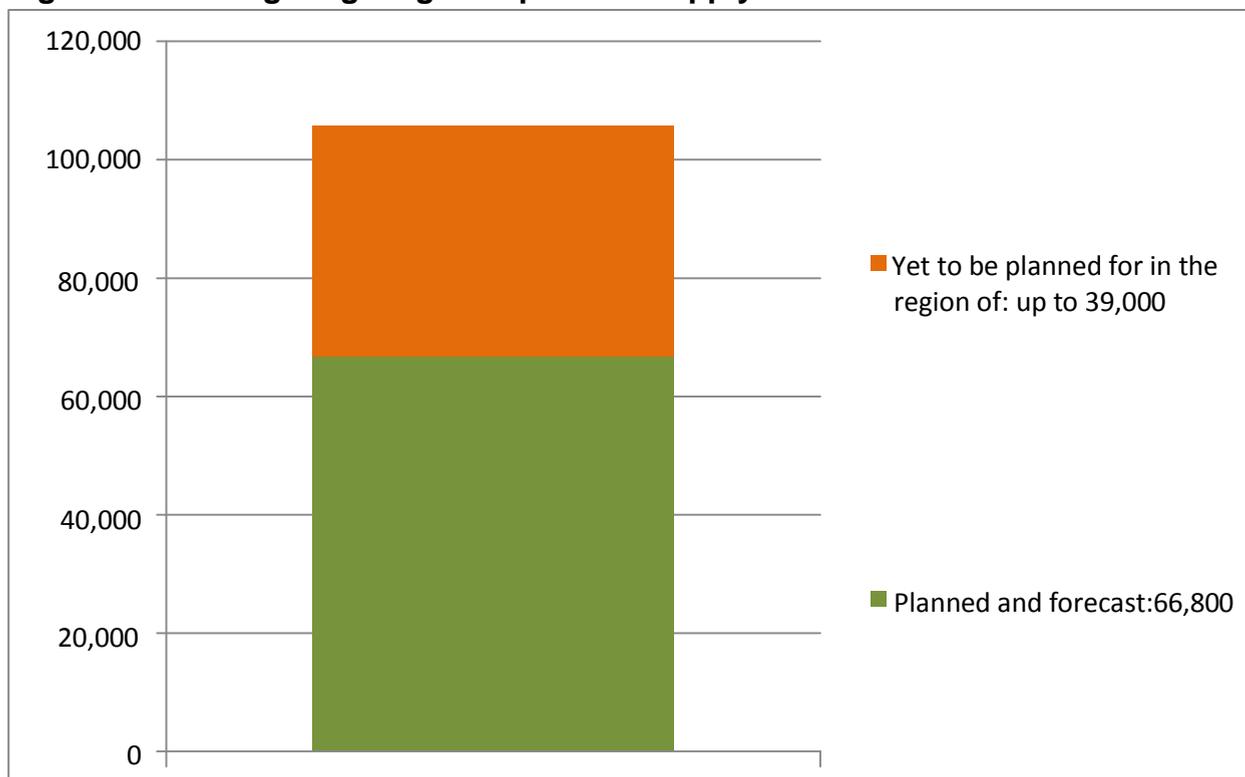
**Planned supply**

23. The four authorities' existing Core Strategies make provision for some 66,800 dwellings. This is predominantly on previously developed land (60.23%). There is supporting growth at towns, and villages and also several greenfield strategic locations in existing local plans. **When compared to the housing target figure identified there are up to 39,000 additional dwellings to 2036, that need to be planned for through the JSP spatial strategy.**

<sup>1</sup>

*This includes a buffer of 2.5% which has been used to recognise that there is the potential for a small margin of error, given that some of the numbers are based on likely estimates and the final numbers will be finalised when the SHMA is updated in 2017.*

**Figure 3: Housing Target against planned supply**



### **Affordable homes**

24. The identified need for an additional 32,200 affordable homes takes into account a boost to the overall housing need to respond to the market signals in the West of England. Delivery against this need equates to 1,610 affordable homes each year, which is 30% of all homes planned over the 20 year plan period. This is in contrast to actual housing delivery, over the period 2006/07 to 2014/15 of:

- 36,279 new homes (market and affordable).
- 8,086 affordable homes (an annual average of 898 per year).
- This represents an affordable housing delivery rate of 22.5% of all homes.

25. Meeting the affordable housing need is recognised as a significant challenge and the Unitary Authorities have to consider whether the affordable housing need can be delivered .

26. The option of further increasing the overall market housing figure (above the boost already made) to bring forward more sites which in turn may deliver more affordable homes has been explored. However, not only is this unlikely to lead to the delivery of affordable housing to meet the need identified, an oversupply of market homes will create an imbalance in jobs and homes by drawing in additional workers resulting in increased levels of households in need. This would further inflate the number of homes needed and provide additional growth pressures on the transport network.

Hence this approach is contrary to providing a sustainable balanced strategy for growth and is likely to have a detrimental impact on wider principles of the Plan as well as destabilising the plans of adjoining Local Planning Authorities who are also promoting a plan led approach to planning for sustainable economic growth.

27. Challenges in delivering affordable housing to meet identified need are not unique to the West of England; the nature and scale of issues and policy landscape is national. There is a significant implementation gap between levels of need and planned numbers of affordable homes that can be realistically delivered by the development industry. It is recognised that the Unitary Authorities will need to work with partners and use other mechanisms as well as the planning system to maximise delivery of affordable homes needed.
28. On balance therefore it is clear that it is unrealistic and unsustainable for the Plan alone to meet the full amount of affordable housing identified. This is a judgement that has involved a careful balancing exercise that has taken into account all of the factors set out above.
29. It is recognised that other areas in the country have experienced the same issues and have instead set out what can be achieved through their respective Spatial Strategies.
30. It should be noted that if there is a review of the affordable housing definition in national planning policy to include Starter Homes, then the 32,200 affordable housing need would need reviewing. This is because many of the households who aspire to home ownership but cannot afford to buy market housing in the Plan area (those who may be eligible for Starter Homes) can afford to rent market housing. Therefore they are not counted within the affordable housing need of 32,200 dwellings (which is based on those who cannot afford to buy or rent at market rates in the market area).
31. In the absence of regulations explaining the introduction of Starter Homes in more detail the Authorities' technical assessment has assumed that 20% starter homes will apply on all the new strategic development locations as they come forward.
32. This means that traditional affordable homes (as currently defined in national and local policy) will make up the balance of the policy requirement. In practice, the % of traditional affordable housing should be higher if equivalent viability is maintained. However it is not possible to confirm this at this time. It is also unknown whether existing Core Strategy commitments could be impacted by the introduction of Starter Homes. Therefore current projections, taking into account the impact of starter homes on new strategic development locations, are that 17,100 traditional affordable homes can be delivered against the housing need of 32,200 (53%).

33. The assumption of 20% Starter Homes on new strategic development locations equates to the delivery of 7,740 homes, contributing towards the overall housing target.

34. **We are seeking views on this proposed approach to the emerging spatial strategy.**

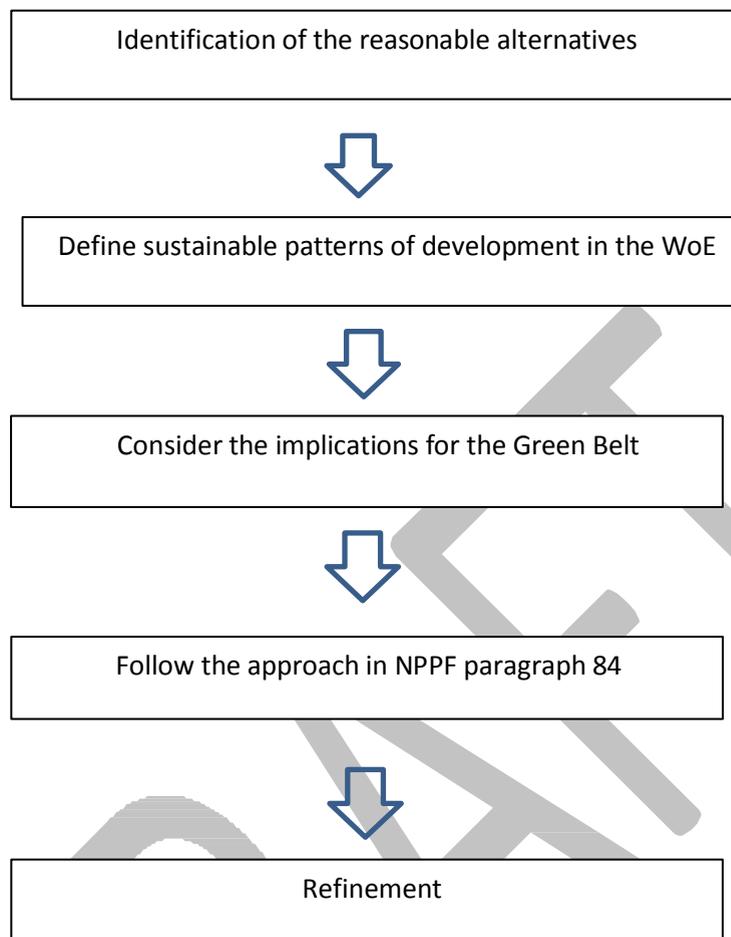
<b>Summary of technical work on affordable homes delivered through the planning system</b>	<b>total number of homes</b>	<b>Traditional affordable housing (units) if starter homes introduced</b>	<b>Traditional affordable homes (%)</b>
<b>Sites that are existing planned commitments in Local Plans including future small windfalls</b>	66,800	14,288	21.65%
<b>New strategic and non strategic development locations</b>	Up to 39,000 to be tested <sup>3</sup>	2,783	7.19%
<b>Total projected affordable housing delivery</b>		17,071	16.30%
<b>Proposed target</b>	Up to 105,000		

## 2. Spatial Strategy

35. Further work was been undertaken to develop the spatial strategy. The methodology is set out in the Topic Paper on formulation of the emerging spatial strategy. In summary the process has involved the following 5 stages:

<sup>3</sup> To meet target 38,200 required, indicative capacities being tested at locations are some 39,000

**Figure 4: Approach to building the spatial strategy:**



36. This has implications for the choice of strategic development locations (SDL's) as follows;

- a. Development within existing urban areas
- b. Development outside the Green Belt in close proximity or well related in sustainable transport terms to existing urban centres, especially to the south west and south east of Bristol and adjoining Weston-s-Mare
- c. Other sustainable towns and villages including freestanding settlements.
- d. If exceptional circumstances exist, consideration of the sustainability of Green Belt locations

37. An allowance is proposed to be made for 'non-strategic growth' to accommodate on-going housing development in villages and towns which is needed to enable local communities to thrive. This allowance is for up to 1,000 dwellings each for Bath and North East Somerset, North Somerset, and South Gloucestershire and up to 400 for Bristol, together this totals 3,400 homes across the plan area. Detailed proposals are intended to be brought forward through each authorities local plan.

38. This approach recognises all aspects of sustainability including growth closest to the central areas and other parts of urban areas where people seek to travel for work,

shopping and recreational needs. Sustainability is closely related, but not entirely, to proximity. Other sustainability factors to meet the priorities of the plan also need to be considered including rebalancing economic growth, maintaining and enhancing the environment and retaining the overall function of the Green Belt. A balanced approach has been taken.

39. The current and anticipated future locations which are significant generators of trips are central Bristol, the existing communities of the Bristol North Fringe, central Bath/Bath Enterprise Zone and Weston-super-Mare. However, this approach which focusses on increasing existing urban development opportunities and expansion will not be sufficient to meet the homes and job needs of the Region over the next 20 years. Additional new sustainable locations will be needed which may include new approaches such as new neighbourhoods, or garden villages. The spatial strategy identifies locations for these, recognising their current proximity and access to central Bristol, Bath and Weston super-Mare and their potential to utilise existing and new transport corridor opportunities. Evidence shows that due to significant environmental constraints there is no scope to further expand Bath outwards.
40. Alongside this, it is also recognised that existing towns and larger villages have a role to play in supporting sustainable economic growth. Strategic opportunities have been identified where investment in high profile public transport will assist in delivering sustainable growth.
41. A sizeable proportion (48%) of the West of England is part of the Bristol-Bath Green Belt. This has significant implications for the spatial strategy, particularly reflecting the strategic priority to retain the overall function of the Green Belt. The advice in NPPF para 83 is *“Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period.”*
42. Technical work and transport modelling show that it is not possible to sustainably accommodate the identified growth needs entirely outside the Green Belt. The transport impacts cannot be fully mitigated even with substantial investment. Such a strategy would be dependent on some highly unsustainable locations that are very difficult and expensive to mitigate with only sub-optimal solutions. It would also put pressure to locate development in the floodplain, and these issues would impact delivery of such a strategy.
43. In response to public consultation, the spatial strategy aims to minimise development within the Bristol and Bath Green Belt. However, due to the scale of provision required and the extensive nature of the Green Belt, the plan does include certain sites currently with Green Belt designation. Land is proposed to be released from the

Green Belt, south east of Bristol as explained in the Spatial Strategy methodology paper. There may be potential through the plan's preparation to explore whether areas could be included within the Green Belt to ensure no net loss of the overall green belt. There are no firm proposals at this time. Finally, the opportunity for a new free standing settlement has been explored. Through the Issues and options consultation a garden village of Buckover to the east of Thornbury was identified.

### ***Urban Living (maximising the potential of urban areas)***

44. Urban Living is a central plank of the Spatial Strategy, and commands a high degree of public support. The four UAs have carried out an assessment of the potential of existing urban areas to deliver land to meet development needs. 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. It is recognised that the success will rely on the ability to plan effectively the use of all public services as part of this concept.

45. Further work undertaken has indicated that brownfield land in the future could deliver greater levels of development than in recent years. Bristol has delivered 45% of the new housing provision across the JSP plan area since 2006, much of it on previously developed land. In the Issues and Options document 10,000 homes were identified to come forward through urban living in Bristol (12,000 across the plan area). More recent evidence has identified that through maximising opportunities for development, this number could be increased to a potential for 12,000 homes to be delivered in Bristol (14,300 across the plan area). Opportunities for maximising the potential of existing land will result 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
- Identification of mechanisms to ensure more certainty over the delivery of large windfall sites.
- Increasing the density of development:
  - on allocated sites by reappraising and increasing their development potential
  - on existing sites where the opportunity for redevelopment arises

### **Strategic Development Locations**

46. Against the requirement of c39,000 additional dwellings, taking into account up to 14,300 that could be delivered through urban living **the remaining c24,400 additional new dwellings will be accommodated in a combination of the following two ways:**

- Majority through strategic development locations identified in the JSP (SDL's)
- Non strategic growth identified through individual Local Plans, (400 in Bristol, and up to 1,000 in each of the remaining 3 UAs, totalling some 3,400).

47. District apportionments in the final JSP will set the amount of growth to be accommodated.

48. Across the West of England economic locations are expected to deliver capacities to support c.658ha of employment land. With the enterprise zone and areas having capacity to support the provision of up to 78,400 jobs depending on end uses.

49. The Enterprise Zone and areas can contribute more than two thirds of the 82,500 jobs, a further third of employment will come through the needs of the increased population including; GPs, Shops, leisure uses.

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**Table 1: Strategic Locations and the rationale for inclusion in the emerging spatial strategy**

<b>Typology</b>	<b>Strategic location</b>	<b>Indicative number of dwellings</b>	<b>Rationale for inclusion in the emerging spatial strategy</b>	<b>Likely transport mitigations include</b>
Urban Living	Bristol	12,000	Urban living - the potential of urban areas to accommodate new homes - is a central part of the emerging Spatial Strategy. It is consistent with the objectives for the strategy.	Ring of new and expanded Park & Rides around the Bristol urban area on the main corridors Walking/cycling package
	Bath	300	Urban living - the potential of urban areas to accommodate new homes - is a central part of the emerging Spatial Strategy. It is consistent with the objectives for the strategy. However, there are only limited additional opportunities above those currently identified in the B&NES Core Strategy & Placemaking Plan, particularly in light of the physical and environmental constraints which are a characteristic of the City	Conventional bus upgrading Walking/cycling packages in addition to infrastructure needed to support Core Strategy growth.
	Weston	1,000	Urban living - the potential of urban areas to accommodate new homes - is a central part of the emerging Spatial Strategy. It is consistent with the objectives for the strategy.	Weston rail improvements MetroBus Junction capacity improvements (inc M5 Jn 21)
	North and East Fringe (S.Glos)	1,300	Urban living - the potential of urban areas to accommodate new homes - is a central part of the emerging Spatial Strategy. It is consistent with the objectives for the strategy.	A420 P&R and MetroBus Walking/cycling packages Ring Road junction improvements
Outside the Green Belt proximity or	Nailsea/Backwell	Up to 3,600	Nailsea/Backwell is located on the outer edge of the Green Belt, physically close to Bristol	Station improvements MetroBus

<p>well related in sustainable transport terms to urban centres</p>			<p>and with strong economic links but it will require transport infrastructure investment such as metrobus to significantly improve connectivity and maximise opportunities for sustainable travel. Nailsea is a town where there is an existing objective to improve the mix and balance of housing and support existing and new services, jobs and facilities. Any growth needs to be carefully integrated to ensure that the existing services and facilities would help support the new development and benefit from the opportunities generated. Development is anticipated to take place generally to the west of Nailsea and Backwell which will bring significant challenges in terms of transport delivery, but avoids the Green Belt and principal flood zone areas.</p>	<p>Junction improvements (inc M5 jn 21) J20 to Nailsea new link</p>
	<p>M5 to A38 Transport Corridor</p>	<p>Up to 5,400</p>	<p>Development in this general location, possibly by a new garden village, provides the opportunity to significantly upgrade the transport infrastructure on this corridor as part of an overall objective of improving the A38 south of Bristol and improving connectivity for the Airport. This would target the A38 route to the south of the Airport, improving accessibility for economic development and access to new jobs to the south and east of Bristol. It creates potential improvements to M5 access at Weston, relieves pressure on A370 corridor and addresses long standing community impacts, notably a bypass to alleviate congestion in Banwell. As further growth at Weston is highly constrained by topography, flood plain and</p>	<p>Significant mitigations including P&amp;R (A38/M5 jn 21) Junction improvements (inc M5 jn 21) Banwell bypass would need to be delivered in advance to support this location.</p>

			significant highway capacity issues, this provides an opportunity to provide future growth to meet Weston's needs, linked to the existing urban area by transport improvements.	
Other Town expansions/ new settlements	Thornbury	Up to 600	Additional development that consolidates / completes expansion to east of the town, appropriate to continue the revitalisation of the town centre and strengthen local services. Also provides additional opportunity for investment and provision of new local employment and will assist the case for Metrobus to improve access to BNF and Science Park.	P&R A38 MetroBus Junction improvements (inc M5 Jn 16)
	Charfield	Up to 1,000	Provides an opportunity to enhance the sustainability of a key settlement in the north of the district through growth supported by new services, facilities and employment opportunities. Charfield is situated on an existing live railway line. Whilst the station is currently closed any additional housing in this location could support a case for potentially reopening the station and rural bus improvements. Significant highway infrastructure may also be required. Also assists addressing housing needs / demand for new homes in north of the district.	P&R (A38) junction improvements (inc M5 junction 14)
	Buckover Garden Village	Up to 2,200	An opportunity has recently emerged beyond the Green Belt in SGC for a potential new garden village settlement (up to 3000 dwellings) located to the east of Thornbury. This location provides the opportunity to deliver the first locally led garden village for West of England in 21st Century. It could help the case for a step	

			<p>change in public transport to the locality, linking to Metrobus routes to enable access to the major employment centres of North Bristol. Significant highway infrastructure, including the strategic road network (M5) may also be required. It also potentially broadens the housing supply models in the sub-region via a single ownership with genuinely visionary approach to place making and land value capture. Alongside planned expansion at Charfield it would also provide the opportunity for the local communities in the north of the district to meet housing pressures in a planned sustainable way. Buckover is also a potential growth point for any future Oldbury NNB.</p>	
Locations within or partially within the Green Belt	SE Bristol Whitchurch	Up to 3,500	<p>Land south and east of Whitchurch Village performs relatively well in the sustainability appraisal because of its proximity to Bristol, and the choice of travel options available in this location. However, this location is only deliverable if substantial new sub-regional and local transport infrastructure is provided, focussing on public transport, including conventional bus service upgrading, new park &amp; ride, and future Metrobus or rapid transit provision. Additional highways capacity would also be needed, to address underlying congestion issues, to provide access to new development and to release space for the public transport improvements. Housing capacity is constrained to about 3,500 dwellings to avoid causing unacceptable harm to nationally important heritage assets as well as retaining the Green Belt separation of Whitchurch Village</p>	<p>Walking &amp; cycling package Conventional bus upgrading A37 new Park &amp; Ride Orbital Metrobus linking Whitchurch/Hicks Gate/city centre A4-A37 new or improved orbital links (also facilitates Metrobus corridor) Whitchurch distributor road including connection to A4-A37</p>

			<p>from the Bristol Urban area. Whilst the location lies within the Green Belt and plays an important role in preventing urban sprawl, protecting the countryside and helping regeneration, the need to provide for strategic new growth, the relative sustainability of this location and its relative performance in Green Belt terms compared with other locations is evidence of the exceptional circumstances to release of this location from the Green Belt (see Topic Paper on the Spatial Strategy Methodology).</p>	
	North & East Keynsham	Up to 1,100	<p>This location performs well in the Sustainability Appraisal and will also be effective in helping to deliver the Plan's Strategic Priorities. Being a town expansion situated on a strategic transport corridor well related to Bath &amp; Bristol it fits well with the spatial strategy methodology as set out in Topic Paper 5 Spatial Strategy Methodology. The proximity to central Bristol provides the opportunity to exploit both existing and potential new sustainable transport infrastructure including conventional bus corridors, Park &amp; Ride, the Bristol to Bath Railway line, the Bristol-Bath cycleway, and future MetroBus or rapid transit. However, any development in this location is dependent on the timely provision of significant new transport measures to enable new growth and to mitigate existing congestion. This includes new road infrastructure where appropriate to serve the potential development area and ease pressure in the town</p>	<p>Walking &amp; cycling package including NCN4 link  Conventional bus upgrading  A4 Park &amp; Ride relocation and/or expansion  A4 Metrobus terminating Keynsham/Saltford  A4-A37 new or improved orbital links  Callington Road Link (Bristol)  Avon Mill Lane-A4 link including A4/B3116 junction and/or other A4 junction upgrading</p>

			<p>centre. Whilst part of this location lies outside the Green Belt, there are exceptional circumstances to justify removing the rest of the location from the Green Belt in light of its relative GB performance against other GB locations (see Topic Paper 5 on the Spatial Strategy Methodology). Development in this location will need to relate well to the existing settlement and take account of the views from the Cotswolds AONB. The capacity of the site is constrained by the floodplain and the need to respect the separate integrity of Keynsham and Saltford.</p>	
	<p>Yate strategic corridor (Yate/ Chipping Sodbury/)</p>	<p>Up to 2,600</p>	<p>Strategic Growth would consolidate longer term role as one of the principle market towns in the sub-region benefiting from existing accessibility &amp; service provision as a significant urban centre, particularly area's accessibility by rail. Alongside Coalpit Heath growth would support investment into rail and Metrobus extension along the A432 Badminton Road, improving access to Bristol City Centre, the Bristol North Fringe, Science Park and Emersons Green Enterprise Area. Long-term phased greenfield development would also support investment in regeneration and the town centres and improving the range and type of jobs and help to unlock potential brownfield development at the western gateway.</p>	<p>Station improvements MetroBus P&amp;R Pinchpoint schemes and junction improvements Coalpit Heath distributor road</p>
	<p>Coalpit Heath.</p>	<p>Up to 1,500</p>	<p>Coalpit Heath offers close proximity to the BNF, Science Park and Emersons Green Enterprise Area. Strategic development along the A432 Badminton Road, in combination</p>	<p>MetroBus P&amp;R Pinchpoint schemes and junction improvements</p>

			with further growth at Yate / Chipping Sodbury would support investment into rail at Yate and Metrobus. It would also support existing and provide new services / facilities and employment opportunities in the locality.	Coalpit Heath distributor road
Total of strategic Development Locations		Up to 36,100		
Non strategic Growth		Up to 3,400	Development of up to 1,000 dwellings at each UA to accommodate on-going housing development in villages and towns which is needed to enable local communities to thrive. Development of up to 400 dwellings at the SW Bristol part of Ashton Vale that lies within the City boundary and is inside the South Bristol Link Road and makes only a limited contribution to the Green Belt compared to other GB locations. Given 400 units, it is not strategic in size, but would contribute to non-strategic growth within Bristol.	
Total		Up to 39,900		

**Table 2: Locations considered and not put forward for inclusion in the emerging spatial strategy**

Yatton	Yatton is a very constrained location in terms of transport, flood risk, ecology and transport. The location was tested through the transport modelling and performed poorly as highway trips would have a disproportionate impact on the network as a result of long distances to all destinations and would require expensive mitigation—river and rail crossing. Surrounded by low lying land at risk of flooding.
Long Ashton	The principal area of potential development to the south is separated from Long Ashton by the railway and is difficult to integrate into the existing settlement because of severance issues. It is a sensitive part of the Green Belt valued by the local community. Long Ashton is relatively close to Bristol, so there is an opportunity to maximise cycling and use of metro bus. There are also existing transport constraints relating to Cumberland Basin congestion and M5 J19.
Portishead	Portishead is a very constrained location in terms of transport, Green Belt, flooding and ecology. Whilst there is opportunity afforded by Portishead line rail re-opening, there are major capacity constraints at M5 J19.
Easton-in-Gordano/Pill	Easton-in-Gordano is a very constrained location in terms of transport, Green Belt, heritage, landscape and ecology. Whilst there is opportunity afforded by the Portishead line rail re-opening, there are major capacity constraints at M5 J19.
Clevedon	Clevedon is very constrained in terms of flood risk to the south and east and topography and landscape to the north. The levels landscape is also particularly sensitive both for its own characteristic value and ecological contribution as well as potential for adverse ecological impacts on the coastal habitat to the south of Clevedon. Any new development to the east of M5 would be physically separated from the existing town. Strategic development was also shown to be quite problematic in transport terms in this location with additional trips on the M5 and contributing to congestion on more localised routes.
<i>NW Saltford</i>	This location does not make the threshold for strategic development location. However, it has potential as a non strategic growth location to be explored through the review of the B&NES Core Strategy. The location lies within the Green Belt

<i>West &amp; South West Keynsham</i>	This location does not perform well in the Sustainability Appraisal. It would be difficult and costly to mitigate the negative impacts of development in this location. The location lies within the Green Belt
<i>SE Keynsham</i>	This location does not perform well in the Sustainability Appraisal. It would be difficult and costly to mitigate the negative impacts of development in this location. The location lies within the Green Belt
<i>SW Saltford</i>	This location does not perform well in the Sustainability Appraisal. It would be difficult and costly to mitigate the negative impacts of development in this location. The location lies within the Green Belt
<i>Somer Valley</i>	The Somer Valley is one of the least sustainable locations in the sub-region for accommodating strategic housing growth. There is already a substantial imbalance in the number of workers who reside in the town and the employment available and this will be exacerbated in light of existing residential commitments. It has also proved difficult to attract new employment to the area and jobs have been steadily eroded over recent years. Therefore, strategic new housing growth will inevitably lead to substantial out commuting. Transport modelling shows that seeking to mitigate this will be difficult, costly and only partially effective. The purpose of the new Enterprise Zone is to facilitate employment generation to help mitigate the existing high levels of out-commuting.
<i>Clutton and Temple Cloud</i>	Sites in Clutton & Temple Cloud do not perform well as sustainable locations for accommodating strategic housing growth in the sub-region. The majority of new residents are highly likely to seek to travel by car to work and other activities. Transport modelling shows that seeking to mitigate this will be difficult, costly and only partially effective.
<i>West of Twerton, Bath</i>	Based on the SA the significance impact that development of this scale and this location would have on World Heritage site and its setting has led to this full site not being considered as a reasonable option. The severity of harm caused by development in this location would significantly outweigh the benefits. It would cause significant harm to the setting of the WHS and whilst it is not in the AONB, it is on the edge of Bath and is visually prominent, thereby causing harm to the AONB. As such development would contradict national policy. It also performs very strongly in Green Belt terms. Therefore this location is not suitable for development in the plan period.
<i>SE Bristol Hicks Gate</i>	Whilst this location performs well in the Sustainability Appraisal, and would be effective in helping to deliver the Plan's Strategic Priorities, it lies in a very sensitive part of the Bristol and Bath Green Belt which makes a major

	contribution to preventing the merger of Bristol and Keynsham.
<i>Ashton Vale</i>	The Green Belt at Ashton Vale (outside the South Bristol Link) makes a major contribution to Green Belt purposes. It is an area of attractive countryside and a sensitive landscape in relation to, in particular, Ashton Court and Dundry Hill and has ecological importance. It provides the landscape setting to Bristol and for rural communities within North Somerset and plays a significant role in protecting the countryside from encroachment of development. Protecting high quality environment is a priority of the plan. The location was tested through the transport modelling and performed well in terms of potential accessibility by non-car modes given its proximity to Bristol. There are also existing transport constraints relating to M5 J19.
<i>Kingswood/ Warmley</i>	Some 13,500 dwellings also remain to be constructed on land allocated in the South Gloucestershire Local Plan & Core Strategy across the Bristol North & North East Fringe communities over the next 10-15 years. Further strategic growth in the locality is likely to undermine delivery of these key sites. Moreover Bristol has historically predominantly grown north & eastwards. Strategic growth in the locality towards and also up the escarpments would significantly add to the impression of sprawl undermining the objectives of the Greenbelt. Notwithstanding this, significant growth will severely exacerbate congestion and air quality issues along the A420 corridor into Bristol. Road space along the A420 is significantly constrained by the nature of built form limiting the potential for necessary substantive strategic public transport, walking and cycling interventions along it. The locality is also poorly related to major areas of employment. Strategic growth would also further divorce existing communities to the west from physical and visual access to the countryside and potentially impact on Siston Conservation Area, Siston Lane and Webbs Heath areas of landscape value as well as local ecological interests.
<i>North of M4/M5</i>	Some 13,500 dwellings also remain to be constructed on land allocated in the South Gloucestershire Local Plan & Core Strategy across the Bristol North & North East Fringe communities over the next 10-15 years. Further strategic growth in the locality is likely to undermine delivery of these key sites. Moreover Bristol has historically predominantly grown north & eastwards. Strategic growth in the locality would also therefore significantly add to the impression of sprawl significantly undermining the objectives of the Greenbelt. Notwithstanding this, although the locality is in close proximity to existing strategic employment locations the location lacks good connections. Strategic growth would be severed from the existing urban area by the motorway therefore limiting options in terms of new connections. Strategic growth would therefore have a severe impact on Hortham village and J16 being in such close proximity. Strategic growth would also divorce existing communities from access to the countryside and maturing recreational opportunities, important to

	support existing residential and employment areas in the north Bristol fringe.
<i>Pucklechurch &amp; M4 to Shortwood</i>	Some 13,500 dwellings also remain to be constructed on land allocated in the South Gloucestershire Local Plan & Core Strategy across the Bristol North & North East Fringe communities over the next 10-15 years. Further strategic growth in the locality is likely to undermine delivery of these key sites. Moreover similar to significant growth at Kingswood/Warmley, strategic growth will severely exacerbate congestion and air quality issues along radial routes into Bristol, where road space is significantly constrained by the nature of built form so limiting the potential for necessary substantive strategic public transport, walking and cycling interventions. The locality is also less well related to major areas of employment than proposed growth points at Yate & Coalpit Heath. Strategic growth would also further divorce existing communities from physical and visual access to the countryside and potentially impact on Siston Conservation Area. Development between Pucklechurch and the East Fringe is also highly constrained by its topography, ecological and archaeological interests. Significant development in the locality up these escarpments would thus significantly add to the impression of sprawl and separation in the locality undermining the objectives of the Greenbelt. Pucklechurch itself may have potential for some non-strategic growth to support local services. To be considered through the Local Plan process.
<i>Olveston</i>	Olveston is surrounded by high quality landscape, ecological and heritage assets. Access is along 'lanes'. This village is not considered suitable for strategic level growth but may have potential for some non-strategic growth to support local services. To be considered through the Local Plan process.
<i>Wickwar</i>	Major strategic growth is not considered appropriate due to areas of important landscape, heritage and ecological value to the north, northwest and east. The village is also less well related to major areas of employment than proposed growth points at Yate & Coalpit Heath. Strategic growth would be car based with limited opportunity to improve public transport options, thereby also impacting on other settlements on route to higher order localities and the strategic transport network. However the village may have potential for some non-strategic growth to support local services. To be considered through the Local Plan process.
<i>Alveston</i>	Major strategic growth is not considered appropriate due to areas of particular landscape and heritage value to the north, northeast and west. The A38 would sever development to the southeast from the village. Development to the north would also compromise separation from Thornbury undermining green belt objectives. The settlement / locality is therefore not considered suitable for strategic level growth but may have potential for some non-strategic growth to support local services. To be considered through the Local Plan

	process.
<i>Almondsbury</i>	Some 13,500 dwellings also remain to be constructed on land allocated in the South Gloucestershire Local Plan & Core Strategy across the Bristol North & North East Fringe communities over the next 10-15 years. Further strategic growth in the locality is likely to undermine delivery of these key sites. Moreover major strategic growth is not considered appropriate due to the village being constrained by noise, pylons, solar park and proposed air ambulance site to its south / southeast and high landscape value / slopes towards the Severn Vale to its northwest. Similar to land north of M4/M5, strategic growth would also have a severe impact on Hortham village and J16, being in such close proximity. Bristol has also historically predominantly grown north & eastwards. Strategic growth would thus also significantly add to the impression of sprawl in the locality significantly undermining the objectives of the Greenbelt. Therefore, the settlement/locality is not considered suitable for strategic level growth but may have potential for some non-strategic growth to support local services. To be considered through the Local Plan process.
<i>Longwell Green</i>	Land at Longwell Green essentially comprises slopes and hilltop with Hanham Abbots Conservation area to the south. This area is an important physical and visual asset with extensive views to and from it to surrounding urban areas. Strategic growth over this area would significantly add to the impression of sprawl undermining objectives of the greenbelt.
<i>Hambrook</i>	Some 13,500 dwellings also remain to be constructed on land allocated in the South Gloucestershire Local Plan & Core Strategy across the Bristol North & North East Fringe communities over the next 10-15 years. Further strategic growth in the locality is likely to undermine delivery of these key sites. Moreover the area is located between the M4 motorway and ring road, severing it from existing communities and suffering from noise and fumes. Hambrook village is also a conservation area with a number of heritage assets. The settlement / locality is therefore not considered suitable for strategic level growth but may have potential for some limited non-strategic growth to support local services. To be considered through the Local Plan process.
<i>Bridge Yate / Oldland Common</i>	The locality is characterised by the escarpment and ridgeline running along its length forming the 'natural' edge to the Bristol urban area. A pylon, abattoir and conservation area, archaeological and ecological interests are also present. The escarpments and ridgelines that frame / contain this part of Bristol East Fringe also protect the setting of the AONB. Bristol has also historically predominantly grown north & eastwards. Significant development in the locality up these escarpments would thus significantly add to the impression of sprawl in the locality undermining the objectives of the Greenbelt. Strategic growth would also further divorce existing

	<p>communities from physical and visual access to the countryside. Therefore, this locality is not considered suitable for strategic level growth but may have potential for some non-strategic growth to support local services. To be considered through the Local Plan process.</p>
<p><i>Sevenside</i></p>	<p>Comprising Sevenside employment areas, Severn Beach, Pilning and Easter Compton. The locality is characterised by the Severn Estuary and the Vale hinterland. With the exception of Easter Compton the locality is predominantly flood zone 3 and provides important habitats for birdlife and other wildlife (designations comprise RAMSAR, SPA, SAC &amp; SSSIs). Strategic pylons and pipelines also intersect the locality. The Sevenside 1957/58 employment consent covers much of the area and remains to be completely built out. Therefore, the locality is not considered suitable for strategic level residential growth but may have potential for some limited non-strategic growth to support local services. To be considered through the Local Plan process.</p>

## Likely mitigations and infrastructure required to support the emerging spatial strategy

50. Our transport network has an increasing volume of travel and complex travel patterns. This has contributed to a network that is often at capacity at peak times, with increased journey times and congestion. These impacts have been perceived as a barrier to securing sustainable economic growth. This threatens not only the productivity of our businesses and workforce but our ability to meet wider sustainable objectives such as reducing carbon emissions and improving air quality in our urban areas.
51. Transport investment can be a major influence on where development is located and how to create high quality places in which people want to live and work. Influencing the location of development will not of itself be sufficient to address the issue.
52. Integrating housing and employment development with investment in reliable, high quality transport choices will reduce the length and number of journeys to work, encourage more sustainable travel modes such as cycling, walking and public transport and reduce the reliance on car based journeys.
53. To support the additional development required as a result of the spatial strategy the approach to infrastructure provision seeks to:
- maximise the effectiveness of sustainable travel choices and encourage mode shift (to rail, MetroBus, Park & Ride, bus, cycling, walking) across the plan area.
  - maximise the effectiveness of non-car mode choices for both urban living and new development outside existing urban areas;
  - then, mitigate impacts of additional traffic, including investigation of junction capacity improvements, upgrades, new highway connections and traffic restrictions.

### Encouraging mode shift across the plan area:

54. **MetroBus** will be central to delivering mode shift at strategic development locations, and along key corridors with a number of locations outside of walking/cycling distance from key attractors and less-well served by the conventional bus and rail networks;
55. –**A network of new Park & Ride and interchange schemes** will help to intercept trips on the edge of Bristol and Bath urban areas: reduce traffic in Bristol and Bath and improve conditions for walking, cycling and public transport;
56. **Conventional local bus services and in particular improving existing bus services** will be an important part of promoting sustainable travel on several corridors;

57. **Rail** will play an important role for access to urban centres, but improvements will be needed (capacity, access to stations, parking, station environment, interchanges ) and it should be recognised that with a modest modal share, 2.1% of journeys to work in the 2011 Census, and despite impressive levels of passenger growth in recent years rail is just part of a wider package of transport measures. Some locations will remain difficult to serve by rail;

58. **Walking and cycling** must take a central role for shorter trips –better links to surrounding walking and cycling networks are assumed;

**Supporting infrastructure for urban living:**

59. There are limited opportunities for significant highway capacity improvements in the Bristol urban areas. Intensification will require a different approach to reduce traffic to create conditions for urban growth. This will:

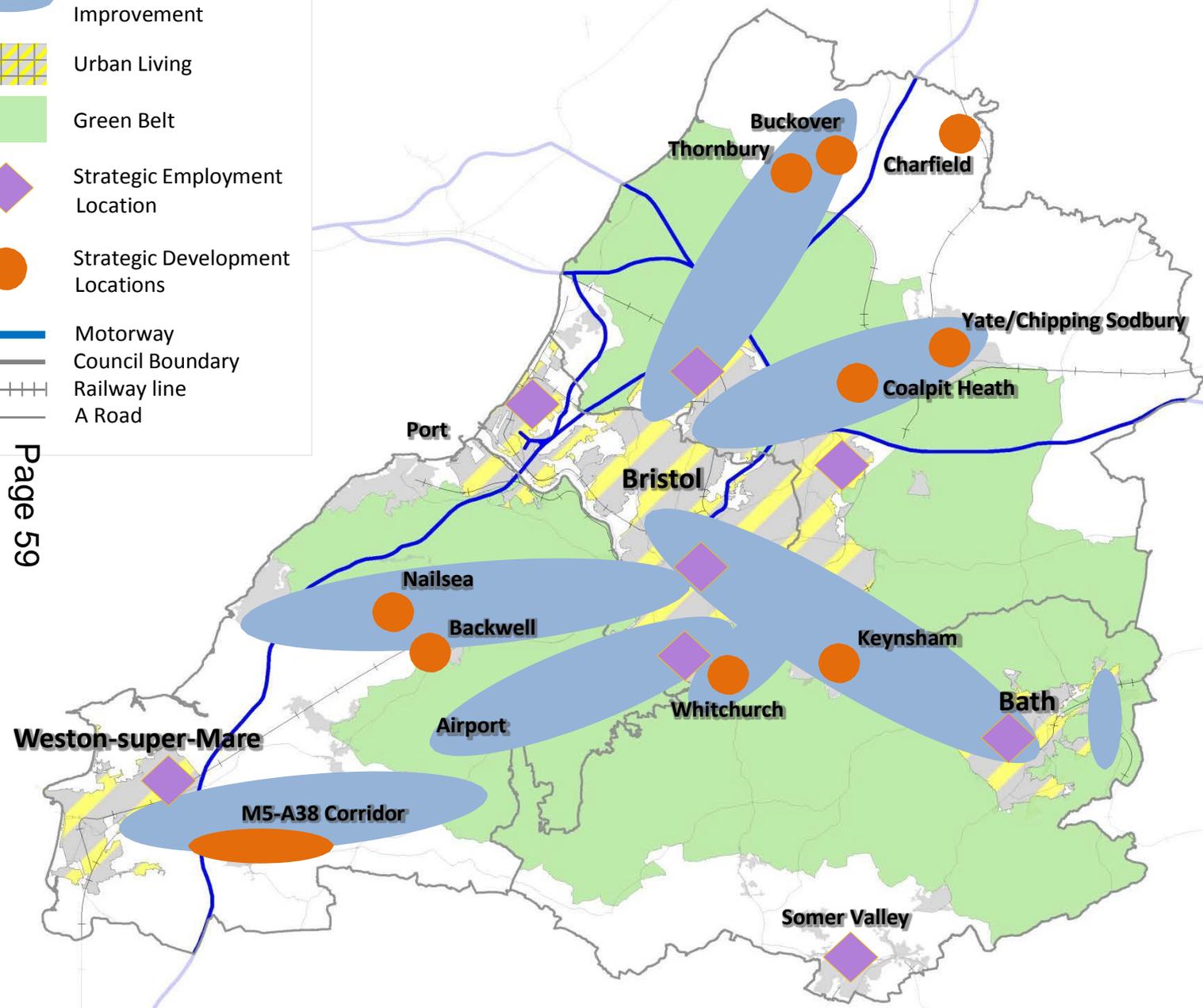
- necessitate more walking, cycling and public transport within the urban areas.
- require intercepting traffic on radial routes into Bristol with Park & Ride, and other interchanges
- locate development around transit hubs,
- require re-allocating road-space to better promote sustainable travel choices on radial routes, potentially facilitated by improvements to orbital highway capacity in certain locations.

60. **Consultation on the Joint Transport Study will take place concurrently with the JSP consultation. Information about both the JSP and JTS consultation can be found at <https://www.jointplanningwofe.org.uk/>**

**Figure 5: JSP Spatial Strategy Map: new development locations (incl employment locations).**

-  Strategic Transport Improvement
-  Urban Living
-  Green Belt
-  Strategic Employment Location
-  Strategic Development Locations
-  Motorway
-  Council Boundary
-  Railway line
-  A Road

Page 59



*Note: Locations symbols are illustrative only and must not be taken to imply any specific development sites.*

## *Have your Say*

*We would like your views on the spatial strategy.*

***Do the spatial strategy and the locations identified meet the plan's objectives and vision?***

***Does the proposed strategy make adequate provision to address the housing needs of the West of England?***

***Is the Preferred Spatial Strategy the most appropriate strategy, when considered against the reasonable alternatives?***

***Are there any reasons why this strategy or identified locations could not be delivered?***

***Does the proposed strategy make adequate provision to address the economic and employment needs of the West of England?***

DRAFT



**Introduction**

In 2015 the four West of England councils started a major study to shape the future of our transport network over the next twenty years.

We have been working together to develop proposals for a package of integrated public transport, walking, cycling and highway investment, to tackle congestion, improve air quality and promote more sustainable travel choices, and deliver housing and employment growth up to 2036.

This summary outlines our progress and recommended package of investment, and asks for your views. We will then take your views into account in a final recommendation on the schemes to be taken forward in an investment programme and investigate funding options for them.

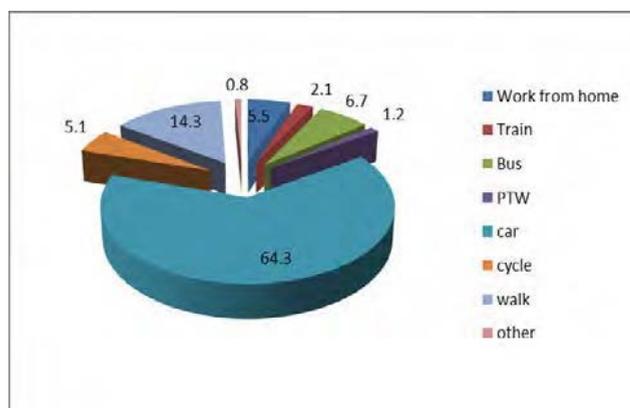
This consultation is taking place alongside a consultation on the Joint Spatial Plan (JSP). The JSP considers how future development up to 2036 should be managed. The JSP and our transport vision are closely linked and their joint impacts are discussed further below.

**What are the Current and Future Challenges for our Transport Network?**

The transport network in the West of England experiences significant traffic congestion, and for many people transport options to make their journeys can be very restricted, with the private car sometimes being the only viable choice to travel to work, shopping, school or college. This situation is reflected in the fact that 64% of us commute by car, which also reduces air quality in our towns and cities and affects our health, and restricts people’s ability to access job opportunities, particularly for those of us living in less affluent areas.

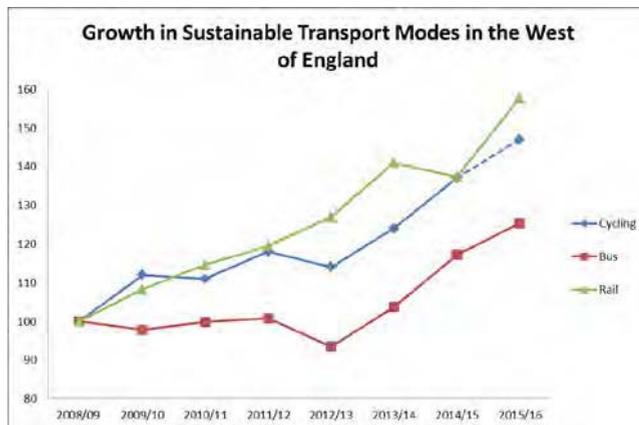
We need to turn this situation around, so that people no longer have to rely on driving a car to travel to work, and can make that trip by public transport, cycling or walking as their preferred choice. In particular, we would look to reduce our proportion of trips made by car substantially, and reduce the amount of time it takes to make journeys across our network.

*West of England Commuting Proportions (%), 2011 Census*



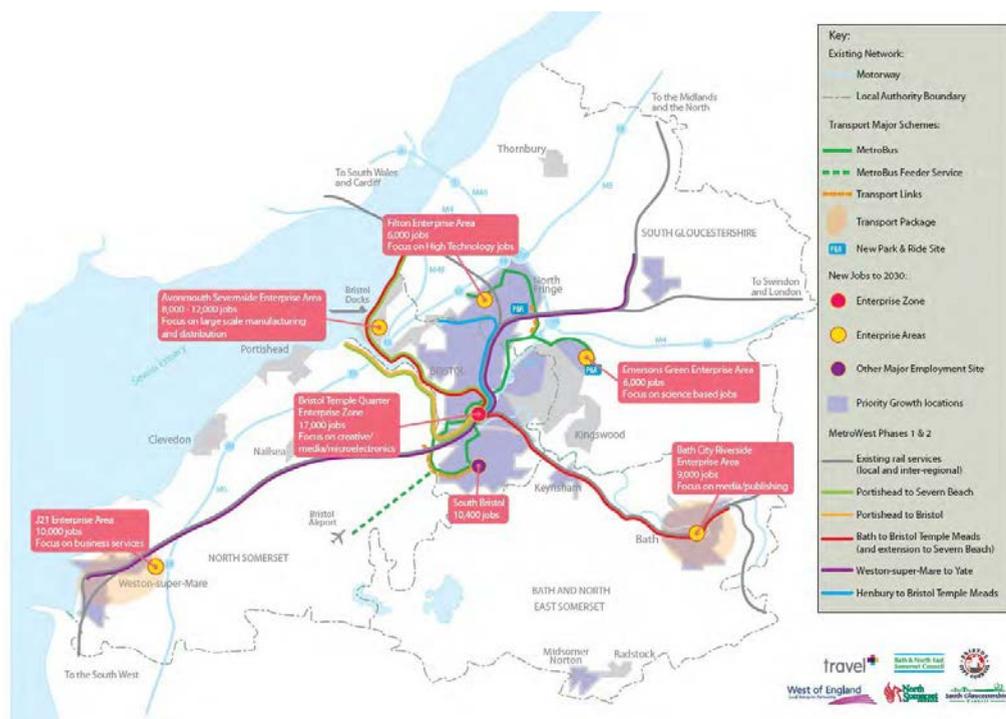
We are starting to make significant progress in encouraging sustainable transport choices. We have already delivered some major public transport improvements, such as the Greater Bristol Bus Network, Bath Package and Weston Package. In particular, cycling, bus passenger and rail passenger

numbers have all grown substantially as a result, and we travel by cycle and walking at a significantly higher rate than equivalent city regions like Birmingham, Leeds and Manchester.



Our strategic transport network, such as our motorways and railways, plays an important local, regional and national role, and its performance can have significant implications which affect the performance of the UK economy. This importance will be further emphasised through the need for connectivity to developments such as Hinckley Point and the southern coastal ports. Further improvements on the strategic network have also been completed, such as the M4/M5 'Smart Motorway' scheme (involving controlled use of the hard shoulder) by Highways England, and additional platform capacity at Bristol Parkway station by Network Rail. There are also significant proposals for redevelopment at Bristol Temple Meads station.

Moving forward, there is a clear programme of investment in further schemes, MetroBus and MetroWest (shown below), which are currently either under construction or are due to start construction in the next two years, with strong links to our enterprise zones and enterprise areas, as well as the electrification of the Great Western main line which is currently underway.



However, we still have a long way to go. The resilience of the strategic highway network is also vulnerable to incidents, which can have not just local but regional repercussions. Furthermore, many of our radial roads into the city centres struggle to provide for cars and goods vehicles, reliable public transport services and better cycling and pedestrian facilities.

The transport network also has a key role to play in supporting the continued economic growth and prosperity of the West of England. This means transport investment that better connects our key economic activity areas to enable us to remain competitive nationally and internationally. It also means supporting future growth in both housing and jobs, and will need to have a key role in improving the setting of our urban areas by reducing the impact of road traffic and promoting the use of sustainable transport modes. Some of this growth is already set out in the councils' local development plans which deal with development until 2026. Proposals for future development after this point to 2036 will be set out in the **Joint Spatial Plan (JSP)**, and both the JSP and transport vision are closely linked.

### **Our progress so far**

In November 2015, we asked for your views on challenges facing the current transport network, and the sort of schemes you would like to see delivered.

You advised us that you were concerned, in particular, about congestion and quality of life. You also said that investment in public transport and cycling corridors was a particular priority.

Since then, we have been considering different options and working up transport schemes and packages that best deliver the transport objectives of the West of England area, taking on board your views from that consultation.

### **How ambitious should we be?**

The West of England, on balance, is a net contributor to the HM Treasury. We need to plan for the future needs of one of the UK's fastest growing city regions, including supporting the delivery of new jobs and new homes by 2036. We need to improve connections across the West of England to ensure that our future economic growth is not compromised by congestion on our transport network.

We are proposing a £7.5 billion Transport Vision for delivery over the next twenty years. This represents the scale of intervention which is necessary to tackle traffic congestion and ensure that our future economic growth can be supported. The transport vision has a major focus on public transport investment, and we will need to identify new funding streams to help deliver this scale of investment.

### **How does the Transport Vision work?**

The package is composed of a combination of investment in 'smarter choices' to promote walking, cycling and new technology to move around, alongside corridors of integrated, 'multi-modal' investment, to tackle congestion and promote a shift in trip making from the private car onto more sustainable transport modes. In particular, on some key transport corridors we are proposing to link highway and public transport investment together.

The suggested corridor packages would be delivered partly through a transfer of highway space on radial routes to public transport and cycling, and by partly providing better orbital connections so that traffic which does not have a local destination can be diverted onto more appropriate routes. This is intended to make the transport network more sustainable, by prioritising its use for more efficient travel modes. The picture below shows how sustainable transport modes can provide a more efficient use of restricted road space compared to private cars.



Restrictions on general traffic movement can be very challenging to deliver. The approach is not new - existing examples include The Centre in Bristol, Highwood Road in Patchway and Pulteney Bridge in Bath. In each case, through traffic is diverted elsewhere and space reallocated for public transport, cycling and walking. But it will be very challenging to deliver the next level of public transport and cycling investment without further radical schemes such as these.

### **What are our proposals for Cycling and Walking?**

In line with our 'smarter choices' programme, we intend to progress the delivery of more strategic cycling and walking corridors with better infrastructure to support the use of these modes. In particular, the rollout of strategic cycling corridors is closely linked to better management of through traffic on radial roads. The diversion of through traffic movements frees up highway space for sustainable transport modes, as well as providing better conditions for cycling and walking due to the lower levels of car and lorry movements on the highway.

### **What are our proposals for 'Smarter Choices' and new technology?**

There are a range of other important interventions and ways to influence people's travel behaviour which will continue to be delivered. These include information to help promote 'smarter choices' to encourage public transport, walking, cycling and car-sharing, as well as ongoing investment in smaller schemes such as walking and cycling networks and traffic management measures.

We are also taking account of a wide range of potential impacts of new technology on travel choices and behaviour. Future developments include electric vehicles, driverless cars, alternative fuels, on-demand public transport and wider use of the internet to facilitate 'home working' and shopping. Personal mobility could be increasingly less dependent on car ownership which may change the way transport is delivered. Some of these developments are likely to reduce the amount of trips made on

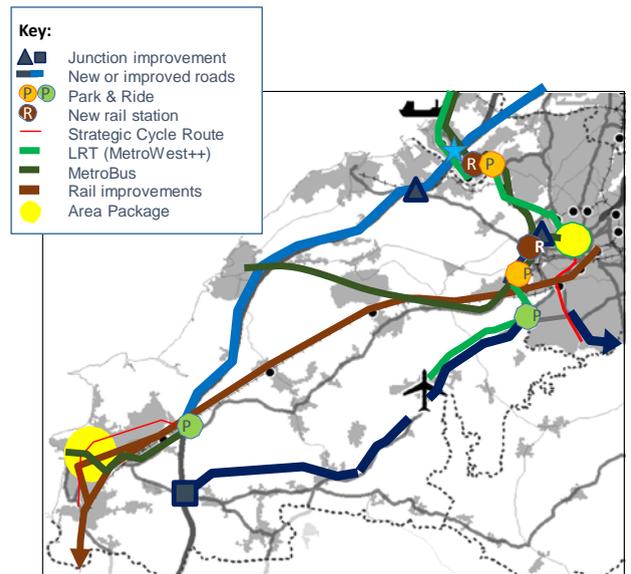
the network. However, whilst some developments will reduce the demand to travel, there are also background trends which demonstrate increasing demand to travel in other areas which also needs to be borne in mind.

### What corridors are in the Transport Vision?

#### *Weston-super-Mare to Bristol via A38*

This corridor experiences severe congestion and this in turn restricts the role of Bristol Airport to accommodate future growth to serve the West of England and beyond.

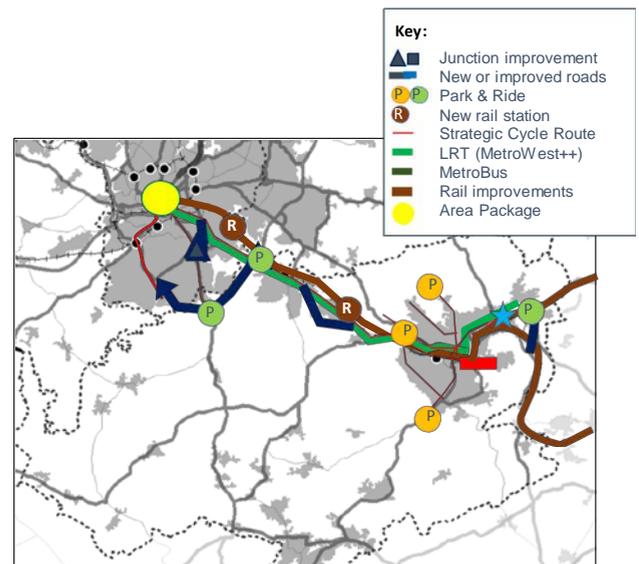
The extent of public transport and highway improvements on the A38 is closely linked to future growth at the Airport. Dependent on this growth, our proposals include a mass transit link between Bristol city centre and Bristol Airport, highway improvements and bypasses on the A38, a new motorway junction on the M5 and 'Smart Motorway' management, as well as further rail improvements such as higher frequencies and more seats for train passengers and more direct services from Weston-super-Mare to London. Highway improvements and bypasses on the A38 and A368/A371 will also relieve communities such as Banwell and Churchill of through traffic movements.



#### *Bath to Bristol Corridor*

This corridor has high travel demand across car, bus and rail modes. It also experiences severe congestion throughout the day, and access to and from South Bristol affects people's access to job opportunities, and restricts inward investment and economic regeneration.

We are proposing to introduce a Rapid Transit public transport corridor between Bath and Bristol, to complement improvements on the existing rail corridor, and provide for a wider range of trip options. This would possibly be bus-based but our ambition is for a light rail (tram) solution along the A4 corridor. This would be delivered as a package with highway investment including a Saltford Bypass, Callington Road Link and better links between the A4 and A37 roads. The highway schemes would provide new routes for through traffic enabling existing roads to be better used for Rapid Transit, public transport and cycling. Movements between the A4 and A37 could be either improvements to existing roads, new highway or a combination of the two.

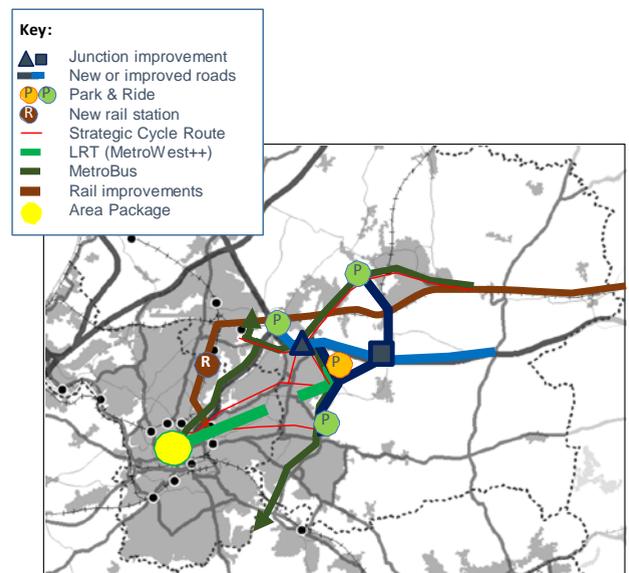


We are also proposing further park and ride sites to serve both Bath and Bristol, and a new road link between the A36 and A46 to the east of Bath, to help tackle congestion in this world heritage city, as well as possible further improvements on the A37 into Bristol from the south.

### *Yate and the East Fringe to Bristol*

The sector of the urban area between the East Fringe and Bristol city centre is not well connected by public transport and experiences substantial traffic congestion, and consequent noise and air pollution problems. The delivery of MetroBus to Emersons Green and the continuing popularity of the Bristol to Bath railway path for cycling and walking will provide some relief but this whole sector has been identified by the study as needing further, significant investment in sustainable transport. The scope of this covers the full range of sustainable modes and looks broadly across the area.

We would like to know your views on what kind of interventions would be most appropriate to deliver this upgrade to sustainable travel between the East Fringe and Bristol city centre.

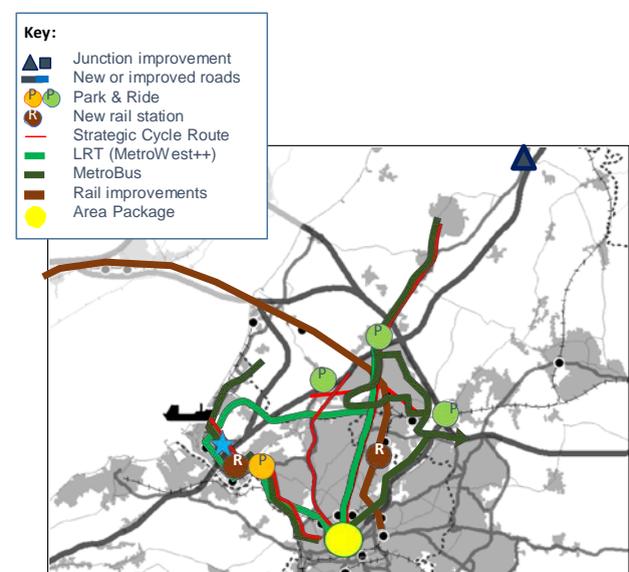


The Yate to Bristol corridor shares many of the issues and solutions for movements between the East Fringe and Bristol. We are proposing a package of highway and public transport schemes including a link to a new junction on the M4 from the A4174 Ring Road (along with smart motorway management), park and ride, a new road north from this junction to Yate, and a MetroBus extension to Yate from Bristol along the A432. The new road to Yate and the MetroBus extension form a package, with road space on the A432 prioritised for public transport and cycling.

### *North Fringe and Severnside to Bristol*

These corridors link major employment and retail centres with the city centre, for both passengers and freight trips. We are proposing to implement rapid transit links, MetroBus extensions to Thornbury and cycling infrastructure, motorway junction improvements and park and ride sites to intercept trips towards Bristol from the local and strategic network, as well as local rail improvements and better rail connections between Bristol and South Wales.

Delivery of rapid transit between north-west Bristol and the city centre will, again, be challenging and require careful management of through traffic movements.



### **How ambitious should our 'Rapid Transit' proposals be?**

Whilst rapid transit can be delivered in the form of a bus-based mode, our ambition on some core routes is for a light rail (tram) mode where the potential is greatest for high passenger numbers. Corridors which have potential for a light rail mode are:

- East Fringe to Bristol city centre;
- North west Bristol to city centre;
- Avonmouth and Henbury loop;
- Bath to Bristol; and
- Airport to Bristol city centre (light rail or heavy rail).

There will be different options between street running and full segregation from road in order to deliver these. Rail-based rapid transit systems are more expensive than bus-based systems, but can be higher quality and achieve a greater level of patronage, particularly from passengers previously using a car to make that journey.

In addition, extensions to the MetroBus network are proposed to Nailsea, Thornbury and Yate, and a consolidation package to build on the benefits of the first MetroBus routes currently under construction will further improve bus lanes and renew signal junctions, particularly in the city centre.

'Tram-train' options (where trams run on railways rather than tram lines for part of their journey) have been investigated as a possible alternative on some of the core corridors highlighted. However, capacity on the rail network will be very constrained following the delivery of our MetroWest schemes, and adding further capacity to enable high frequency tram-train services could be very expensive. We will, however, continue to explore these options where possible.

### **What is proposed for local rail improvements?**

Overall, further service enhancements and new stations are envisaged over and above those being delivered through MetroWest, including better links within the Avonmouth/Sevenside enterprise area. New rolling stock with increased capacity will also be required. Extensions to electrification are also possible. The redevelopment of Temple Meads station, whilst primarily promoting sustainable transport choices for trips to and from the station and surrounding area, also includes the return of rail services into the 'passenger shed' to increase platform capacity.

### **What is proposed for local bus services and Park and Ride?**

Most public transport passengers will be on the local bus network. The structure of the network will need to change to reflect the redevelopment of the Temple Meads Enterprise Zone, refocussing bus services to better serve this area including the Arena, and integrating more closely with better interchanges and rail and rapid transit services.

Local corridor improvements in the form of more bus lanes, new vehicles, better ticketing and information will follow the standard set through MetroBus, and be strongly linked to the growth in urban living within our main urban centres. We are also exploring whether new bus franchising powers or enhanced partnership arrangements that may be available to the authorities could help maximise the value of the network improvements for passengers.

The transport vision has an emphasis on a network of further park and ride sites on the core radial routes into Bristol, Bath and Weston-super-Mare. Further park and ride sites, with a wider network of services, are expected to reduce congestion on main roads and in urban centres, particularly where there are problems with air quality. The approach to Park and Ride is also strongly linked to bus and rapid transit routes, and the growth in urban living in Bristol, Bath and Weston-super-Mare, as it will help intercept car trips from further afield and enable capacity on radial routes to be prioritised for sustainable transport modes.

In addition, a Bristol city centre package aims to create better places and improve the reliability and resilience of the transport network in central Bristol. It includes a range of measures including: enhanced traffic management, increased bus priority, continuous safe cycle routes, and enhancements to the public realm.

**What is proposed for strategic routes and freight movements?**

The West of England’s strategic transport network is of both national and local importance with significant benefits for trips being made from further afield. We will look to improve these routes including better strategic rail services to a range of locations including Oxford, Birmingham and the South West. We are also keen to improve links to Hinckley Point and north-south road connections, and are working with neighbouring authorities to develop complementary schemes along the A350 corridor to the south coast.

The West of England is a major origin and destination for freight traffic, including Bristol Port. There are high freight volumes on the motorway network and other major routes, and significant increases in van traffic are also forecast. We are looking to tackle congestion which will also benefit freight movements, particularly to and from Bristol Port. We will support the provision of capacity improvements to help facilitate rail freight movements on the strategic network, including those enabled through electrification.

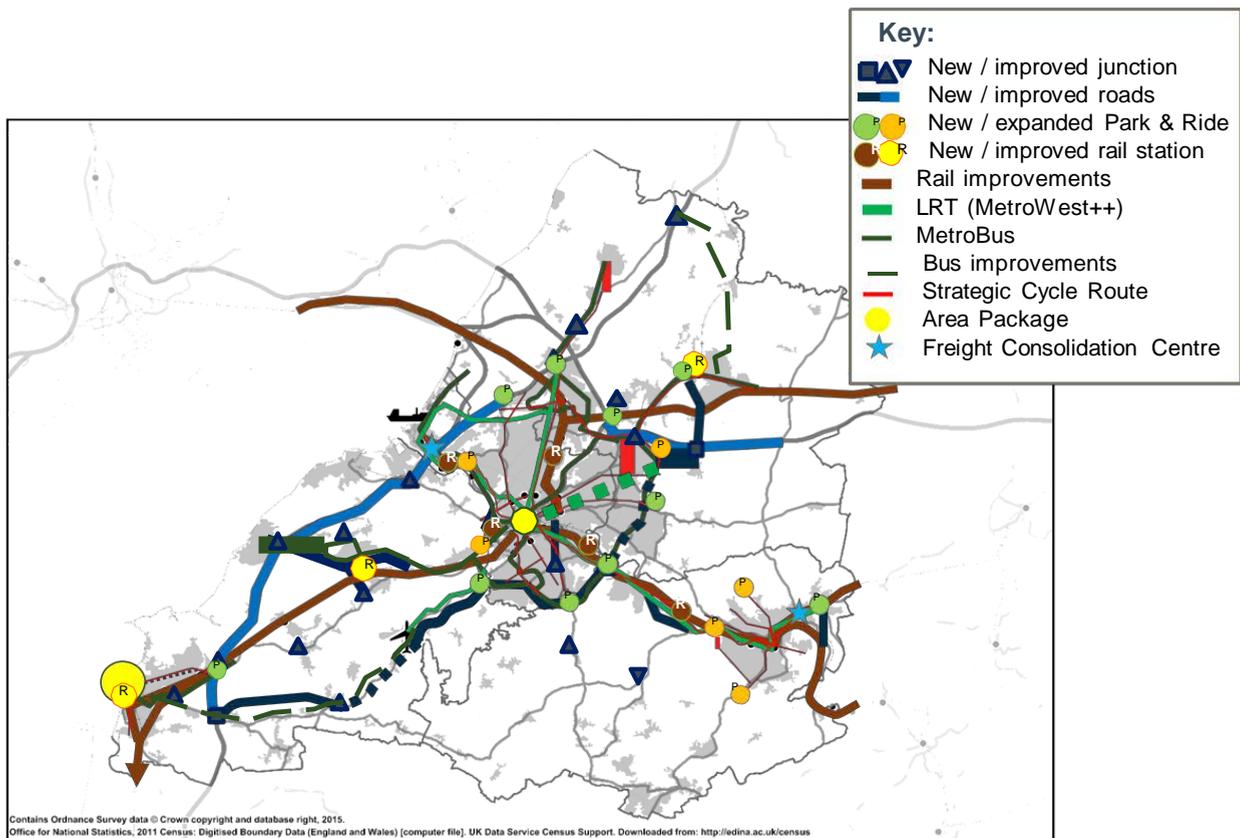
We are proposing to improve routing and management of freight movements in urban areas, with a particular emphasis on air quality, through investing in Freight Consolidation Centres for Bath and Bristol to offload goods outside the cities and transfer them to their destination by low emission or electric vehicles.

**What does the Overall Investment Programme look like?**

The total package is likely to cost at least twice as much as the West of England councils are currently spending on building transport schemes. The investment programme has a heavy emphasis on sustainable transport modes (incorporating smarter choice and technology changes), as shown in the accompanying breakdown. The link between public transport and complementary highways investment is also very important, as one links with and enables the other.

Walking/cycling	£0.4 billion
MetroBus	£1.0 billion
Light Rapid Transit	£2.5 billion
Rail	£1.0 billion
Highway	£2.6 billion
Total	£7.5 billion

The figure below shows the overall transport vision across all proposed travel modes, as well as those schemes which, whilst not addressing our current challenges, address the impact of the potential development locations outlined in the JSP.



*Please note: the above figure is provisional - further testing is being undertaken and further changes may be made as a consequence.*

### **How does this package relate to the Joint Spatial Plan?**

We are also asking for views on the draft Joint Spatial Plan (JSP) as part of this joint consultation. The JSP sets out proposals for housing and employment development from 2026 to 2036. Whilst the Transport Vision has a focus on dealing with current challenges on the network as well as supporting long term economic growth, some of the schemes in the package (with a value of around £1.5 billion) also help address the impact of new trips being made to and from the JSP development locations. Subject to the results of the consultation, the councils will carefully plan how to ensure that investment programmes are prioritised, so that new development locations come forward at the same time as the transport schemes which help to address their impacts on the network.

The cost of addressing the transport impact of the JSP will need to be augmented by additional funding (either locally generated or from central government) to deliver the Transport Vision, to improve the performance of the network rather than just to maintain 'business as usual' in the light of housing and employment growth.

## How will the Transport Vision be funded?

The West of England has tended to receive less money to spend on transport compared to most core cities in the UK. Our potential funding has increased significantly from what we might expect through our existing funding channels and by our devolution proposals in some areas. We will also be expecting some of the programme to be funded by our partners (including Highways England and Network Rail), as well as contributions from developers. However, our funding requirement is still much higher than that made available to date and we will need to lobby central government to highlight the need for and benefits of the package, both locally and for the national economy and national transport network.

We will also need to explore new funding sources and mechanisms. We need to target funding opportunities as they arise, with projects prioritised through a clear implementation programme, to enable economic growth whilst accommodating trips in a sustainable manner, including links with development locations and people's views expressed during the consultation.

There are opportunities for fiscal incentives and fiscal approaches to demand management to be considered at a local level. It is likely that the package will be more successful (and potentially quicker to deliver) if available funding for the package is boosted by additional revenue streams raised locally such as more extensive car parking charges, or other charging mechanisms. These could also reduce congestion and deliver better use of public transport, walking and cycling modes.

## What happens next?

The consultation runs for six weeks until 19<sup>th</sup> December 2016. We will then take account of your comments and suggestions, and a final report and recommendations will be submitted to council members in Spring 2017. They will then decide how to update the Joint Local Transport Plan to take account of the study recommendations. Simultaneously, we will start the process of lobbying central government, with our strategic partners, to lever in the necessary funds to deliver the Transport Vision.

## Questions:

1. Do you think we are seeking the right scale of ambition for the West of England transport vision?

No, strongly disagree    no, disagree    neither agree or disagree    yes, agree    yes, strongly agree

2. Do you think we are proposing the right mix of public transport investment (bus, rapid transit, park and ride and train)?

No, strongly disagree    no, disagree    neither agree or disagree    yes, agree    yes, strongly agree

3. To what extent do you agree with the principle of diverting non-local traffic, including onto new roads, to accommodate public transport and cycling schemes?

Strongly disagree    disagree    neither agree or disagree    agree    strongly agree

4. To what extent do you agree with the concept of a light rail (tram) solution on some rapid transit corridors?

Strongly disagree      disagree      neither agree or disagree      agree      strongly agree

5. To what extent do you agree with using fiscal incentives and fiscal demand management at a local level to raise funds to help pay for the transport vision?

Strongly disagree      disagree      neither agree or disagree      agree      strongly agree

6. What kind of schemes would be most appropriate to deliver an upgrade to sustainable travel between the East Fringe and Bristol city centre?

.....

7. Are there schemes which you do not agree with in the package?

.....

8. Are there any other schemes you would like to see in the package?

.....

9. If only one element of the strategy could be implemented, what would you choose?

.....

10. Do you have any other comments about the proposed transport vision?

.....

11. What was your main form of transport on your principal journey today?

.....

12. Please provide your post code.

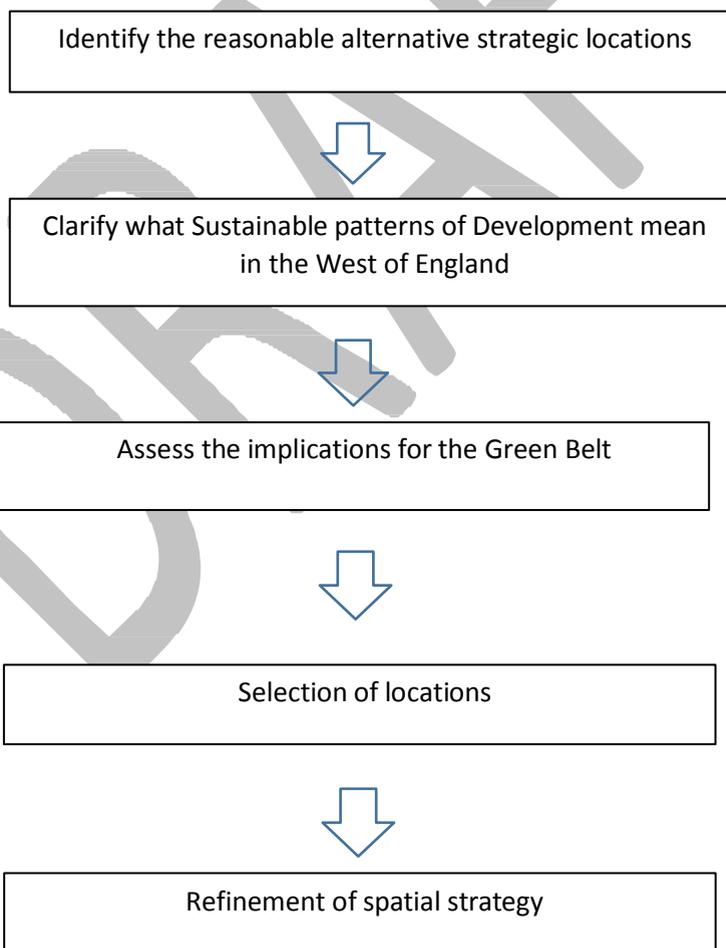
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**TOPIC PAPER 1: THE FORMULATION OF THE EMERGING SPATIAL STRATEGY****INTRODUCTION**

1. This paper explains the process undertaken by the West of England Unitary Authorities (UAs) to prepare the November 2016 emerging spatial strategy. Through the application of appropriate planning judgements this has been used to inform the sequential preference of strategic development locations (SDLs) as set out in the Strategy.
2. The Housing Target for the JSP is 105,000 dwellings for the period 2016 to 2036. Of this, around 66,800 is already identified in existing plans. This leaves about 38,200 dwellings to be found through the JSP.
3. In summary the process has involved the following 5 stages:



## STAGE 1: IDENTIFY THE REASONABLE ALTERNATIVE STRATEGIC LOCATIONS

4. The 2015 Issues and Options document identified a schedule of strategic locations classified by broad spatial characteristics. This has been refined through further more detailed assessment of the identified locations as well as the consideration of new sites. The key outputs from the evidence base are:
  - a. an understanding of the urban capacity of existing towns and cities (Urban Living)
  - b. a range of Potential Development Areas (PDAs) have been identified. The suitability of these locations has been assessed in a consistent way across the Plan area. This assessment has considered a range of factors including flood risk, landscape, heritage, ecology, physical constraints.
4. An allowance has also been made for 'non-strategic growth' to accommodate on-going housing development in villages and towns which is needed to enable local communities to thrive. This allowance is for up to 1,000 dwellings each for Bath and North East Somerset, North Somerset, and South Gloucestershire, and around 400 for Bristol, totalling 3,400 dwellings. This leaves around 34,800 dwellings to be found via the JSP strategic development locations.
5. The evidence base identifies where there are significant constraints to development which are likely to affect delivery over the plan period. The assumption is that locations with a potential capacity of less than 500 dwellings are not considered to be strategic for the purposes of this plan. Some of the key conclusions emerging from this work are;

*Flood risk*
6. Significant parts of the plan area are located in low lying areas at risk from flooding. In order to locate development away from areas of highest risk, the plan excludes strategic sites within flood zone 3. (See UA SFRAs) An exceptions tests is required if locations in the flood zone are to be pursued. This has excluded much of Severnside and most locations at Clevedon, Weston Super Mare and Portishead.

*Areas of Outstanding Natural Beauty*
7. NPPF paras 115-116 states that great weight should be given to conserving landscape and scenic beauty in the Areas of Outstanding Natural Beauty and so no strategic locations have been identified.

*Bath World Heritage Site*
8. Bath is inscribed by UNESCO as a World Heritage site and this includes the setting of the City. There are no further opportunities for the outward expansion of Bath. These were investigated thoroughly through the preparation of the B&NES Core Strategy and have been reviewed in the context of the JSP. The outward expansion of Bath would have a significantly harmful impact on local, national and international environmental assets such as the World Heritage Site & its setting, the Cotswolds AONB and European Special Areas for Conservation (Bats). The severity of harm

caused by development in these locations would significantly outweigh the benefits. The city is also tightly bound by the Green Belt with most locations playing a very important role in GB terms.

9. The potential locations identified through this stage of the work are listed in Annex 1.

## **STAGE 2: CLARIFY SUSTAINABLE DEVELOPMENT IN THE WEST OF ENGLAND.**

### *Sustainability Appraisal*

10. Local Plans are the key to delivering sustainable development that reflects the vision and aspiration of local communities (NPPF 150). The plan-making process takes into account the Sustainability Appraisal of individual strategic locations, as well as the cumulative impacts of different scenarios, transport modelling, and the responses to the Issues & Options consultation. This has informed the understanding of sustainable patterns of development as this relates to the West of England.
11. The NPPF identifies three dimensions to sustainable development: economic; social and environmental. All three dimensions have been taken into account in the appraisal process and have been considered as mutually dependent as required by the NPPF. Sustainability is closely, but not entirely, related to location. Those locations which reduce the need travel and, where travel is necessary, facilitate travel by walking cycling or public transport, have wide ranging benefits. They facilitate carbon reduction and reduced pollution with associated environmental and health benefits; they encourage active travel modes which benefits health; they help to integrate existing and new communities to facilitate social integration. They have substantial economic benefits with reduced congestion and enable a supply of resident workers in accessible locations.

### *Strategic Priorities*

12. In addition, the strategy needs to deliver the Plan's five overarching priorities in order to respond to the critical issues facing the West of England. The Strategic Priorities are reproduced below and how they respond to the critical issues is set out in Annex 2.
  - a. **Economic:** To accommodate the economic growth objectives of the LEP Strategic Economic Plan and identify sufficient land to meet the economic growth of both existing employment centres such as the Enterprise Zone/Areas and in new locations which will most successfully deliver appropriate scale and type of jobs
  - b. **Social:** To identify a sufficient supply of land meet the full need for housing and ensure that the JSP benefits all sections of the communities, in particular by boosting growth opportunities in the south of the sub-region in order to re-balance the economic benefits between the north and south of the WoE.

- c. **Infrastructure:** To ensure Infrastructure is aligned with development in a timely way and addresses existing challenges and creates capacity for sustainable growth. Strategic development should be in locations which maximise the potential to reduce the need to travel or where travel is necessary, maximise opportunities to travel by sustainable, non-car modes,
  - d. **Environment :** To protect and enhance the sub-region's diverse and valuable environment and ensure resilience,
  - e. **Green Belt:** Retention of the overall function of the Green Belt as set out in the NPPF.
13. Alongside this, the Joint Transport Study contributes some guiding principles for the preparation of a spatial strategy, from a transport perspective. These are that spatial options should;
  - take account of existing challenges on the transport network.
  - support shaping of an integrated transport system to improve sustainable travel choices, reliability, resilience and connectivity.
  - support development of an inclusive, accessible and affordable transport system.
  - not result in significant increases in traffic on sensitive urban or rural roads that cannot be mitigated through alternatives to the car.
  - if possible, integrate new transport infrastructure as an integral part of new development.
14. Based on the above, the broad spatial implications for the location of strategic growth locations in the West of England are as follows:
  - a. Maximising the sustainable capacity of existing urban areas, ensuring high quality places for existing and new residents
  - b. Development outside the Green Belt in close proximity or well related in sustainable transport terms to existing urban centres, especially to the south west and south east of Bristol and adjoining Weston-s-Mare
  - c. Other sustainable settlements
  - d. If exceptional circumstances exist to alter the Green Belt, to use the most sustainable locations

### STAGE 3: ASSESS THE IMPLICATIONS FOR THE GREEN BELT

15. A sizeable proportion (48%) of the West of England is part of the Bristol-Bath Green Belt. This has significant implications for the spatial strategy, particularly reflecting the strategic priority to retain the overall function of the Green Belt. The advice in NPPF para 83 is *“Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period.”*
16. The assessment of strategic locations and transport modelling show that it is not possible to sustainably accommodate all of the identified growth needs entirely outside the Green Belt. Such a strategy would be dependent on some highly unsustainable locations that are very difficult and expensive to mitigate with only sub-optimal solutions. It would also put pressure to locate development in the floodplain.
17. The other option would be to choose not to meet the housing and growth targets under NPPF para 14. However this would result in the identified housing needs of the sub-region being unmet which could have severe social implications, and inhibit economic growth. It is likely to lead to a dispersal of development to locations in adjoining districts which would need to be tested for their sustainability.
18. Therefore, the WoE UAs have come to the conclusion that the exceptional circumstances for altering the GB are demonstrated because of the overwhelming benefits in locating as much of the development as possible to the most sustainable locations and the substantial harm that would be caused on a strategic scale, of not doing so.

### STAGE 4: SELECTION OF LOCATIONS

19. Having acknowledged the need to consider locations in the Green Belt, NPPF para 84 provides further advice in identifying locations;

*“When drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary.”*

20. Therefore, in light of the conclusions reached above, in applying this to the local context the spatial hierarchy for accommodating the outstanding 34,800 dwellings at strategic development locations is as follows;

- *urban areas, both inside and beyond the Green Belt boundary*: ie Urban intensification in Bristol, Bath and Weston Super Mare.
- *towns and villages inset within the Green Belt or locations beyond the outer Green Belt boundary*: ie good transport corridors, especially those well related to southern Bristol. (NB some of these include GB land & so exceptional circumstances are included in the paper)
- Other sustainable locations including those well related to Weston-s-Mare
- If GB locations are still required to meet the housing target, prioritise those which are the most sustainable, which deliver the plan’s strategic priorities and best address the Transport guiding principles

***A: Urban Living: channelling development at urban areas inside and beyond the Green Belt boundary***

21. The urban areas should be the primary focus of the development requirements, but in a way which ensures a high quality of life for existing and new residents. In recent years a high proportion of new homes have been delivered on brownfield land in urban areas. Further urban intensification will need to build on 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.

22. The evidence shows that, in addition to existing commitments, the urban areas have the capacity to accommodate further growth. Opportunities for maximising the potential of existing land will result from:

- the change of use of non-residential brown field land to residential
- underused land which has potential for residential development
- mechanisms to ensure more certainty over the delivery of large windfall sites.
- Higher densities:
- Reappraisal of allocated sites to increase their potential.

23. This will make a substantial contribution to meeting the JSP housing need as follows;

District	Existing Core Strategy commitments & windfalls post 2026 & 2029	Urban Living	Total
B&NES	10,100	300	10,400
Bristol	20,300	12,000	32,300
SGC	22,400	1,300	23,700
NSC	14,000	1,000	15,000
<b>TOTAL</b>	<b>66,800</b>	<b>14,600</b>	<b>81,400</b>

24. Urban intensification yields a total of 14,600 additional dwellings to find.

***B: Development in locations with sustainable access to existing urban areas, including Green Belt inset settlements:***

25. There are a number of settlements in the Plan area which meet the requirements of this category, either as settlements excluded from the Green Belt under NPPF para 86 (insets) or locations beyond the outer Green Belt boundary (NPPF para 84). The key requirement is for the settlements to have sustainable access to the urban areas of Bristol, Bath and Weston-S Mare. Locations with sustainable access to southern parts of Bristol and to Weston-super-Mare are a particular priority in light of the 'strategic rebalancing' priority.

26. The underlying objective is to avoid Green Belt locations as far as possible but because some of the most sustainable locations at these places lie partly within the Green Belt and because the exceptional circumstances to alter Green Belt have already been established, these proposals will require the Green Belt to be amended in three locations: Keynsham, Coalpit Heath and Yate/Sodbury.

**Nailsea/Backwell (up to 3,600 dwellings)**

27. Nailsea/Backwell is located on the outer edge of the Green Belt, physically close to Bristol and with strong economic links but will require transport infrastructure investment such as metrobus to significantly improve connectivity and maximise opportunities for sustainable travel. Nailsea is a town where there is an existing objective to improve the mix and balance of housing and support existing and new services, jobs and facilities. Any growth needs to be carefully integrated to ensure that the existing services and facilities would help support the new development and benefit from the opportunities generated. Development is anticipated to take place generally to the west of Nailsea and Backwell which will bring significant challenges in terms of transport delivery, but avoids the Green Belt and principal flood zone areas.

**Keynsham (up to 1,100 dwellings)**

28. This location performs well in the Sustainability Appraisal and will also be effective in helping to deliver the Plan's Strategic Priorities, being a town expansion situated on a strategic transport corridor well related to Bath & Bristol. The proximity to central Bristol and its links to Bath provide the opportunity to exploit both existing and potential new sustainable transport infrastructure including conventional bus corridors, Park & Ride, the Bristol to Bath Railway line, the Bristol-Bath cycleway, and future MetroBus or rapid transit. However, any development in this location is dependent on the timely provision of significant new transport measures to enable new growth and to mitigate existing congestion. This includes new road infrastructure where appropriate to serve the potential development area and ease pressure in the town centre.

29. Whilst part of this location lies outside the Green Belt, the majority falls within the Green Belt but there are exceptional circumstances to justify removing the rest of the location from the Green Belt in light of its relative Green Belt performance against other Green Belt locations and its highly sustainable location. Development in this location will need to relate well to the existing settlement and take account the views from the Cotswolds AONB. The capacity of the site is constrained by the floodplain and the need to respect the separate integrity of Keynsham and Saltford.

**Yate/Sodbury Strategic Corridor** (up to 2,600 dwellings)

30. Strategic Growth would consolidate longer term role as one of the principle market towns in the sub-region benefiting from existing accessibility & service provision as a significant urban centre, particularly area's accessibility by rail. Alongside Coalpit Heath growth would support investment into rail and Metrobus extension along the A432 Badminton Road, improving access to Bristol City Centre, the Bristol North Fringe, Science Park and Emersons Green Enterprise Area. Long-term term phased greenfield development would also support investment in regeneration and the town centres and improving range and type of jobs and help to unlock potential brownfield development at the western gateway. Whilst part of this location lies outside the Green Belt, the majority falls within the Green Belt but there are exceptional circumstances to justify removing the rest of the location from the Green Belt in light of its relative Green Belt performance against other Green Belt locations and its highly sustainable location.

**Coalpit Heath** (up to 1,500)

31. Coalpit Heath offers close proximity to the Bristol North Fringe, Science Park and Emersons Green Enterprise Area. Strategic development along the A432 Badminton Road, in combination with further growth at Yate / Chipping Sodbury would support investment into rail at Yate and Metrobus. It would also support existing and provide new services / facilities and employment opportunities in the locality. Whilst this location lies within the Green Belt but there are exceptional circumstances to justify removing the rest of the location from the Green Belt in light of its relative Green Belt performance against other Green Belt locations and its highly sustainable location.

**Thornbury** (up to 600 dwellings)

32. Additional development that consolidates / completes expansion to east of the town, appropriate to continue the revitalisation of the town centre and strengthen local services. Also provides additional opportunity for investment and provision of new local employment and will assist the case for Metrobus to improve access to BNF and Science Park

33. Together, these locations can sustainably provide up to another 9,400 dwellings, totalling 29,400 dwellings, leaving 10,800 to find.

### ***C: Other sustainable settlements outside the Green Belt***

#### **Weston-super-Mare: M5 to A38 Transport Corridor (up to 5,400)**

34. Whilst being part of the Bristol HMA, Weston-super-Mare is a major urban area with its own travel to work area. Further expansion of the Weston urban area is severely constrained by topography, the AONB, the M5 and the flood plain. One potential opportunity is to expand to the east along the M5 to A38 transport corridor.
35. Development in this general location provides the opportunity to significantly upgrade the transport infrastructure on this corridor as part of an overall objective of improving the A38 south of Bristol and improving connectivity for the Airport. This would target the A38 route to the south of the Airport, improving accessibility for economic development and access to new jobs to the south and east of Bristol. It creates potential improvements to M5 access at Weston, relieves pressure on A370 corridor and addresses long standing community impacts, notably a bypass to alleviate congestion in Banwell. As further growth at Weston is highly constrained by topography, flood plain and significant highway capacity issues, this provides an opportunity to provide future growth to meet Weston's needs, linked to the existing urban area by transport improvements. Significant mitigations including public transport improvements, multi-modal links, park and ride improvements and highway links would need to be delivered in advance to support this location.
36. In line with the Strategic Priority to retain the integrity of the Green Belt, which reflects the national priority to safeguard Green Belts, all sustainable options need to be exhausted before Green Belt locations are selected. Other sustainable non-Green Belt opportunities are outlined below.

#### **Charfield (up to 1,000 dwellings)**

37. This provides an opportunity to enhance the sustainability of a key settlement in the north of South Gloucestershire through growth supported by new services, facilities and employment opportunities. Charfield is situated on an existing live railway line. Whilst the station is currently closed any additional housing in this location could support a case for potentially reopening the station and rural bus improvements.. Significant highway infrastructure may also be required. It also assists addressing housing needs in the north of the district.

#### **Buckover Garden Village (up to 2,200 dwellings)**

38. An opportunity has recently emerged beyond the Green Belt in South Gloucestershire for a potential new garden village settlement (up to 3000 dwellings) located to the east of Thornbury. This location provides the opportunity to deliver the first locally led garden village for West of England in 21st Century. It could help the case for a step change in public transport to the locality, linking to Metrobus routes to enable access to the major employment centres of North Bristol.

39. Significant highway infrastructure, including the strategic road network (M5), may also be required. It also potentially broadens the range of housing supply in the sub-region via a single ownership with genuinely visionary approach to place making and land value capture. Alongside planned expansion at Charfield it would also provide the opportunity for the local communities in the north of the district to meet housing pressures in a planned sustainable way. Buckover is also a potential growth point for any future Oldbury NNB.

**Other locations rejected**

40. The other locations in Annex 1 outside the Green Belt are not consider appropriate for strategic growth for the reasons set out in Annex 3.
41. The above locations beyond the outer Green Belt boundary can sustainably provide up to another 8,600 dwellings, leaving 2,200 dwellings still to find.

***D: Green Belt locations***

42. Therefore, in light of the strong evidence underpinning the most sustainable pattern of development outlined above, it is recognised that consideration needs to be given to Green Belt locations and specifically the case to consider locations in close proximity/well related to existing urban centres. However this needs to be undertaken in the context of the Plan's overall priorities and spatial objectives at set out above.
43. The possible opportunities for strategic growth in the Green Belt are included in Annex 1. The Strategic Priority to focus investment at under-performing parts of City Region to help reduce inequality across the sub-region favours growth in southern Bristol and particularly the locations at south of Whitchurch Village, Ashton Vale and Hicks Gate over those in the north of the urban area
44. It is evident from the Green Belt stage 2 assessments that that part of Ashton Vale that lies within the City boundary and is inside the South Bristol Link Road makes only a limited contribution to the Green Belt compared to other GB locations. This location would accommodate around 400 dwellings and whilst not strategic in size, it could contribute to non-strategic growth within Bristol, see para 4.
45. In comparing the 3 southern potential urban extensions, greater harm would be caused to the Green Belt by the release of Ashton Vale (outside the South Bristol Link road) and Hicks Gate compared to Whitchurch. Furthermore, the cumulative impact of the release of three locations from the Green Belt in this very sensitive part of the Green Belt between Bristol & Keynsham is substantial.
46. Therefore, it is concluded that because of the substantial sub-regional housing need, combined with the relatively sustainable nature of its location, the contribution that could be made to improving sustainable transport options south east of Bristol, as

well as its relative performance in Green Belt terms constitute the exceptional circumstances to justify the release of land south of Whitchurch Village (only) from the Green Belt.

47. However, this location (as with other locations being considered) is only deliverable if substantial new sub-regional and local transport infrastructure is provided, focussing on public transport, including conventional bus service upgrading, new park & ride, and future Metrobus or rapid transit provision. Additional highway capacity would also be needed, to address underlying congestion issues, to provide access to new development and to release space for the public transport improvements. The location's capacity must take into account the need to avoid unacceptable harm to nationally important heritage assets as well as retaining the Green Belt separation of Whitchurch Village from the Bristol Urban area.
48. This location has the capacity to contribute up to 3,500 dwellings to housing land supply which would be sufficient to meet the housing target as well as provide some flexibility/safeguarded land.

#### **STAGE 5 : REFINEMENT OF THE SPATIAL STRATEGY**

49. Following public consultation the emerging spatial strategy will be reviewed and refined in light of responses received and any critical new evidence. This will include;
  - a. Confirmation that the overall housing distribution for each UA is deliverable. This includes the provision of **transport infrastructure**,
  - b. Ensuring the availability of a 5 year **housing land supply** (HLS)
    - The need for a Contingency or to consider the scope to safeguard land for the long term under NPPF para 85
    - Comments on alternative locations or strategies being promoted, evidence in relation to housing requirement or economic growth?

Annex 1 list of potential locations assessed

<b>Typology</b>	<b>Location Name</b>
Urban Intensification	Bristol, Bath, North & East Fringe, WSM
Sustainable Transport corridors	Salford, Thornbury, Nailsea/Backwell, Backwell, Keynsham locations, Yate/Sodbury strategic corridor (Yate/ Chipping Sodbury/), <i>Winterbourne, Frampton Cotterell and Coalpit Heath</i> A38 strategic growth Banwell/Churchill
Expansion around Bristol & Bath	Longwell Green, Hambrook, Severnside, Bridge Yate / Oldland Common, Kingswood / Warmley, West of Twerton, Ashton Vale, SE Bristol Hicks Gate, SE Bristol Whitchurch
Other Settlements/locations	Charfield, Buckover Garden Village, Yatton, Long Ashton, Portishead, Easton-in-Gordano, Clutton/Temple Cloud locations, North of M4/M5, Somer Valley Locations (Radstock, Westfield, Mid. Norton, Paulton, Peasedown St John), Pucklechurch, M4 to Shortwood, Congresbury, Olveston, Wickwar, Alveston, Almondsbury / Hortham,

DRAFT

## Annex 2: Strategic priorities & critical issues

Critical Issue	Overarching objective
The national housing crisis is a particular problem in the WoE & the NPPF requires that LAs plan positively for development and meet the full needs	1. To identify & meet the full need for housing
The economic prosperity of the WoE should be maintained due to the substantial benefit it brings to the residents, communities & the environment	2. To meet the space needed for new job creation to facilitate strong economic growth as set out in the LEP Strategic Economic Plan
There is significant pressure on infrastructure, especially transport which inhibits wealth creation and productivity. Current unsustainable patterns of travel are a significant cause of climate change and poor health	3. To ensure a spatial strategy where new development is properly aligned with infrastructure.
The sub-region benefits from a world class environment which brings substantial economic and community benefits and contributes significantly to the quality of life of residents, visitors and businesses.	4. To protect and enhance the sub-region's diverse and valuable environment

### Annex 3: Locations not selected for strategic growth

Yatton	Yatton is a very constrained location in terms of transport, flood risk, ecology and transport. The location was tested through the transport modelling and performed poorly as highway trips would have a disproportionate impact on the network as a result of long distances to all destinations and would require expensive mitigation– river and rail crossing. Surrounded by low lying land at risk of flooding.
Long Ashton	The principal area of potential development to the south is separated from Long Ashton by the railway and is difficult to integrate into the existing settlement because of severance issues. It is a sensitive part of the Green Belt valued by the local community. Long Ashton is relatively close to Bristol, so there is an opportunity to maximise cycling and use of metro bus. There are also existing transport constraints relating to Cumberland Basin congestion and M5 J19.
Portishead	Portishead is a very constrained location in terms of transport, Green Belt, flooding and ecology. Whilst there is opportunity afforded by Portishead line rail re-opening, there are major capacity constraints at M5 J19.
Easton-in-Gordano/Pill	Easton-in-Gordano is a very constrained location in terms of transport, Green Belt, heritage, landscape and ecology. Whilst there is opportunity afforded by the Portishead line rail re-opening, there are major capacity constraints at M5 J19.
Clevedon	Clevedon is very constrained in terms of flood risk to the south and east and topography and landscape to the north. The levels landscape is also particularly sensitive both for its own characteristic value and ecological contribution as well as potential for adverse ecological impacts on the coastal habitat to the south of Clevedon. Any new development to the east of M5 would be physically separated from the existing town. Strategic development was also shown to be quite problematic in transport terms in this location with additional trips on the M5 and contributing to congestion on more localised routes.
NW Saltford	This location does not make the threshold for strategic development location. The location lies within the Green Belt
West & South West Keynsham	This location does not perform well in the Sustainability Appraisal. It would be difficult and costly to mitigate the negative impacts of development in this location. The location lies within the Green Belt
SE Keynsham	This location does not perform well in the Sustainability Appraisal. It would be difficult and costly to mitigate the negative impacts of development in this location. The location lies within the Green Belt
SW Saltford	This location does not perform well in the Sustainability Appraisal. It would be difficult and costly to mitigate the negative impacts of development in this location. The location lies within the Green Belt
Somer Valley locations	The Somer Valley is one of the least sustainable locations in the sub-region for accommodating strategic housing growth. There is already a substantial imbalance in the number of workers who reside in the town and the employment available and this will be exacerbated in light of existing residential commitments. It has also proved difficult to attract new employment to the area and jobs have been steadily eroded over recent years. Therefore, strategic new housing growth will inevitably lead to substantial out commuting. Transport modelling shows that seeking to mitigate this will be

	difficult, costly and only partially effective. The purpose of the new Enterprise Zone is to facilitate employment generation to help mitigate the existing high levels of out-commuting.
Clutton and Temple Cloud	Sites in Clutton & Temple Cloud do not perform well as sustainable locations for accommodating strategic housing growth in the sub-region. The majority of new residents are highly likely to seek to travel by car to work and other activities. Transport modelling shows that seeking to mitigate this will be difficult, costly and only partially effective.
West of Twerton, Bath	Based on the SA the significance impact that development of this scale and this location would have on World Heritage site and its setting has led to this full site not being considered as a reasonable option. The severity of harm caused by development in this location would significantly outweigh the benefits. It would cause significant harm to the setting of the WHS and whilst it is not in the AONB, it is on the edge of Bath and is visually prominent, thereby causing harm to the AONB. As such development would contradict national policy. It also performs very strongly in Green Belt terms. Therefore this location is not suitable for development in the plan period.
SE Bristol Hicks Gate	Whilst this location performs well in the Sustainability Appraisal, and would be effective in helping to deliver the Plan's Strategic Priorities, it lies in a very sensitive part of the Bristol and Bath Green Belt which makes a major contribution to preventing the merger of Bristol and Keynsham.
Ashton Vale	The Green Belt at Ashton Vale (outside the South Bristol Link) makes a major contribution to Green Belt purposes, especially in preventing the merger of Bristol and other settlements. It is an area of attractive countryside and a sensitive landscape in relation to, in particular, Ashton Court and Dundry Hill and has ecological importance. It provides the landscape setting to Bristol and for rural communities within North Somerset and plays a significant role in protecting the countryside from encroachment of development. Protecting high quality environment is a priority of the plan. The location was tested through the transport modelling and performed well in terms of potential accessibility by non-car modes given its proximity to Bristol. There are also existing transport constraints relating to M5 J19.

## **Draft Urban Living - Maximising the development potential in the urban areas**

### **Introduction**

The West of England authorities believe that the most appropriate places to meet the development needs of the future should be within the existing cities and towns; especially on previously developed land. As noted in the Issues and Options document, the four UAs have been undertaking detailed assessment of the potential of existing urban areas to deliver land to meet development needs. The assessments have focused on opportunities within the existing urban areas including Bristol and Weston-Super-Mare as well as examining opportunities within other sizeable urban areas in the West of England.

This report provides an update on the work carried out to date to establish the potential of the urban areas of Bristol and the Bristol fringe in South Gloucestershire, Weston-Super-Mare and Bath to deliver additional homes up to 2036.

The paper explains the approach to making the most efficient use of land in these urban areas and how this has been applied in each area. An estimate is set out in the report which indicates the capacity for new homes to be delivered in the city's built up area to 2036.

### ***Assessed housing need***

The Wider Bristol Housing Market Area includes the urban area of Bristol (including the communities of the North and East Fringe, the rest of South Gloucestershire, all of North Somerset, the western part of Bath and North East Somerset and small parts of Stroud and Sedgemoor Districts (see figure 1 below). The addendum to the Strategic Housing Market Assessment (July 2016) has identified a housing target covering both the HMA's of at least 105,000 homes, for the period from 2016 to 2036.

Figure 1 W HMAs in the West of England

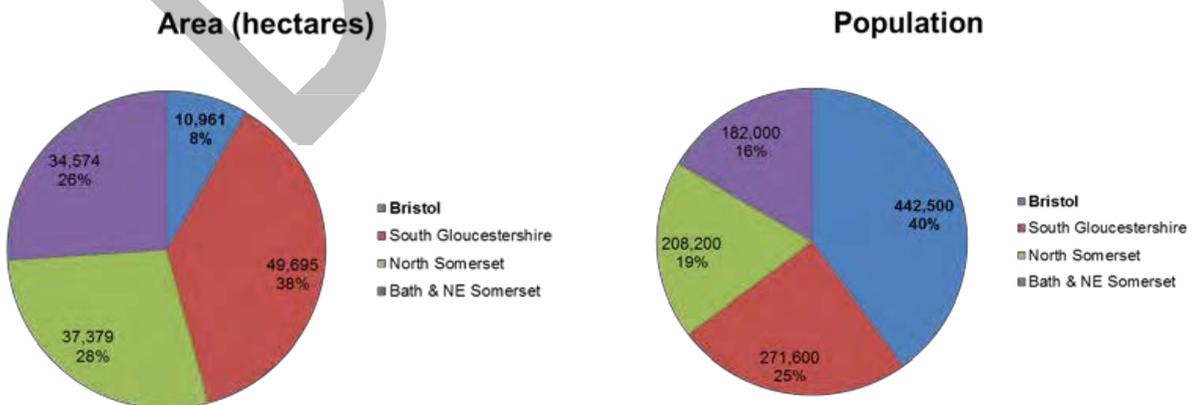


Continued delivery of homes within the urban areas has the potential to contribute substantially to meeting identified needs in the housing market areas.

**Bristol City Council**

**Context**

The City of Bristol accounts for 8% of the land area of the West of England whilst containing 40% of the population and existing homes.



The City Council area is mainly built up, with high densities of housing development and a substantial provision of flatted residential development. There are limited areas of open land. Unlike many industrial cities, Bristol does not contain substantial tracts of brownfield land or zones of industrial dereliction which can be considered for housing led regeneration. However, in the last nine years **45% (16,347)** of the new homes delivered in the West of England have been built in the City of Bristol – a rate of 1,800 per annum; see table below:

	<b>Total delivery of homes 2006-2015</b>	<b>Annual average</b>
<b>Bristol</b>	<b>16347</b>	<b>1,800</b>
South Gloucestershire	8129	900
North Somerset	7426	800
Bath and North East Somerset	4350	500

### **Urban living: approach to efficient use of land in Bristol**

The high levels of residential development delivered in Bristol are facilitated by the city's approach of making effective and efficient use of land.

Bristol has a complete up to date local plan coverage for the period to 2026 (Core Strategy, Site Allocations and Development Management Policies; Bristol Central Area Plan adopted 2015). The adopted Bristol Core Strategy includes policies which seek to secure the effective and efficient use of land. These aim to maximise opportunities to re-use previously developed land. A **minimum indicative net density of 50 homes per hectare** is sought. Higher densities of development are sought in and around the city centre; in or close to other centres and along or close to main public transport routes.

Between 2006 and 2015, 96% of all dwellings completed in Bristol were at more than 50 homes per hectare. In the last 10 years the average density of new development on major housing sites has been **100 homes per hectare**; in the city centre development densities averaged over **300 homes per hectare** in the same period. In the same period, 82% of all dwellings completions in Bristol have been for flats.

The policy approaches to securing very efficient use of land have been carried forward into the analysis of potential for new urban sites in Bristol. This is discussed below.

### **Estimated capacity from Bristol City Council's area**

It is estimated that the built up area of the City of Bristol can contribute approximately 32,000 homes (1,615 homes per year). As shown below, this capacity arises from four sources:

<b>Bristol City Council Potential source of housing supply 2016 - 2036</b>	<b>Capacity</b>
Existing planning permissions	7055
Existing Local Plan allocations	8464
Unidentified small sites	4800
Urban living potential	12000
<b>Estimated total urban capacity</b>	<b>32319</b>

New 'urban living potential' comprises 12,000 of the capacity for new homes identified above. The approach to estimating the new urban potential in Bristol is explained below.

### ***Urban living potential***

As its contribution to the West of England urban living potential assessment, Bristol City Council has undertaken a detailed search for potential development opportunities within the Bristol boundary that do not already benefit from planning permission for residential development, are not allocated and would deliver 10 or more homes. The assessment of urban living potential has had a number of strands:

- A citywide search for potential new brownfield development opportunities;
- Review of land currently reserved for the retention of industrial and warehousing uses;
- Assessment of potential from the conversion or redevelopment of city centre offices which are no longer required for employment uses;
- Review of the potential to increase the capacity of existing Local Plan site allocations;
- Potential for development of any undeveloped land within the urban area.

The urban living potential analysis to date suggests that there continues to be significant capacity for new homes to be delivered within the built up area of Bristol up to 2036. There is potential for 12,000 new homes from new sites that may reasonably be expected to come forward in Bristol over the plan period.

This is shown below:

<i>Source</i>	<i>Potential homes</i>
New brownfield opportunities (city reclaimed land)	6800
Land no longer required for industry/warehousing	1500
Re-use/redevelopment of redundant city centre offices	2100
Uplift of existing local plan site allocations	500
Undeveloped urban land	1100
<b>Total</b>	<b>12000</b>

### **South Gloucestershire**

The district of South Gloucestershire incorporates the urban areas of the North and East Fringes of Bristol, Thornbury, Yate and Chipping Sodbury. Collectively it is anticipated that development on previously developed land in these areas could contribute to this 12,000 figure by delivering approximately 1,000 new homes from sites of 10 dwellings and above.

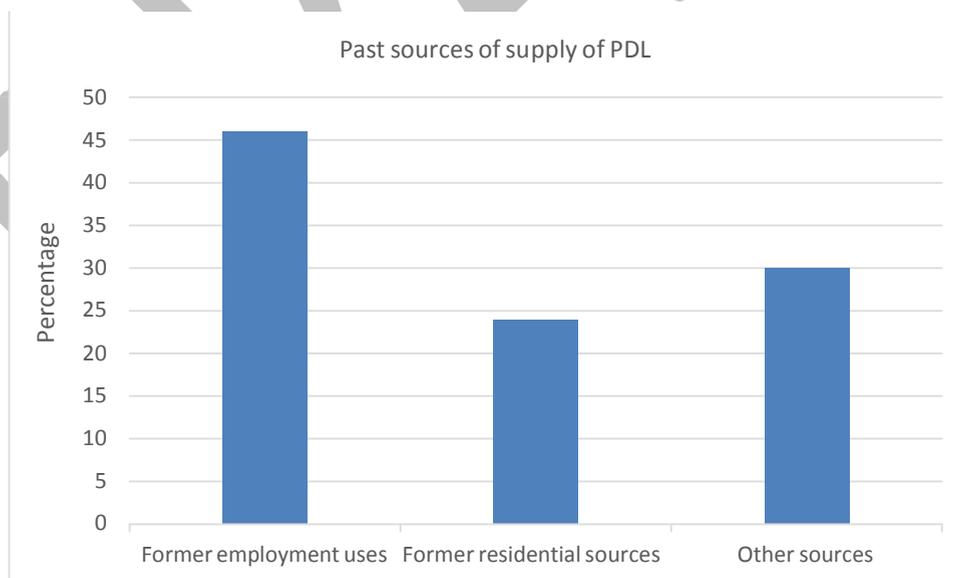
To achieve this outcome a forecasting/ projections based approach has been used. This has assessed whether continued development opportunities exist within urban areas, whether past rates of delivery are capable of being sustained and what sources of supply this land is likely to be generated from, based on the current data sets available.

In applying the projections based approach in accord with paragraph 48 of the NPPF, the objectives have been to:

- a) *To review past delivery rates of development on previously developed land and sources of that land.*
- b) *To review potential future rates of development on previously developed land and the sources of that land,*
- c) *To establish an understanding of what contribution windfall PDL will likely make to overall future completion rates over the next 10-20 years up to 2036 and what type of sites are likely to generate that delivery.*

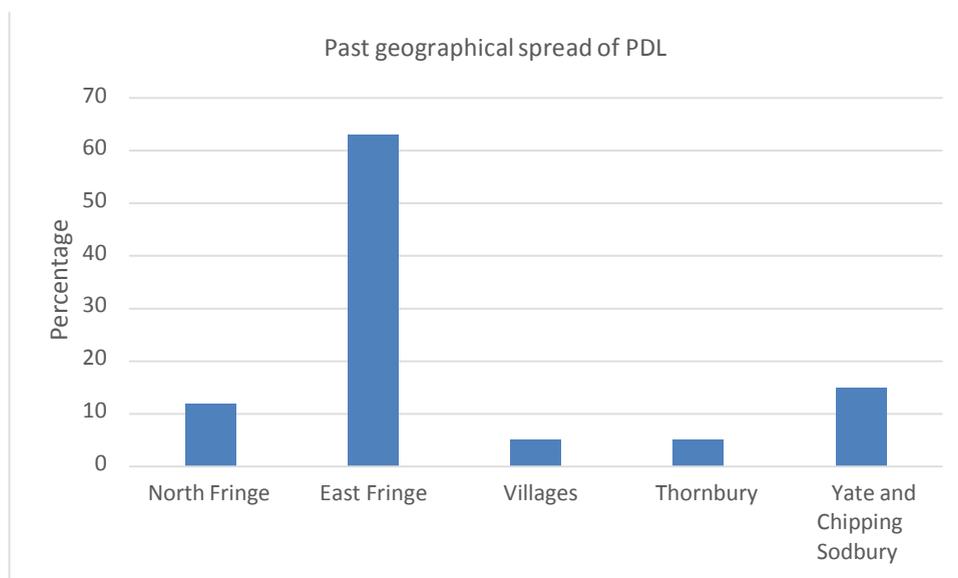
#### **a). Past sources of supply and geographical spread**

From the Council’s monitoring of residential development over the past two decades it has been possible to make an informed judgement about what might be expected in the future. In the past 20 years almost **3,000** new homes in South Gloucestershire have been built on previously developed large sites (10+ homes), **an average of 150 dwellings per annum**. Almost half (**46%**) of these completions have been from **former “employment uses”**. Former “residential sources” accounted for 24% of completions, and almost a third (30%) of completions were from “other sources”.



It has also been possible to identify the main areas where development has occurred, to help identify where development might be expected in the future. Past rates have identified that **63%** of development on previously developed land has occurred within the communities of the **Bristol East Fringe**, with the Communities of the North Fringe, Thornbury, Yate/

Chipping Sodbury and the rest of South Gloucestershire, collectively making up the remaining 37% of development on previously developed land.

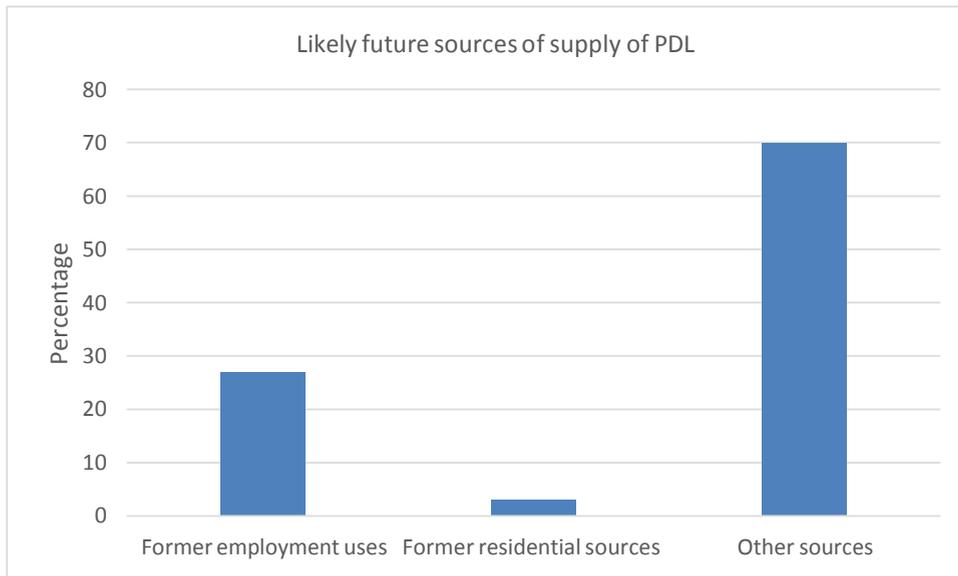


**b). Likely future sources of supply and geographical spread**

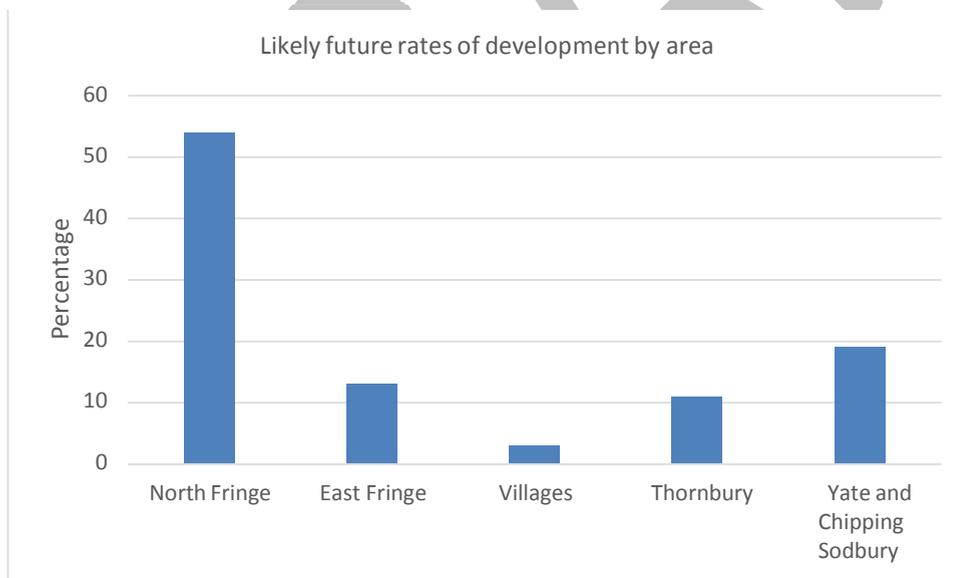
Windfall sites are those not specifically identified as available in the Local Plan process and normally comprise of previously developed sites that have become available. The above analysis has indicated that over the last 20 years windfall sites of over 10 dwellings have resulted in approximately **150 dwellings per year**. To determine the contribution such supply is likely to make in future a variety of data sets have been examined including: new planning permissions granted; current applications pending decisions; sites submitted as part of a call for sites exercise including any subsequent sites submitted as a result of further consultation; and other known sites.

Forecasting analysis indicates that currently there could be potential for at least **1,300 new homes** on a variety of previously developed sites, which based on an annual average could delivery around **65 dwellings per year over the period 2016-2036**. The majority of this supply can be typically divided into the following former land uses:

Source of supply	percentage	Indicative number
Former employment uses; e.g. industrial and storage uses	27	351
Former residential sources, e.g. residential redevelopment sites/garden land	3	39
Other sources, e.g. schools, community buildings, car parks, retail	70	910
Total	100	1,300



Very little new development is likely to come forward from the redevelopment of existing housing. Whilst in the future windfall sites will continue to provide an important element of housing supply, it is unlikely to provide such large numbers of new homes as in the past, as many of the largest sites, particularly on former employment sites have already been developed.

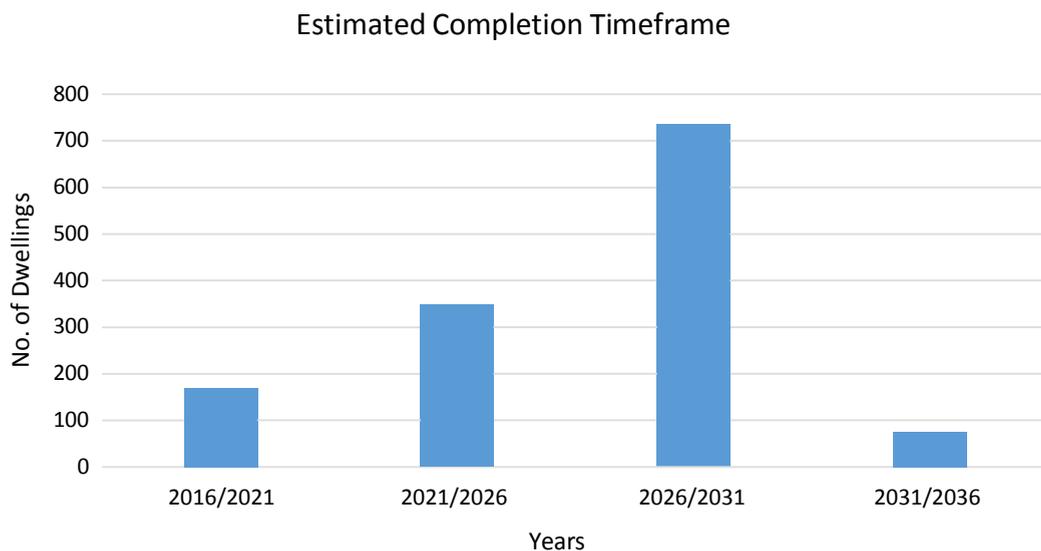


This analysis indicates that from across the Policy Areas, in future years the **Communities of the Bristol North Fringe** could provide the most significant opportunities for the supply of housing units from urban sites, with **over 50%** of capacity from current sites falling within this area. This compares with 12% in the past. **Yate and Chipping Sodbury** could provide the second most significant opportunities with **19%** of capacity on sites falling within this area. The **communities of the Bristol East Fringe** area, whilst in the past providing over 60% of

capacity is unlikely to provide many medium/large redevelopment opportunities in the future, the majority coming from smaller scale urban redevelopment sites.

From the current known sites it is possible to anticipate the likely time horizon of delivery. Whilst this can only be an estimate of when sites are likely to come forward an attempt has been made to broadly group expected development into five year periods. For this purpose sites that have already got planning permission have been assumed to be complete with the first 5 year period. As regards to the other sites, it is more difficult to forecast when these are likely to be complete so for the purpose of this exercise sites have been randomly “spread” over the remaining 15 years.

It can be seen from the graph below that in the next five years around 200 homes could be expected. The majority of new homes could come forward in the ten year period to 2031 with most of these after 2026 coinciding with the end of the Core Strategy period.



## Conclusions

A snap shot assessment of development potential as at April 2016 identified that in the region of 1,300 dwellings are likely to come forward through wind fall sites on previously developed land (See South Gloucestershire SHLAA sites for further details)

### Bath and North East Somerset – Bath

Bath is relatively small city with a population of around 90,000 residents. It is distinctive in the range and significance of its environmental assets in particular UNESCO World Heritage Site, has an extensive Conservation Area, is surrounded three sides by the Cotswolds AONB. This severely affects the amount of land available for redevelopment in the City and the nature of development appropriate.

The work on the B&NES Core Strategy entailed an intensive assessment of development opportunities and the B&NES core strategy plans for 5,320 dwellings to be built in Bath before 2029, with 90% of identified sites of 10 or more dwellings being on brownfield land. In light of the fact that Brownfield sites were maximised, some of Bath's housing need had to be met in adjoining settlements and warranted the need to remove land from the Green Belt on the edge of the City. Therefore further opportunities to maximise the urban potential of Bath are extremely limited

<b>City of Bath Potential source of housing supply 2016 - 2036</b>	<b>Capacity</b>
Existing planning permissions	4000
Existing Local Plan allocations	1000
Unidentified small sites	400
<b>Estimated existing urban capacity</b>	<b>5,700</b>

However, further work has been undertaken as part of the preparation of the JSP. This has entailed a review of land and buildings in Bath in seeking to identify further resources of supply for new housing. These are sites that do not already benefit from planning permission for residential development, are not allocated and would deliver 10 or more homes. This is in addition to the housing supply identified to meet the B&NES Core Strategy planned housing growth in Bath which at 2016 stood at 6,600 dwellings.

Small windfall sites (less than 10 dwellings) are addressed separately which includes an assessment of the likely yield from bringing empty properties back into use. This amounts to around 300 dwellings as shown in the table below.

<b>Source</b>	<b>Potential homes</b>
New brownfield sites (not already identified)	<b>110</b>
Existing housing estates and garage blocks	<b>55</b>
Reappraisal of previously discounted SHLAA sites, including Industrial Sites	<b>130</b>
Change of use from offices	<b>14</b>
Uplift of existing site allocations capacity	<b>0</b>
<b>Total</b>	<b>309</b>

## **North Somerset – Weston-super-Mare**

### **Summary of methodology**

The methodology applied in North Somerset to identify potential is based on a review of existing land availability information, consideration of the role and potential of broad locations, and the potential contribution from increased delivery as a result of the greater incentives and interventions to support urban regeneration including greater plan-led intervention.

This assessment is not a Housing and Economic Land Availability Assessment though it draws on the outputs of the 2014 HELAA. It is anticipated that a revised HELAA will be produced in due course to support Local Plan allocations for housing.

The approach taken is therefore targeted at providing a broad understanding of the potential opportunities to increase urban living potential and setting the context for further investigation. This is considered to be a proportionate approach to fit the strategic nature of the JSP.

This approach draws on the latest survey of land opportunities in Weston-Super-Mare and also identifies locations that can be explored further where there may be strategic opportunities for housing e.g. focussed around transport hubs and retail centres.

The sites considered are not currently committed, and therefore, do not form part of the baseline supply (the 66,000 dwellings). These sites were previously identified as having some development potential through the North Somerset 2014 HELAA and the Council will be reviewing this study and all of the sites to inform the plan making process.

The focus for increased urban living potential in WSM will be on the town centre, where there are proposals emerging for regeneration. This is backed by increased involvement from the Homes and Communities Agency that should support the delivery of key sites in the town centre.

### **Review of the findings**

Overall the assessment has identified an increase in urban living potential capacity of 1,850 dwellings at Weston-super-Mare). This comprises the following elements:

- 1,165 dwellings at WSM on specific identified sites from the 2014 HELAA,
- 500 dwellings on broad locations (subject to further investigation);
- 185 additional dwellings delivered through increase policy intervention to encourage urban living<sup>1</sup>

#### ***Specific identified sites from the 2014 HELAA***

A total potential capacity of 1,165 dwellings at Weston-super-Mare is identified through a review of existing information on land availability. Similarly a potential capacity of 117 is identified from the same source for Clevedon, Nailsea, and Portishead.

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<sup>1</sup> Note: this figure is only intended to serve as a scenario to indicate increased provision from small sites over the plan period stimulated by increased intervention to support urban living. It should be subject to further investigation but is expected to be on the lower side of potential.

In the main these sites are large (greater than 10 dwellings). Whilst it is unlikely that all of the identified sites would come forward as allocations, and others not in the list will, it is useful to compare the total with historic annual large site windfalls in the town to provide an overall sense check on the scale of potential.

The **1,165 dwellings** would likely emerge from 2021 onwards, averaging around 78 dwellings per annum (2021 to 2036), with the vast majority being on large sites. This compares with an actual delivery of 2024 dwellings on large sites in the WSM urban area alone between 2006 and 2015, averaging 225 dwellings per year. This shows that the scale of potential at least, is in line with historic large site delivery trends.

The sites considered will go on to be reviewed through a site allocations process in due course. For the purposes of this assessment, there is no suggestion that they would all be progressed however the scale of sites identified, coupled with the historic completions indicates that it would be feasible to secure around **1,000** dwellings up to 2036.

It is recommended that the suitability to accommodate this level of change in the urban area plus any required mitigation and infrastructure investment, is explored through the SA process and other testing.

### ***Broad Locations***

A potential dwelling capacity has not been specifically attributed to individual broad locations however the yield could be significant. A notional **500** is included to be subject to further investigation, and a range of broad locations have been identified based on the principle of setting a walkable catchment around centres of activity and through the identification of a range of indicative locations where a strategic approach to delivery could be explored. It is generally expected that such potential would likely be delivered during the later stages of the JSP plan period due to the additional plan making processes required to bring forward such potential and the longer lead-in times. It is recommended that further work to explore such opportunities is considered through the future North Somerset HELAA to support local policy and site allocations in the context of the JSP.

### ***Additional small-site windfall***

The greater focus on delivering housing in urban areas has the potential to translate to increased delivery of dwellings on small site windfalls brought forward in accordance with the Development Plan. The position set out in the baseline *Housing Capacity Evidence Paper* (November 2015) is that the prevailing trends are expected to continue. Therefore the additional potential of up to **185 dwellings** (2021 to 2036<sup>2</sup>) can be considered a trend+ but is not assumed within the baseline supply position.

### ***How does the potential capacity from this study relate to the baseline supply position?***

The potential identified here is in addition to the housing supply set out in the *Housing Capacity Evidence Paper* (November 2015), though there is likely to be some cross-over in

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<sup>2</sup> Allowing the initial 5 years of the plan period to reflect trend recognising that it will take time for policies and other influences to take effect.

their delivery.

### Potential increase in urban living capacity across the West of England

In summary, the ongoing review of potential increase in dwellings in the main urban areas across the West of England has indicated that there is potential for the delivery of an additional 14,609 units.

Urban potential source of housing supply 2016 - 2036	Additional dwellings
Bristol	12,000
South Gloucestershire	1,300
North Somerset	1,000
B&NES	309
<b>Estimated total urban potential</b>	<b>14,609</b>

The early development of a number of these sites is likely to require prioritised investment and intervention from the public sector. This is the subject of further research and assessment.

Details of the approach to assessing urban living potential are included at **Appendix 1**.

The assessment will form part of the evidence base for the Joint Spatial Plan. It is expected that the assessment will be published alongside the draft Joint Spatial Plan when it is made available for public consultation in the Autumn.

## Appendix 1 – Details of urban living potential assessment – Bristol City Council

### New brownfield opportunities - city reclaimed land

The citywide search for brownfield sites, dubbed 'city reclaimed land', focused in and around the 47 Local Plan designated town, district and local centres, transport hubs and transport corridors. Existing mapped and photographic information was used to identify areas of underused land or buildings. Other sources of sites in locations across the city were also considered, such as land around local authority high rise housing or sites previously considered for local plan site allocations but not taken forward at the time.

Each of the sites was ascribed a potential capacity for development based on a set of density assumptions (ranging from **65dph** in suburban locations to **200dph** in the city centre). They were then analysed against key constraints (e.g. the presence of listed buildings, high flood risk or the amount of the site likely to be required for infrastructure) to make the capacity assumptions more realistic.

Consideration was given to the likelihood of each site coming forward for residential development. The more likely sites have contributed to the capacity set out in this briefing. Sites that were not considered likely to come forward (e.g. under-utilised land in existing uses such as supermarket car parks) were also recorded but do not contribute to the overall estimated capacity as they were not considered likely to come forward for development over the plan period.

### Principal Industrial and Warehousing Areas

The Bristol Local Plans' designated Principal Industrial and Warehousing Areas (PIWAs) were reviewed through a process of site visits. Officers assessed the condition and occupancy of land and buildings to identify whether they were likely to continue to be designated as a PIWA at the next Local Plan review.

Sites identified for potential change from the PIWA designation were ascribed capacities and analysed for constraints following the city reclaimed land method. The sites considered more likely to come forward for development during the plan period have contributed to the identified.

### City centre offices

For city centre offices, a different method was used to reflect the fact that the conversion of offices to residential currently benefits from a simplified 'prior approval' regime under the General Permitted Development Order and does not require planning permission. Recent prior approvals were analysed to identify an average density per floor of 100dph. This average density was then applied to the remaining supply of large city centre office buildings considered likely to come forward for conversion by reason of their location, condition and/or occupancy.

### Uplift of existing local plan site allocations

Existing local plan site allocations have been reviewed to see if higher density forms of development could be considered. The potential from this source is limited as sites were subject to detailed consideration during local plan preparation. Capacities for the sites were identified through a process of public consultation and examination by a planning inspector. The stated capacities are already subject to the density policies in the Bristol Core Strategy and its approach to making efficient and effective use of land. However, there may be some opportunity on the larger allocations for securing housing numbers higher than identified

capacities. An estimate of an additional 500 homes has been made.

A similar review may form part of the urban potential assessments being undertaken by the other unitary authorities.

#### Undeveloped urban land

There is a limited proportion of undeveloped land in the city which is mainly built up.

The review is ongoing, but an initial desktop assessment of any undeveloped land identified a small number of sites which may not be need to be retained for open uses. These have been initially assessed for their suitability for residential development. These locations have been ascribed capacities and analysed for constraints following the city reclaimed land method.

#### Viability assessment

The urban living potential assessment is on-going. Consultants have been commissioned to provide information on the viability of sites for residential development. This will assist in determining whether sites considered to have capacity for residential development are likely to prove to be viable development opportunities. This will enable a more detailed determination which sites are likely to contribute to housing deliver over the plan period.

#### Small unidentified sites

In assessing future capacity for development an allowance is made for deliver from small unidentified sites. These are developments fewer than 10 dwellings and include small conversion schemes. There has been consistent delivery from this source over many years and the trend is expected to continue. 300 homes per year are projected from this source. The estimate was included in the housing figures stated in the Joint Spatial Plan Issues and Options document.

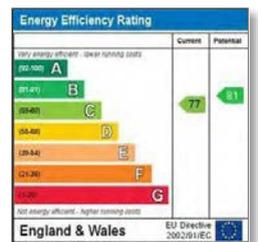
September 2016



# West of England Housing Target

The basis for the Housing Requirement  
in the Joint Spatial Plan

**DRAFT: September 2016**





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# West of England Housing Target

## The basis for the Housing Requirement in the Joint Spatial Plan

1. Opinion Research Services (ORS) was commissioned by the local authorities in the West of England (Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire) to further develop the evidence in order to establish the overall housing target for the area over the 20-year period 2016-36 to inform the housing target for the Joint Spatial Plan (JSP).
2. The Wider Bristol SHMA was published in June 2015 and this identified an Objectively Assessed Need (OAN) of 85,000 dwellings for the Wider Bristol housing market area (HMA): the combined area of Bristol, North Somerset and South Gloucestershire. The OAN identified covered the 20-year period 2016-36 and was consulted upon as part of the evidence base for the JSP.
3. The consultation feedback received about the SHMA and the associated OAN for Wider Bristol HMA was all considered by the local authorities, and the issues raised were discussed with ORS. There was also a sequence of clarification meetings with objectors who provided their own alternative housing need assessments.
4. The local authorities want to ensure that the JSP housing target will provide for the right number of new homes in the West of England and they are keen to minimise the extent of any disagreement at the forthcoming JSP Examination. Therefore, having considered the feedback received, the local authorities have decided to further develop the evidence base. This seeks to respond to the concerns raised where appropriate and also ensures that the housing target takes account of all housing requirements, including those not captured by the identified OAN, as required by the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG). In summary:
  - » The Bath SHMA has been updated to establish the OAN for Bath HMA over the period 2016-36 based on assumptions that are fully consistent with the Wider Bristol SHMA, so the evidence is now fully aligned and provides spatial coverage across the West of England for the entire JSP period;
  - » The household projections in the Wider Bristol SHMA and the Bath SHMA have been reviewed in the context of other projections to ensure that they provide a reasonable demographic baseline;
  - » The LEP has commissioned Oxford Economics to update the economic forecasts to a 2015 base date to ensure that the alignment between jobs and workers is based on up-to-date information and provide a “policy off” basis on which to consider the balance between growth in Wider Bristol HMA and Bath HMA;
  - » The proposed responses to market signals in establishing OAN for Wider Bristol HMA and Bath HMA have been reviewed in the context of the feedback received and recent Inspectors’ decisions;
  - » The way in which housing backlog was considered and changes over the period 2012-16 were dealt with by the SHMAs has been reconsidered;
  - » The impact of assumptions about older persons living in care, existing housing likely to be vacated and the way in which housing for older people (including residential institutions in Use Class C2) is to be counted, have been factored into the housing target; and
  - » The justification for a further increase in the total housing figure included in the JSP in order to help deliver the affordable housing needed has been considered.

## Summary of Objectively Assessed Need

5. The table below sets out the process for establishing objectively assessed need that was used for the Wider Bristol SHMA (June 2015) and Bath SHMA (June 2016). Both studies establish OAN for the 20-year period 2016-36; the household projections have a base date of 2012 and both studies are based on the same methodology and use the same underlying datasets with fully consistent assumptions to ensure that the results are directly comparable.

Figure 1: Full Objectively Assessed Need for Housing across the West of England 2016-36

Stage	Wider Bristol HMA	Bath HMA	TOTAL
<b>HOUSEHOLDS</b>			
<b>Demographic starting point</b> CLG household projections 2016-36	<b>78,538</b>	<b>9,324</b>	<b>87,862</b>
<b>Adjustment for local demographic factors and migration trends</b> 10-year migration trend	-2,734	-350	-3,084
<b>Baseline household projections taking account of local circumstances</b>	<b>75,804</b>	<b>8,974</b>	<b>84,778</b>
<b>DWELLINGS</b>			
<b>Allowance for transactional vacancies and second homes</b> Based on dwellings without a usually resident household	2,674	341	3,015
<b>Housing need based on household projections taking account of local circumstances</b>	<b>78,478</b>	<b>9,315</b>	<b>87,793</b>
<b>Adjustment for suppressed household formation rates</b> Concealed families and homeless households with allowance for vacancies and second homes	1,421 + 50 = 1,471	113 + 4 = 117	1,588
<b>Baseline housing need based on demographic projections</b>	<b>79,949</b>	<b>9,432</b>	<b>89,381</b>
<b>Further adjustments needed...</b>			
<b>In response to balancing jobs and workers</b> Additional dwellings to ensure alignment between planned jobs growth and projected growth in workers	0	+3,263	+3,263
<b>In response to market signals</b> Dwellings needed (in addition to the adjustment for concealed families and homeless households) to deliver the overall percentage uplift proposed	7.5% x 78,478 = 5,886 5,886 - 1,471 = +4,415	15% x 9,315 = 1,397 1,397 - 117 = +1,280	+5,695
<b>In response to backlog of housing provision</b> between projection and Plan base dates 2012-16	+4,019	-1,201	+2,818
<b>Combined impact of the identified adjustments</b>	<b>+4,415</b>	<b>+2,242</b>	<b>+6,657</b>
<b>Full Objectively Assessed Need for Housing 2016-36</b>	<b>84,364</b>	<b>11,674</b>	<b>96,038</b>

6. Based on the above assessments, the SHMAs concluded that the Full Objective Assessed Need for Housing in the Wider Bristol HMA to be 85,000 dwellings and in the Bath HMA to be 11,700 dwellings, both over the 20-year JSP period 2016-36.
7. On this basis, the Full Objective Assessed Need for Housing across the whole of the West of England would be 96,700 dwellings over the 20-year JSP period 2016-36.
8. However, prior to establishing the West of England housing target, we will review the key assumptions on which the assessments of OAN in each HMA are based in the context of the consultation feedback received.

## Reviewing the Household Projections

9. Consultation responses emphasised the need to confirm that the household projections were reasonable in the context of other projections for the area. The SHMA household projections used 10-year migration trends over the period 2001-11, which were based on Census data. This approach was supported by the Inspector examining the current BANES Core Strategy. The same approach has also been consistently supported by Inspectors elsewhere.
10. Across the West of England, the SHMA projections identify a growth of 84,800 households over the 20-year period 2016-36. This projection is broadly consistent with the CLG 2012-based and 2014-based projections for the same period, which identify a growth of 87,900 and 88,200 households respectively. These projections are based on the ONS 2012-based and 2014-based sub-national population projections, which use 5-year migration trends from the periods 2007-12 and 2009-14.
11. Both the SHMA projection and the recent CLG projections are notably lower than previous CLG 2008-based household projections, which identified a growth of 191,000 households over the 25-year period 2008-33. This is equivalent to an average of 7,640 households per year, which is 73% higher than the annual average from the 2014-based projections; but the 2008-based projection was based on the ONS 2008-based sub-national population projections which are no longer credible. The migration trends used to inform the 2008-based projection were based on ONS Mid-Year Estimates (MYE) which were inaccurate and have since been superseded (as the 2011 Census identified they were overstating population growth) and the trend period also included anomalous data for Bristol city, as discussed in the Wider Bristol SHMA report.
12. The CLG 2014-based household projections are based on the ONS 2014-based sub-national population projections, and projected population growth over the 20-year period 2016-36 is 8% higher in the 2014-based population projections than it was in the 2012-based projections. Despite this 8% difference in growth between the population projections, the CLG 2014-based household projections are less than 1% higher than the 2012-based projections for the same period. This is due to the 2014-based projections showing a lower rate of decline in average household size than the 2012-based data, which will have an impact on the SHMA household projections.
13. It is also important to recognise that all of the CLG household projections are based on short-term migration trends, and there is a now widespread acceptance that the planning for long-term housing provision demands an approach based on more stable, longer term migration trends. Considering 10-year migration trends, the SHMA baseline assumptions were based on annual net migration of 3,940 persons to Wider Bristol HMA and 550 persons to Bath HMA based on the period 2001-11. ONS MYE are now available for the period to mid-2015, and data for the most recent 10-year period 2005-15 shows a relatively stable average for Wider Bristol HMA at 4,030 migrant persons per year; however, the average for Bath HMA has more than doubled to 1,180 migrant persons per year.
14. The latest MYE data was reviewed by the Bath SHMA, which identified that administrative data sources suggested growth was being overestimated by over 900 persons each year from 2011-14. Adjusting for this likely overestimate would reduce the latest 10-year average to around 810 migrant persons per year – so higher than the 2001-11 trend, but far lower than implied by the raw data. We should therefore be cautious about these latest CLG projections, especially for the Bath HMA.
15. Taking account of the identified data quality issues, the latest 10-year average suggests that annual net migration to the West of England is around 4,840 persons compared to the baseline of 4,490 persons assumed by the SHMA projections. It would therefore seem reasonable to marginally increase the SHMA

- household projections to take account of this difference, and assume an additional 350 persons would be gained annually due to net migration. As the SHMA projections identify that the West of England population will be around 1.28 million persons by 2036, a further 350 persons each year over the 24-year projection period 2012-36 would increase this to nearly 1.29 million persons.
16. The population data from the Oxford Economics 2013-based economic forecast that was used to establish the LEP jobs target identified a population of 1.20 million persons would be needed to sustain the medium high scenario; so the SHMA projection is notably higher than this. The SHMA population is also higher than the 1.27 million persons identified by the medium high scenario from the 2015-based forecast; and consistent with the population increase of 1.29 million identified by the high scenario from this latest forecast. On this basis, the economic forecasts confirm that the SHMA population projection is reasonable and the forecasts do not provide any justification for a higher population growth.
17. In terms of the alternative assessments of housing need that were prepared as part of the feedback to the consultation:
- » Barton Willmore: this assessment projected that the West of England population would increase by 201,100 persons over the 20-year period 2016-36, reaching a total of 1.33 million persons by 2036; however, this was based on implausible mortality rates and the entire projection lacks credibility;
  - » NLP: the demographic projection for this assessment showed the West of England population increasing by 261,000 persons over the 20-year period 2016-36 (including an increase of 227,600 persons in Wider Bristol HMA), reaching a total of 1.38 million persons by 2036; however, this took no account of underlying data quality issues and the projections fail to reflect past trends;
  - » Business West: this assessment prepared by Professor Glen Bramley is based on a fundamentally different approach, which doesn't include a demographic-led projection.
18. Given the problems identified with the population projections prepared by both Barton Willmore and NLP, the associated household projections do not provide any basis for comparison. However, whilst the assessment prepared by Professor Glen Bramley is somewhat unorthodox in its approach when compared to the SHMA and the PPG advice, it gives an interesting alternative perspective – but as this analysis is fundamentally based on future economic growth, it has been considered further in the context of aligning jobs and workers.
19. In summary, we can therefore conclude that:
- » The SHMA projection is broadly comparable to the CLG 2012-based and 2014-based projections; and whilst all are lower than the 2008-based projection, the 2008-based figures are based on demonstrably inaccurate population data. Furthermore, all of the CLG projections use short-term migration trends which are unsuitable for planning long-term housing provision;
  - » Long-term migration trends remain broadly consistent with those assumed by the SHMA; although there have been some increases (particularly in Bath HMA) and this could add around 350 persons each year to the projected population;
  - » Alongside the changes to migration, there are also changes to average household sizes to consider;
  - » None of the alternative assessments of housing need provide a basis for comparison; however
  - » The SHMA projection is fundamentally consistent with the Oxford Economics economic forecasts in terms of the underlying population growth.

20. Having considered all of the evidence, we would conclude that the SHMA projections are reasonable but would propose that the housing target should factor in an uplift to take account of the marginal change to net migration in Wider Bristol HMA and the more notable change in Bath HMA:
- » **Wider Bristol:** increasing annual net migration by 90 persons would yield an extra 1,800 persons over a 20-year period; this would equate to around 800 households based on the average household size of 2.24 persons that is projected for Wider Bristol HMA in 2036; and
  - » **Bath:** increasing annual net migration by 260 persons would yield an extra 5,200 persons over a 20-year period; this would equate to around 2,300 households based on the average household size of 2.26 persons that is projected for Bath HMA in 2036.
21. In establishing the housing target, it is also appropriate to consider the likely impact of the changes to the projected average number of persons in each household on the SHMA projections:
- » **Wider Bristol:** whilst the 2012-based household projections identified that average household size would reduce from 2.31 persons in 2016 to 2.24 by 2036 (a fall of 0.07 persons), the 2014-based projections identify that the reduction will probably be less than 0.05 persons over the same period; preliminary analysis of the underlying data suggests that this is likely to reduce projected household growth by around 2,000 households for Wider Bristol HMA over the 20-year period 2016-36; and
  - » **Bath:** whilst the 2012-based household projections identified that average household size would reduce from 2.32 persons in 2016 to 2.26 by 2036 (a fall of 0.06 persons), the 2014-based projections identify that the reduction will probably be around 0.04 persons over the same period; preliminary analysis of the underlying data suggests that this is likely to reduce projected household growth by around 500 households for Bath HMA over the 20-year period 2016-36.
22. Considering the combined impact of these two factors, we would anticipate the household projection for Wider Bristol HMA to reduce by around 1,200 households and the household projection for Bath HMA to increase by around 1,800 households when the latest data is factored into the analysis.
23. These are not precise calculations and they do not capture all of the possible changes (for example, changes to births and deaths associated with these additional migrants); however, they provide a reasonable estimate of the likely scale of the adjustments that will need to be incorporated within the next full update of the SHMA evidence, which is planned for Summer 2017 in advance of the JSP Examination.

## Aligning Jobs and Workers

24. The assumed jobs growth was an input to the SHMA and was based on Oxford Economics 2013-based forecasts of economic growth for the West of England, applying a small uplift to the medium-high scenario such that it was consistent with the LEP target for 95,000 extra jobs over the 20-year period 2010-30. On this basis, a growth of 84,400 jobs was assumed for the 20-year period 2016-36 (74,300 in the Wider Bristol HMA; 10,100 in the Bath HMA).
- » The **Wider Bristol SHMA** concluded that sufficient workers would be available to meet this level of growth, but a surplus of workers was identified for the period 2012-16 which offset a shortfall for the period 2016-36.
  - » The **Bath SHMA** identified the need for a substantial uplift to the OAN to avoid imposing any change to commuting rates – but noted that the circularity in assumptions between the two SHMAs meant that this was implicitly based on a policy-led jobs target.

25. The LEP has updated the economic forecast information available, and the Oxford Economics 2015-based medium-high scenario (with the same small uplift of 1.1%) identified a growth of 82,500 jobs across the West of England over the 20-year period 2016-36. The detailed assumptions on employment rates and the broad demographic structure of the population are also consistent between the SHMA and the updated Oxford Economics 2015-based medium-high scenario. Whilst the total growth is marginally lower than the level of jobs growth that was assumed for the SHMA, the figures are broadly consistent – but the balance between HMAs has changed: a growth of 73,700 jobs now forecast for Wider Bristol (a reduction of 1%) and 8,800 jobs for Bath (a reduction of 13%). Nevertheless, as this is “policy off” it forms a more appropriate basis for establishing OAN.
26. It is also important to recognise that jobs growth for the period 2012-16 is notably higher in the 2015-based data than was identified by the 2013-based forecast – but as these differences are based on estimates of actual change, the increase in jobs has already been matched with an equivalent increase in workers. On this basis, the surplus of workers for the period 2012-16 identified by the Wider Bristol SHMA has already been absorbed by the higher than forecast increase in jobs; so as a consequence, the shortfall in workers identified by the analysis for the period 2016-36 will now need to be addressed. Therefore, when the SHMA evidence is fully updated in Summer 2017, this will not assume there to be any surplus (or shortfall) of workers as at the 2016 base date and will focus on aligning jobs and workers during the JSP period.
27. Figure 2 considers the balance between future jobs and workers based on the 2015-based forecast and the likely number of future workers, taking account of the SHMA evidence and likely changes to migration that will be factored in to the projections.

**Figure 2: Balancing future jobs and workers**

	Wider Bristol HMA	Bath HMA	TOTAL
<b>JOBS</b>			
Forecast change in total employment 2016-36	73,700	8,800	82,500
<b>LESS</b> Jobs fulfilled by workers commuting to the HMA (based on commuting rates from the 2011 Census)	-9,900	-2,800	-12,700
<b>LESS</b> Impact of local workers with more than one job	-5,000	-700	-5,700
<b>Extra local workers needed to balance with future jobs</b>	<b>58,800</b>	<b>5,300</b>	<b>64,100</b>
<b>WORKERS</b>			
Projected change in economically active population 2016-36	65,200	4,600	69,800
<b>PLUS</b> Additional economically active population as a consequence of increased migration	+1,100	+2,200	+3,300
<b>LESS</b> Workers commuting to jobs outside the HMA (based on commuting rates from the 2011 Census)	-6,600	-1,900	-8,500
<b>Projected increase in local workers</b>	<b>59,700</b>	<b>4,900</b>	<b>64,600</b>
<b>BALANCING JOBS AND WORKERS</b>			
Extra local workers needed to balance with future jobs	58,800	5,300	64,100
<b>LESS</b> Projected increase in local workers	-59,700	-4,900	-64,600
<b>Shortfall (or surplus) of local workers</b>	<b>-900</b>	<b>+400</b>	<b>-500</b>
Uplift in housing need to balance jobs and workers	-	400	400

28. Once again, this is not intended to be a precise calculation; however, it provides a reasonable overview of the alignment between jobs and workers and the scale of any uplift to OAN that is likely to be needed.
- » **Wider Bristol:** there is now a closer alignment between jobs and workers in Wider Bristol HMA. Whilst the original SHMA identified 5,400 more workers than jobs, the above analysis suggests that the difference is now only 900; however, as there will already be enough workers for the likely increase in jobs in the Wider Bristol HMA, there is no need to further increase the OAN; and
  - » **Bath:** there is also a closer alignment between jobs and workers in Bath HMA. Whilst the original SHMA identified 3,200 fewer workers than jobs, the above analysis suggests that the difference is now only 400; therefore, given this likely shortfall of workers in Bath HMA, there is now a need to increase the OAN by around 400 dwellings.
29. A detailed analysis will be incorporated within the next full update of the SHMA evidence, which is planned for Summer 2017 in advance of the JSP Examination.

### Reviewing the Evidence from Business West

30. As previously noted, Business West presented an alternative housing need assessment prepared by Professor Glen Bramley as part of their consultation feedback. Whilst the approach taken by this assessment is very different to the SHMA and the PPG advice, it provides an interesting alternative perspective which is helpful to consider further.
31. The analysis is fundamentally based on future economic growth, which forecasts an extra 83,200 jobs for the Wider Bristol HMA over the period 2016-36. This compares to the increase of 73,700 jobs used above, based on a small uplift to the medium high scenario from the Oxford Economics 2015-based forecast. Oxford Economics consider there to be a 10% probability that the medium high scenario can be achieved; their baseline forecast is 44,200 jobs and their high scenario forecast (which has a 5% probability) yields 102,100 extra jobs. On this basis, whilst a growth of 83,200 jobs falls within the Oxford Economics range, there would only be a probability of between 5% and 10% of this being achieved.
32. Accepting this context, the modelling analysis considers the likely impact of different housing targets; adopting a baseline scenario of 85,000 dwellings (based on the Wider Bristol OAN). The model suggests that this target would result in 74,200 housing completions (12.8% below the target) together with an increase of around 80,800 households, 179,300 persons and 63,200 workers. On this basis, a target of 85,000 dwellings would lead to a shortfall of around 20,000 workers (based on the ambitious jobs growth assumed) which would therefore impact on commuting patterns; but this doesn't appear to take account of likely future changes to economic activity rates.
33. The SHMA analysis shows that when the changes to economic activity rates that are currently forecast by the Office for Budget Responsibility are factored into the analysis, an increase of 65,200 workers (2,000 more than in the baseline scenario from the Bramley model) is likely to be achieved given overall population growth of 146,100 persons (33,200 fewer than in the baseline scenario). Therefore, future changes to economic activity mean that there will be far more workers available within the existing population. As a consequence, the population needs to grow less than suggested by the Bramley model.
34. Based on 74,200 dwelling completions and population growth of 179,300 persons, the analysis presented by Professor Bramley suggests that there would be a significant adverse impact on a number of relevant housing indicators. Nevertheless, this is based on circumstances which are fundamentally different to those identified by the SHMA; given that 10,800 fewer dwellings and 33,200 more people are assumed.

35. A number of alternative scenarios are presented, and it is notable that the model suggests that increasing the housing target to 142,400 dwellings (a further 57,400 dwellings, equivalent to an uplift of 67.5%) would actually yield only 94,300 housing completions (33.8% below the target); so whilst increasing the target might increase supply to some extent, there would also be a far larger amount of non-implementation. On this basis, it would seem appropriate to focus on maximising delivery rather than simply adopting an ever higher target. Another scenario sets out a possible mechanism for achieving this, which is based on a substantial increase in social housing that is not dependent on market-led development. This suggests a target of 124,800 could deliver 103,500 dwellings (17.0% below target) and has the best outcome in terms of housing indicators – yet this is predicated on even higher population growth (190,100 persons, 44,000 more than the SHMA).
36. Whilst the precise impact cannot be determined, if an extra 190,100 persons coupled with the delivery of 103,500 dwellings would have a reasonable outcome in terms of the housing indicators (recognising that this included a real increase in social housing delivery) then it would seem fair to suggest that an extra 146,100 persons coupled with the delivery of 79,600 dwellings (so both being reduced by 23.1%) would have a similar outcome in terms of the housing indicators (with a continued need for extra social housing). This was essentially what the SHMA concluded: the demographic projections identified 146,100 persons and the baseline housing need based on this demographic projection was 79,900 dwellings.
37. To summarise:
- » This assessment assumed a higher level of jobs growth than the SHMA (83,200 cf. 73,700) and whilst this falls within the Oxford Economics range, it has a very small probability of being achieved;
  - » Future changes to economic activity rates were not considered, so the model was based on much higher rates of overall population change yet still yielded a lower number of additional workers;
  - » The model suggests that increased housing targets would lead to far higher levels of non-implementation, though proposed that this could be countered to an extent with a substantial increase in social housing that was not dependent on market-led development; and
  - » The ratio of population growth to housing in the scenario with the best outcome for housing indicators is consistent with the ratio of population growth to housing identified by the SHMA.
38. On this basis, it seems likely that with a consistent jobs target and a consistent approach to changing economic activity rates, this model would probably provide similar results to those originally concluded by the SHMA.

## Reviewing the Response to Market Signals

39. The Wider Bristol SHMA and Bath SHMA considered the relative market signal indicators for the respective housing market area, similar demographic and economic areas, and nationally. Both SHMAs recognised that there is no single formula that can be used to consolidate this information; but whilst there is no definitive guidance on what level of uplift is appropriate, there are useful precedents that have been established by Inspectors' decisions elsewhere which can be considered.
40. Given the context at the time, the Wider Bristol SHMA concluded:

*On balance we would recommend that the overall uplift was at least 5% but no more than 10% of the housing need identified based on the household projections ... We believe that the mid-point of this range, an uplift of 5,886 dwellings, provides an appropriate response to market signals.*

41. Some consultation responses suggested that this proposed response to market signals was inadequate, and that an uplift of a different order of magnitude should be considered – but those proposing the largest increases (of 50% or more) were focussed primarily on the housing target rather than the OAN, with the uplift largely intended to mitigate the impact of non-delivery.
42. Further precedents have also emerged since the original Wider Bristol SHMA was prepared. The Inspector examining the Gloucester-Cheltenham-Tewkesbury Joint Core Strategy recently proposed that an uplift of 10% should be applied across the whole area; with 5% attributed to jobs and counted within the OAN, and a further 5% included as part of the housing requirement to help deliver affordable housing. Cambridge city has also proposed a 30% uplift; but this was alongside a 10% uplift for South Cambridgeshire district, which therefore yields a combined uplift of around 18% across the two areas.
43. The housing market indicators for the Wider Bristol HMA identify considerably less housing pressure than Cambridge, where the 2013 lowest quartile house price affordability ratio was 10.3x (9.5x for the Cambridge and South Cambridgeshire combined area) compared to a ratio of 7.3x for Wider Bristol HMA and 6.5x for England. Given that PPG notes that *“The more significant the affordability constraints ... the larger the additional supply response should be”* it would be fair to conclude that if a response of 18% was reasonable for Cambridge and South Cambridgeshire, then such a high response could not be justified for Wider Bristol HMA. Nevertheless, the ratio for Gloucestershire was 7.2x which is evidently comparable with the Wider Bristol figure.
44. Given this context, we continue to recommend that the overall uplift for Wider Bristol HMA should be *“at least 5% but no more than 10%”*; and given that we have demonstrated that there is already alignment between jobs and workers across the West of England, any adjustment would respond exclusively to affordability and other housing market indicators. Nevertheless, in the context of the consultation responses received and the wider context set out above, we would suggest that the upper-end of the proposed range should be adopted for establishing the OAN in order to minimise any disagreement at the JSP Examination. Furthermore, this would avoid the OAN for Wider Bristol HMA reducing as a consequence of likely changes to the population and household projections.
45. An uplift of 10% above the housing need identified based on household projections should enable more households to form independently, but it may also lead to higher levels of migration with more people moving to the area – and this could have consequences for the balance between jobs and workers. The analysis has already identified that it is likely there will be a larger increase in workers than jobs (based on trend-based projections and the aspirational, medium high jobs growth scenario); and whilst a further increase in workers could support even higher jobs growth, there would be an inevitable increase in net out-commuting, reduced economic activity or increased unemployment if those jobs were not created.
46. The Bath SHMA was completed more recently, and that study concluded:
- The response to Market Signals across the Bath HMA as a whole should be more than 10% ... we would propose an overall uplift of 15%*
47. Given that the 2013 lowest quartile house price affordability ratio for Bath HMA was 9.1x it is reasonable to suggest that the market signals response should be larger than for Wider Bristol HMA; and the proposed response of 15% remains appropriate in the context of the existing precedents.

## Housing Backlog

48. As there will be a full update of the SHMA evidence in Summer 2017, there won't be any need to consider the period 2012-16. Household projections will be prepared using an estimate of the existing population resident in Wider Bristol HMA and Bath HMA as at mid-2016; and, as previously noted, the alignment between jobs and workers will also focus on the JSP period and not assume there is any surplus or shortfall of workers in 2016.
49. However, consistent with the Planning Advisory Service Good Plan Making Guide<sup>1</sup>, the SHMA will continue to count any "unmet need for housing that still exists at the start of the new plan period" but will not include any "under-provision from a previous plan period".

## Housing for Older People

50. The SHMAs both identified that the OAN did not include the projected increase of institutional population, which represented a growth of 4,484 persons in Wider Bristol HMA and 786 persons in Bath HMA; a total of 5,270 persons across the West of England over the 20-year JSP period 2016-36. This increase in institutional population is a consequence of the CLG approach to establishing the household population<sup>2</sup>, which assumes "that the share of the institutional population stays at 2011 levels by age, sex and relationship status for the over 75s" on the basis that "ageing population will lead to greater level of population aged over 75 in residential care homes".
51. Whilst these additional 5,270 persons aged 75 or over living in communal establishments are not counted as part of the OAN; an allowance is made for the dwellings that would be vacated by many of these people. Not all would vacate dwellings, as some will have a partner or other family remaining in the home; but further analysis of the data (assuming no growth in the institutional population) shows that overall housing need would be 3,706 dwellings higher in Wider Bristol HMA and 650 dwellings higher in Bath HMA if the additional bedspaces were not provided – so it is important to take account of these needs.
52. When considering housing supply, PPG states the following in relation to housing for older people:

### ***How should local planning authorities deal with housing for older people?***

*Older people have a wide range of different housing needs, ranging from suitable and appropriately located market housing through to residential institutions (Use Class C2). Local planning authorities should count housing provided for older people, including residential institutions in Use Class C2, against their housing requirement. The approach taken, which may include site allocations, should be clearly set out in the Local Plan.*

Planning Practice Guidance (March 2014), ID 3-037

53. On this basis, given that housing provided for older people in Use Class C2 should be counted against the housing requirement, it is important that this need is also factored in when the housing target is established. Furthermore, as older people are living longer, healthier lives, and the Government's reform of Health and Adult Social Care is underpinned by a principle of sustaining people at home for as long as possible, it does not necessarily follow that all of the increase in institutional population should be provided as additional bedspaces in residential institutions in Use Class C2; specialist older person housing such as Extra Care may be more appropriate for the needs of some of these older people.

<sup>1</sup> <http://www.pas.gov.uk/documents/332612/6363137/Pages+from+FINAL+PAS+Good+Plan+Making+-+6.pdf>

<sup>2</sup> Household Projections 2012-based: Methodological Report, Department for Communities and Local Government, February 2015

54. Therefore, for the purposes of establishing the housing target, it is necessary to take account of those dwellings that were assumed to be vacated by people moving into care. This would allow the supply of bedspaces in residential institutions in Use Class C2 to be counted against the housing requirement; providing that this was calculated on the basis of the number of dwellings likely to be vacated in the housing market.
55. Based on the SHMA analysis, an increase of 5,270 persons in the institutional population living in care would have released 4,355 dwellings across the West of England over the 20-year JSP period 2016-36. Recent market analysis by Knight Frank<sup>3</sup> suggests care home occupancy rates at around 88%, which would imply that 5,989 additional bedspaces would be needed to accommodate an increase of 5,270 persons. On this basis, providing 5,989 care home bedspaces would release 4,355 dwellings in the housing market – a ratio of 1.37 bedspaces per dwelling.
56. Given this context, the housing target should take account of the need of these older people and 4,355 dwellings should be included in addition to the OAN; although the SHMA update may change this figures marginally. Bedspaces in care homes would then be able to be counted towards the housing requirement, on the basis of 1 dwelling being counted for every 1.37 bedspaces provided.

## Affordable Housing Need

57. The SHMAs have both identified a substantial need for affordable housing: a total of 32,200 dwellings for the West of England over the 20-year Plan period 2016-36. PPG identifies that Councils should also consider “an increase in the total housing figure included in the local plan” where this could “help deliver the required number of affordable homes”.
58. However, this should be considered in the context of what Mr Justice Dove said in his Judgement for the Borough Council of Kings Lynn and West Norfolk v Elm Park Holdings Ltd (paragraphs 35-36):
- “The Framework makes clear these needs should be addressed in determining the FOAN, but neither the Framework nor the PPG suggest that they have to be met in full when determining that FOAN. This is no doubt because in practice very often the calculation of unmet affordable housing need will produce a figure which the planning authority has little or no prospect of delivering in practice.”*
59. With regard to the PPG, Mr Justice Dove explicitly notes that this should be the “consideration of an increase to help deliver the required number of affordable homes, rather than an instruction that the requirement be met in total”. Given the scale of affordable housing need identified, the Councils must consider the justification for “an increase in the total housing figure included in the local plan”; however, as the Inspector examining the Cornwall Local Plan noted in his preliminary findings:
- “National guidance requires consideration of an uplift; it does not automatically require a mechanistic increase in the overall housing requirement to achieve all affordable housing needs based on the proportions required from market sites.”*
60. As affordable housing delivery will typically form a proportion of open-market schemes, it is reasonable to assume that higher overall housing delivery will also yield a higher amount of affordable housing. On this basis, the Inspector examining the Gloucester-Cheltenham-Tewkesbury Joint Core Strategy proposed an uplift of 5% should be applied to help deliver more affordable housing – concluding that the benefits would outweigh the harms. Nevertheless, whilst the OAN for that area had included a 5% uplift to help align jobs and workers, there was no further uplift in response to affordability pressures and other market signals.

<sup>3</sup> <http://content.knightfrank.com/research/548/documents/en/2015-3267.pdf>

61. For the West of England, we have proposed that the OAN for Wider Bristol HMA includes an uplift of 10% and that the OAN for Bath HMA includes an uplift of 15%; both responding to affordability and market signals, given sufficient workers had already been identified across the West of England based on the trend-based demographic projections and the aspirational, medium high jobs growth scenario. These uplifts will already contribute to increasing the supply of affordable homes through market-led housing developments.
62. Whilst these uplifts should also enable more households to form independently, they could lead to more people moving to the area – affecting the balance between jobs and workers. As previously noted, any increase in workers could support even higher jobs growth; but without these jobs, there would be an inevitable increase in net out-commuting, reduced economic activity or increased unemployment. For these reasons, we would not recommend any further increase to the overall housing number – but any specific initiatives to help deliver extra affordable housing should be prioritised as far as possible within the planned housing provision.

## Establishing the Housing Target

63. The housing target for the West of England has been established based on the combined OAN for Wider Bristol HMA and Bath HMA, together with the necessary adjustments to take account of older people assumed to be moving into care. This incorporates the likely changes to the OAN set out in previous sections of this paper, and a detailed analysis of these figures will be provided by the next full update of the SHMA evidence (planned for Summer 2017 in advance of the JSP Examination).
64. This housing target assumes that the combined OAN for Wider Bristol HMA and Bath HMA will be met in full within the West of England, and that there will be no unmet needs from other housing market areas that need to be accommodated. Figure 3 sets out the key elements of the calculation.

Figure 3: Establishing the Housing Target for the West of England JSP 2016-36

Stage		Wider Bristol HMA	Bath HMA	TOTAL
<b>Housing need based on SHMA household projections</b>		<b>78,500</b>	<b>9,300</b>	<b>87,800</b>
<b>Estimated impact of...</b>	<b>Changes to migration</b>	+800	+2,300	+3,100
	<b>Changes to average household size</b>	-2,000	-500	-2,500
<b>Housing need based on updated household projections</b>		<b>77,300</b>	<b>11,100</b>	<b>88,400</b>
<b>Further adjustments needed...</b>	<b>In response to balancing jobs and workers</b> Additional dwellings to ensure alignment between planned jobs growth and projected growth in workers	0	400	400
	<b>In response to market signals</b> Dwellings needed (including the specific adjustment for concealed families and homeless households)	<b>10% x 77,300 = 7,700</b>	<b>15% x 11,100 = 1,700</b>	<b>9,400</b>
<b>Combined impact of the identified adjustments</b>		<b>7,700</b>	<b>1,700</b>	<b>9,400</b>
<b>Updated OAN for the JSP period 2016-36</b>		<b>85,000</b>	<b>12,800</b>	<b>97,800</b>
Allowance for dwellings assumed to be vacated by older people moving into care		3,700	700	4,400
Further uplift to help deliver the identified affordable housing need		The uplift applied in response to market signals will already incorporate this		
<b>Housing Target for the JSP period 2016-36</b>		<b>88,700</b>	<b>13,500</b>	<b>102,200</b>

65. Based on the elements set out above, the housing target for the West of England is likely to be around 102,200 dwellings; but it is important to recognise that there is the potential for a small margin of error either way, given that some of the numbers are based on likely estimates and the final numbers will not be known until the next full update of the SHMA(s).
66. On this basis, it would be sensible for the JSP to be developed in the context of a possible small increase or a small reduction in the housing target identified above. It is likely that any changes would account for a small percentage of the overall figure at this stage, and therefore we would propose a range of between 100,000 and 105,000 dwellings. **We would therefore recommend that the JSP should plan for a housing target of up to 105,000 dwellings, which will be finalised when the SHMA is updated in Summer 2017.**
67. Providing up to 105,000 dwellings is likely to yield sufficient workers for up to 10,000 more jobs than forecast by the Oxford Economics 2015-based medium high scenario; although this will depend on the balance between more households forming independently and changes to net migration. On this basis, the housing target could support even higher jobs growth than is currently planned for; so there is sufficient contingency for economic activity rates changing at a slower pace than currently envisaged by the OBR, the extent of double jobbing and any changes in the balance between full- and part-time working. However, there is a risk that the housing target could lead to an increase in net out-commuting or increased unemployment if sufficient new jobs were not created; so unless there was a change to the underlying evidence, we would caution against a housing target that was any higher than the 105,000 dwellings currently proposed.
68. Finally, it is important to recognise that this housing target represents the number of dwellings that need to be delivered across the West of England over the 20-year JSP period 2016-36. Therefore, based on feedback to the consultation, the JSP should consider the best way for flexibility to be included within the Housing Target to ensure that the JSP is able to successfully deliver the identified housing target.

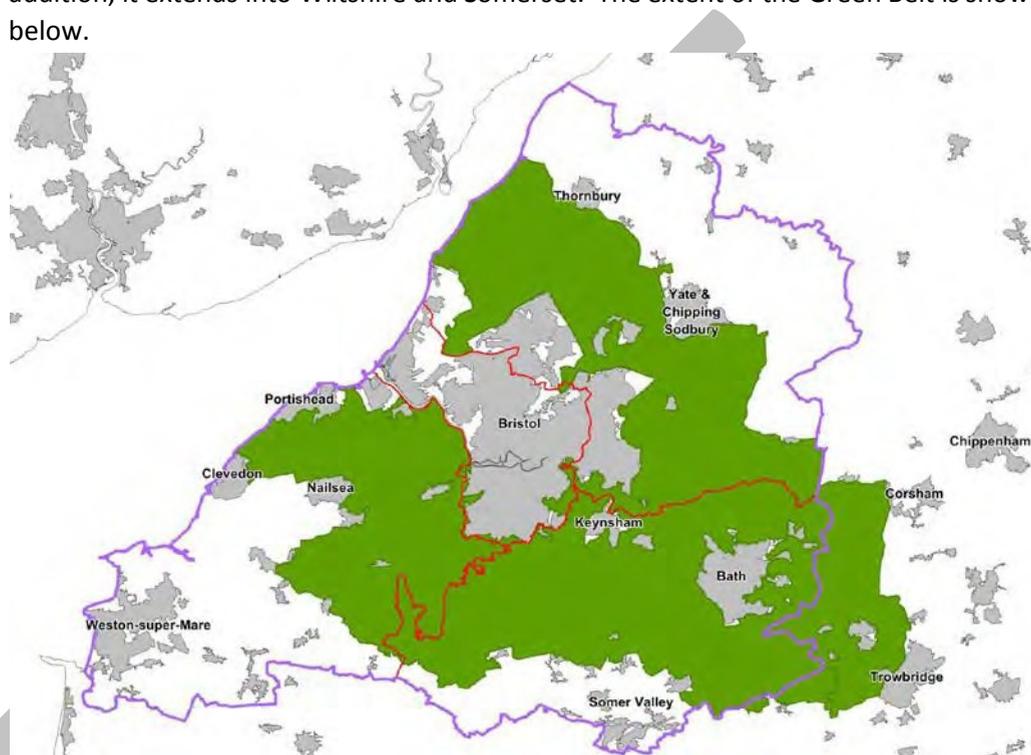
## Joint Spatial Plan

## Green Belt appraisal

September 2016

Introduction

1. The Bristol-Bath Green Belt was originally established in the mid-1950s and covers nearly half of the JSP plan area; it comprises 63,742 hectares within the West of England. In addition, it extends into Wiltshire and Somerset. The extent of the Green Belt is shown below.



2. The government's approach to Green Belt is set out in the NPPF; the key passages are as follows:

*'The government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open' (paragraph 79).*

*'Green Belt serves five purposes:*

- *To check the unrestricted sprawl of large built-up areas;*
- *To prevent neighbouring towns merging into one another;*
- *To assist in safeguarding the countryside from encroachment;*
- *To preserve the setting and special character of historic towns; and*
- *To assist in urban regeneration, by encouraging the recycling of derelict and other urban land' (paragraph 80).*

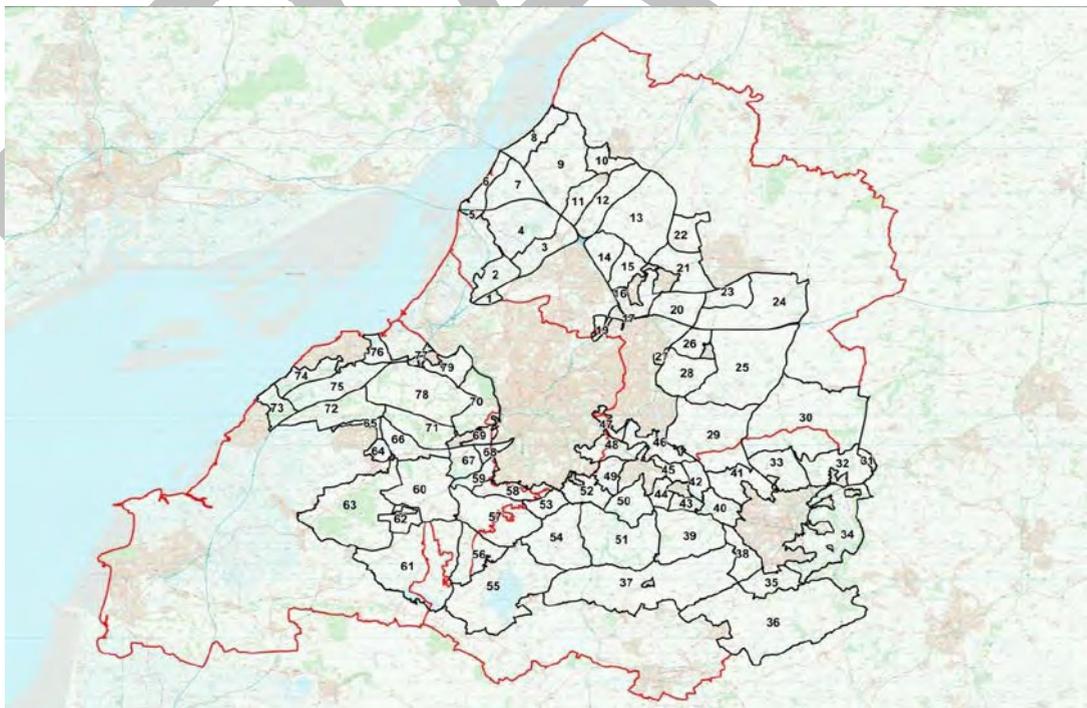
*'Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan' (paragraph 83).*

*'When drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary' (paragraph 84).*

3. National guidance clearly emphasises the importance of Green Belts, their five purposes and that they should only be altered in exceptional circumstances. Where such circumstances have been demonstrated, paragraph 84 sets out the approach to be followed.
4. The preparation of the JSP requires an evidence base which assesses the role and function of the existing Green Belt, which, alongside other evidence, will help inform choices about the form and location of new development. The JSP approach to the assessment of Green Belt reflects national best practice. A two stage approach was undertaken. The first stage examined the Green Belt in the West of England as a whole and determined whether identified cells served one or more of the purposes of Green Belt as set out in the NPPF. The second stage examined specific smaller parcels of land to determine their contribution to serving one or more of a selection of Green Belt purposes.

#### Stage 1 appraisal (November 2015)

5. The Green Belt was divided into 79 cells to provide manageable areas for assessment (see plan below). In general smaller cells were identified adjacent to the built-up areas to provide a finer grain assessment. Clear physical features were used wherever possible to define the cells.



6. Each of the cells was assessed against the five green belt purposes.

7. The overall conclusion of the stage 1 was that the Green Belt continues to retain the fundamental characteristic of openness and serves the purposes of Green Belt. assessment The conclusions in respect of the five purposes are reproduced below.

*'Sprawl of large built up areas*

*The cells closest to the large built up areas of Bristol and Bath all directly serve the purpose of checking the unrestricted sprawl of these large built up areas. No areas of significant urban development have been identified in those cells. All cells maintain open, undeveloped land at the edge of these large built-up areas.*

*Prevent neighbouring towns merging*

*Cells between a number of settlements perform the role of preventing neighbouring towns merging into one another. These include the cells in the following corridors:*

- Bristol, Keynsham, Saltford and Bath;*
- Bristol, Winterbourne/Frampton Cotterell/Coalpit Heath, Yate/Chipping Sodbury;*
- Bristol and Thornbury*
- Bristol Port/Bristol urban area and Portishead;*
- Bristol, Long Ashton and Nailsea/Backwell*
- Portishead and Clevedon*
- Bath, Bradford on Avon and Trowbridge (outside the plan area)*

*Safeguarding countryside from encroachment*

*The description of each cell notes the dominance of countryside and the rural character of the areas. Most cells were identified as serving the purpose of safeguarding the countryside from further encroachment.*

*Preserving the setting and special character of historic towns*

*All the cells surrounding the City of Bath (World Heritage Site) serve the purpose of preserving the setting and special character of historic towns. Cell 70, which provides a prominent open setting to the west of the group of conservation areas of central Bristol and Clifton, was also noted as serving this purpose. In many locations it was noted in the cell assessment that the Green Belt assisted in preserving the setting of designated Conservation Areas.*

*Assist in urban regeneration*

*The role of the Green Belt in assisting urban regeneration is supported by policies in Local Plans which have regeneration objectives. All cells were identified as assisting in urban regeneration as they collectively encourage the recycling of derelict and other urban land in Bristol (including Avonmouth/Sevenside), Bath and the other settlements surrounded by Green Belt. The cells closest to the regeneration areas of south Bristol were specifically identified in the assessment matrix.*

8. The findings for each of the purposes are mapped at Appendix A. This simply indicates whether individual cells served the respective Green Belt purpose or not. It is not meaningful to aggregate the layers as the Green Belt purposes are distinct and not cumulative.

## Stage 2 appraisal (September 2016)

9. The stage 1 assessment confirmed that all of the 79 cells performed two or more of the purposes of the Green Belt. In order to obtain a greater understanding of the consequences of any changes to Green Belt designation the stage 2 assessment considered the degree of contribution particular areas make to Green Belt purposes.
10. The stage 2 assessment focussed on those areas identified as potential strategic development locations, and identified smaller cells for assessment (151 cells assessed). These stage 2 cells were ranked as to whether they made a 'major contribution, a 'contribution' or a 'limited contribution' to Green Belt purposes. The aim of the assessment was to determine an overall contribution rank based on a combination of assessments against each relevant Green Belt purpose.
11. For each of the Green Belt purposes a number of indicators were identified to assist in the assessment process and an approach agreed for determining which of the three ranks would apply and how to determine the overall contribution. The details are set out in the stage 2 report. In all cases a cell is only assessed and ranked against a Green Belt purpose if its stage 1 cell was identified as serving that purpose. The assessment does not attempt an aggregate or cumulative rating for cells.
12. It was not considered meaningful to attempt to establish variations in contribution for cells performing the 'assist' functions (3 and 5) which were applicable to most or all cells in the stage 1 assessment. The stage 2 assessment only assigns a 'contribution' or 'limited contribution' against purpose 3 as this purpose is equally applicable to most cells in the plan area. No assessment of stage 2 cells is made against purpose 5 which is considered to be applicable to the Green Belt as a whole.
13. The map at Appendix B illustrates the ranking of the assessed cells (the remaining areas of Green Belt are shown in grey as they did not form part of the stage 2 assessment). Most cells were assessed as making a 'contribution' or 'major contribution' to meeting Green Belt purposes. 12 cells in four separate locations were assessed to make a limited overall contribution.
14. The conclusion of the stage 2 assessment was that most Green Belt cells close to settlements make either a 'contribution' or 'major contribution' to Green Belt purposes. NPPF states that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. Most cells adjacent to both the Bristol and Bath urban areas make a 'major contribution' to Green Belt purposes by checking the sprawl of the urban area and in a number of locations by contributing to preventing the merger of neighbouring towns.
15. Considering cells in combination, no substantial areas have been identified as making a 'limited contribution' to Green Belt purposes. There are no extensive tracts of land which, notwithstanding their current Green Belt status, have been shown to be unnecessary to keep permanently open by reason of their limited contribution to Green Belt purposes. The conclusion that 12 cells only make a 'limited contribution' indicates that it may be unnecessary to retain these cells within the Green Belt. However the assessment does not suggest that they are necessarily suitable for development in the event of an amendment to

the Green Belt boundaries; all or part of these cells may be valued for other reasons such as landscape or open space.

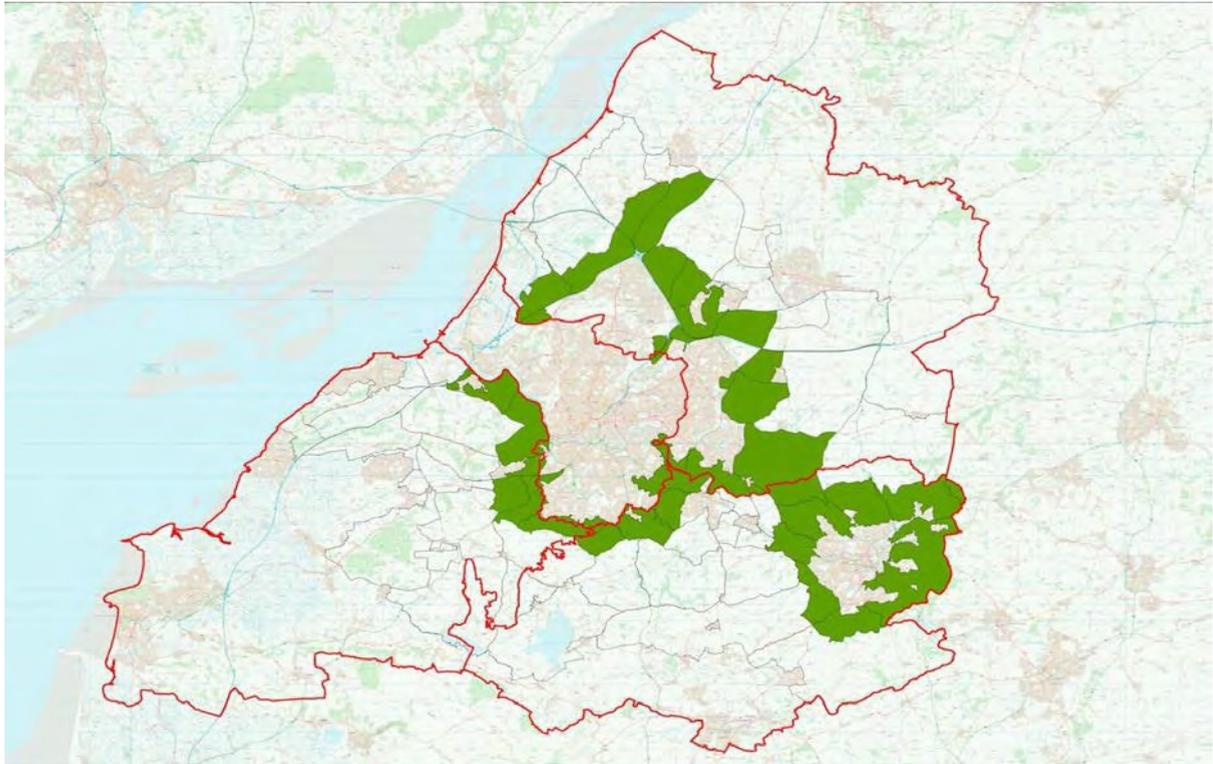
### Conclusions

16. The stage 1 assessment confirmed that the Bristol-Bath Green Belt continues to retain the fundamental characteristic of openness and serves the purposes of Green Belt. The stage two assessment considered the contribution to which smaller cells at the strategic locations served one or more of the Green Belt purposes. Most of the cells in the stage 2 assessment were identified as making a 'contribution' or 'major contribution' to meeting Green Belt purposes.
17. 12 cells were assessed as making a 'limited' contribution. These cells are relatively small in scale. They do not comprise locations of significant scale in which Green Belt purposes are not served and where, consequently, boundaries could be amended in order to enable strategic development. However, the four authorities may wish to consider whether it is necessary to continue to include the cells in the Green Belt when determining the general extent of the Green Belt in the Joint Spatial Plan or the detailed boundaries in the their Local Plans.

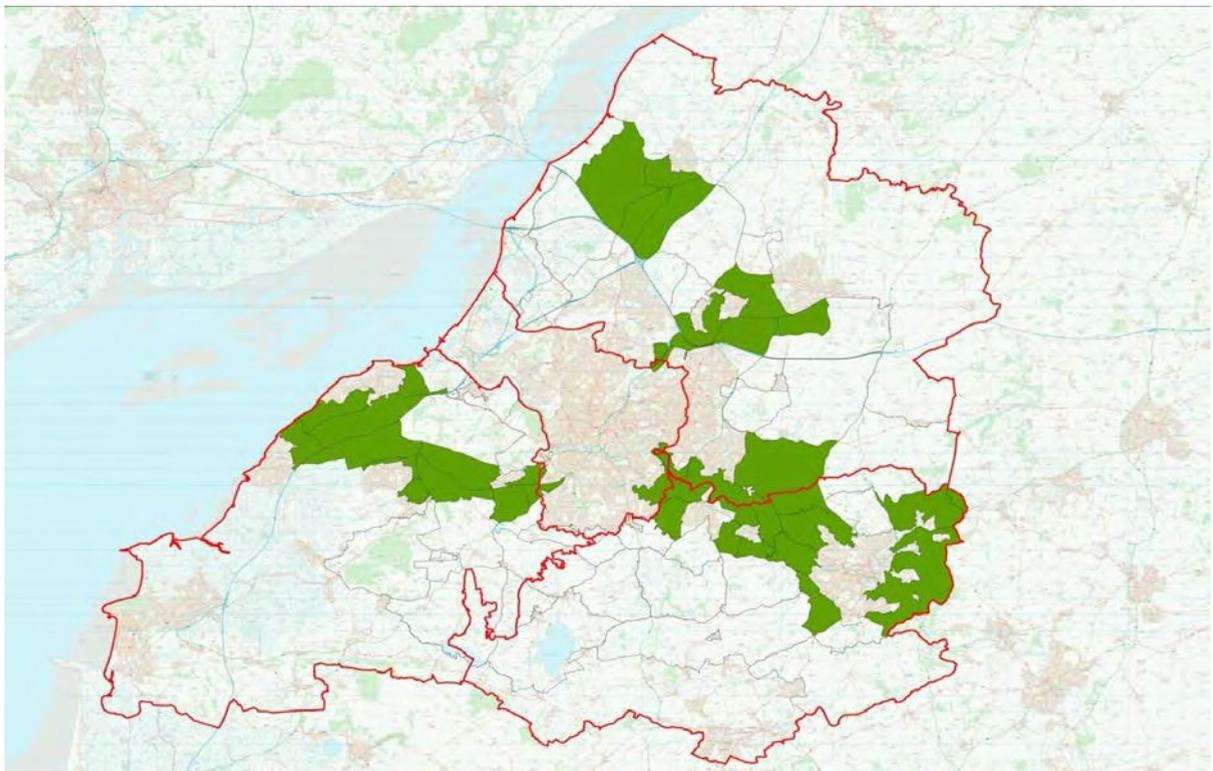
Appendix A

**Stage 1 assessment: mapping of cells serving the purposes of Green Belt**

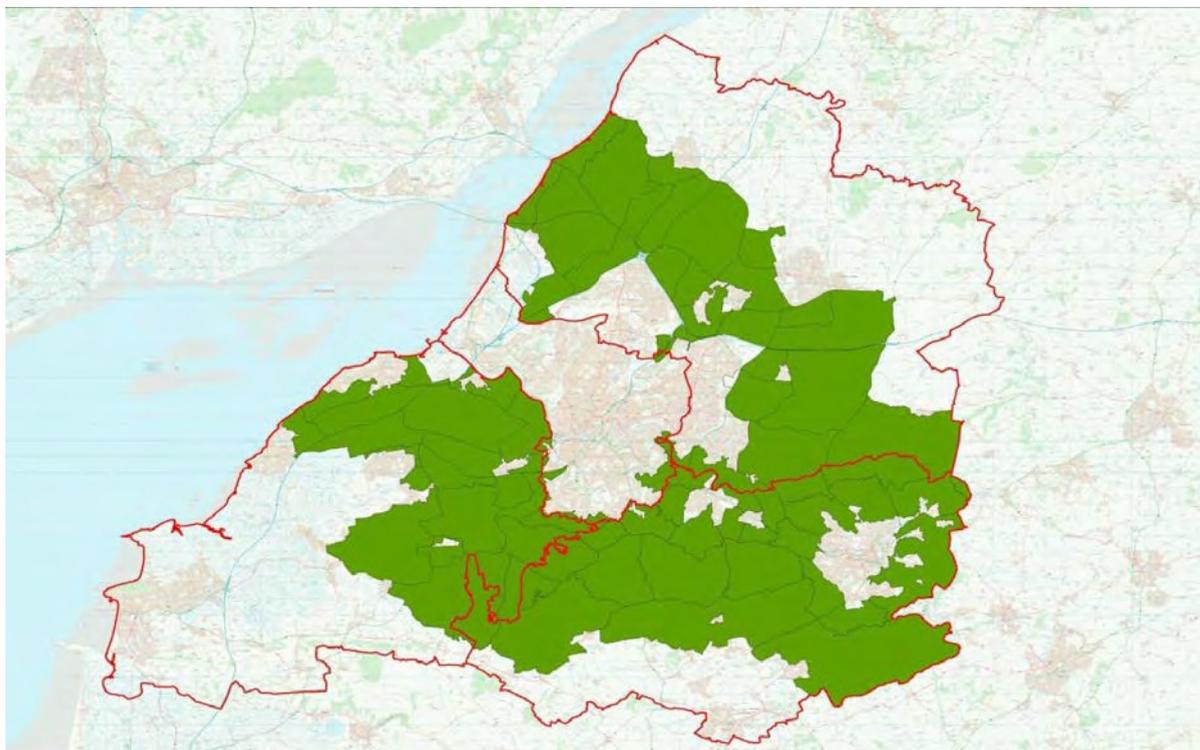
Cells serving purpose 1: Check the unrestricted sprawl of large built-up areas



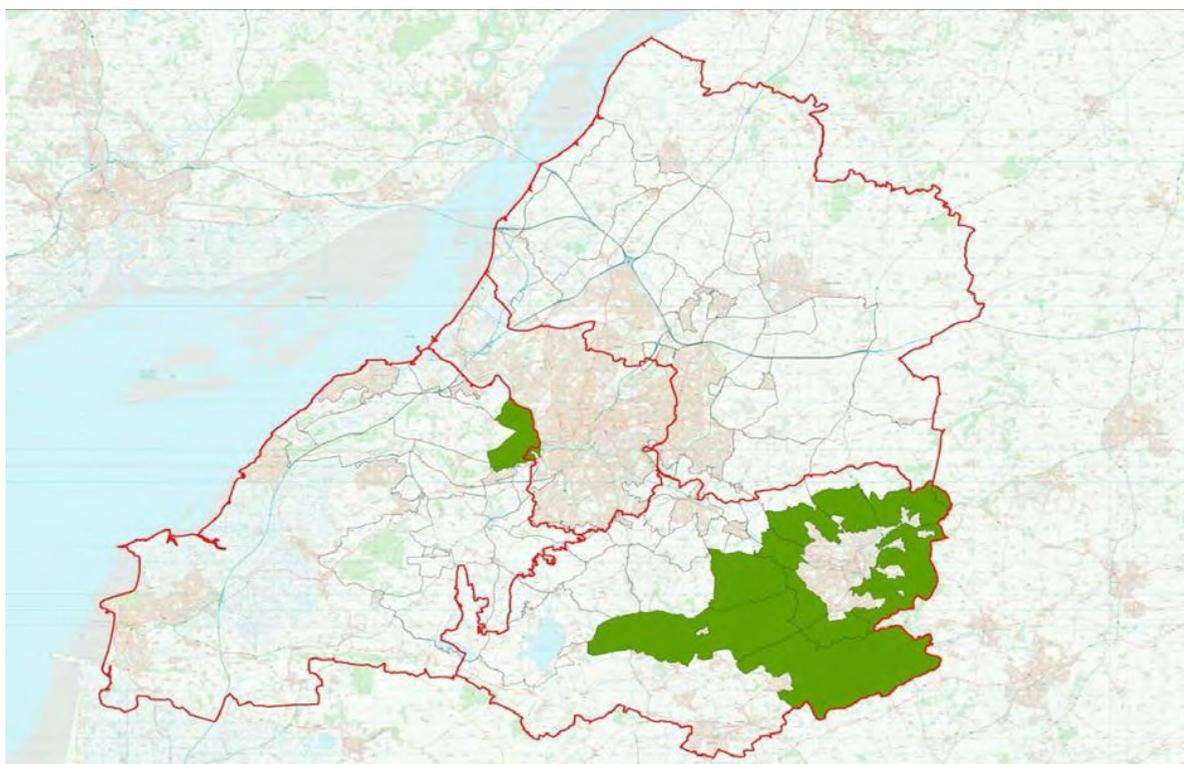
Cells serving purpose 2: Prevent neighbouring towns from merging into one another



Cells serving purpose 3: Assist in safeguarding the countryside from encroachment

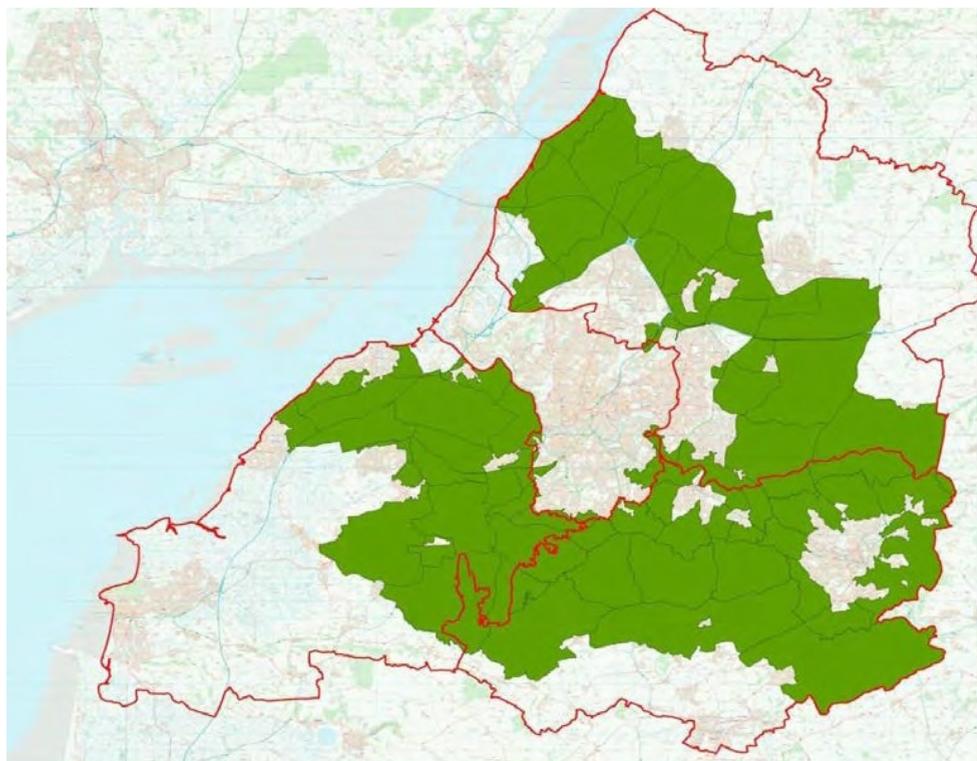


Cells serving purpose 4: Preserve the setting and special character of historic towns



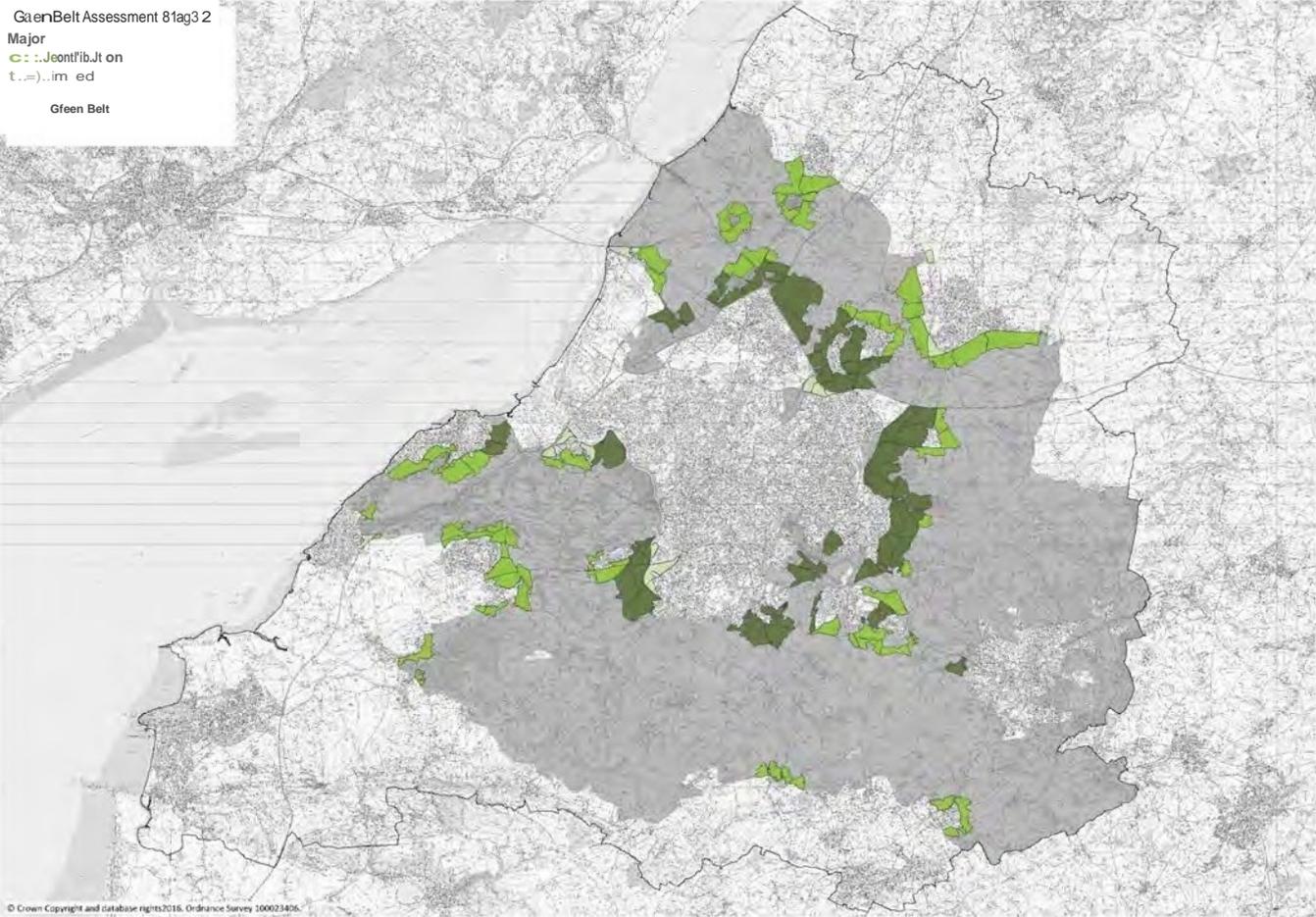
Cells serving purpose 5: Assist in urban regeneration by encouraging recycling of derelict and other urban land

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Appendix B

Stage 2 assessment: Overall contribution to Green Belt purposes



**Joint Spatial Plan  
Sustainability Appraisal**

**September 2016**

Introduction

1. Sustainability appraisal (SA) is a statutory requirement for development plans. It is a process used to assess the economic, social and environmental implications of proposed planning policies to help inform the plan-making process. The intention is to promote sustainable development by better integrating sustainability considerations into the preparation of planning documents.
2. While a final sustainability appraisal report will accompany the submission plan, the SA process is used to inform and assess the decision making process as the plan evolves. An Initial SA Report was published in November 2015 alongside the JSP Issues and Options. This provided an initial high-level appraisal of the plan, and comments were invited on both the methodology and the findings.

Initial SA Report (November 2015)

3. The Initial SA Report identified five broad themes; each of which was related to a number of sustainability objectives (see Appendix A). The themes are set out below together with the number of related objectives:
  - Improve the health, safety and wellbeing of all (1a-1c).
  - Support communities that meet people's needs (2a-2f).
  - Develop a diverse and thriving economy that meets people's needs (3a-3b).
  - Maintain and improve environmental quality and assets (4a-4h).
  - Minimise consumption of natural resources (5a-5b).
4. An assessment was undertaken of each of the broad typologies and indicative strategic locations set out in the Issues and Options document in relation to the identified sustainability objectives. This created a matrix which was assessed as follows:
 

0	no discernible effect
-	negative effect
--	significant negative effect
+/-	mixed effect
+	positive effect
++	significant positive effect
?	uncertain effect
5. As well as identifying the effects themselves, the SA also sought to highlight opportunities for mitigation or enhancement that would enable the initial scores to be improved. For example, a location may be given a negative score because of infrastructure deficiencies but if development is of a scale sufficient to remedy those deficiencies then, subject to it doing so, the location could become a more sustainable choice.

## SA of Emerging Technical Scenario (September 2016)

6. Alongside other technical work towards developing a scenario for consultation, the Issues and Options SA was expanded to look at potential strategic locations in more detail. This work is continuing as more information emerges, to ensure that all locations have been assessed to a comparable level of detail and consistently between the four UAs. In addition to this document, further information will be made available for consultation on the 7<sup>th</sup> November, 2016.
7. The SA is a tool for understanding the impacts of policy choices, highlighting potential problems and opportunities. It does not necessarily provide a definitive steer towards a preferred option. Usually there will be a mix of positive and negative effects, some of which may be judged – from outside the SA process – to be more influential than others. Some impacts will remain uncertain until proposals are more precisely defined.

### Conclusions

8. The SA is a statutory requirement for development plans. It aids in the understanding of policy choices by highlighting potential problems and opportunities associated with each option.
9. Work is continuing to refine analysis to date but key messages emerging are as follows:

### Social sustainability

1. Some negative social impacts, such as exposure to poor air quality, can be addressed by avoiding affected locations or by tackling the underlying environmental problems at source. Others, such as inadequate infrastructure, can sometimes be addressed through development but the larger items like secondary schools or district centres require relatively large additions to population. The greatest potential net benefits may therefore arise where capacity already exists but is under-used or can be redeployed. Placing new housing near to areas of multiple deprivation will not be of demonstrable benefit to those areas unless the development includes some element of employment / training use.

### Economic sustainability

2. Urban locations or those with good accessibility are seen as most likely to be attractive for strategic economic development. There is therefore a close connection to infrastructure investment, especially transport. This encompasses such issues as congestion, resilience and the balance to be struck between building on existing advantages and developing sub-regional solutions that address current problems or create new potential.

### Environmental sustainability

3. Locations with 'in-principle' objections, such as functional floodplain, were sieved-out at the start of the process of identifying suitable locations for development. The constraints that remain are therefore ones that national policy envisages as being balanced against other factors such as the need for development to be in accessible locations and to assist urban regeneration. Existing settlements are often in the same locations as the best and most versatile agricultural land and their expansion has to be balanced against its loss. Other locations may be subject to a degree of flood risk, which could be mitigated with sufficient investment but only at the expense of other demands on limited funds. Impacts on heritage, biodiversity and landscape depend heavily on the scale of development envisaged and of associated mitigation.

## Appendix A

### JSP SA Objectives

Theme	Sustainability Objective
Improve the health, safety and wellbeing of all	1a. Achieve reasonable access to public open space
	1b. Minimise impacts on air quality and locate sensitive development away from areas of poor air quality
	1c. Achieve reasonable access to healthcare facilities
Support communities that meet people's needs	2a. Deliver a suitable quantum of high quality housing for the West of England sub-region
	2b. Deliver a suitable mix of high quality housing types and tenures (including affordable housing) for all parts of society within the West of England sub-region
	2c. Achieve reasonable access to community facilities
	2d. Achieve reasonable access to educational facilities
	2e. Achieve reasonable access to town centre services and facilities
	2f. Reduce poverty and income inequality, and improve the life chances of those living in areas of concentrated disadvantage
Develop a diverse and thriving economy that meets people's needs	3a. Deliver a reasonable quantum of employment floorspace/land and increase access to work opportunities for all parts of society within the West of England sub-region
	3b. Achieve reasonable access to major employment areas
Maintain and improve environmental quality and assets	4a. Minimise impact on and where appropriate enhance the historic environment, heritage assets and their settings
	4b. Minimise impact on and where possible enhance habitats and species (taking account of climate change)
	4c. Minimise impact on and where appropriate enhance valued landscapes
	4d. Promote the conservation and wise use of land, maximising the re-use of previously developed land.
	4e. Minimise the loss of productive land, especially best and most versatile agricultural land.
	4f. Minimise vulnerability to tidal/fluvial flooding (taking account of climate change), without increasing flood risk elsewhere
	4g. Minimise vulnerability to surface water flooding and other sources of flooding, without increasing flood risk elsewhere
	4h. Minimise harm to, and where possible improve, water quality and availability
Minimise consumption of natural resources	5a. Achieve reasonable access to sustainable transportation
	5b. Reduce non-renewable energy consumption and 'greenhouse' emissions, and provide opportunities to link into existing heat networks

## Appendix B

### Outline SA of Emerging Technical Scenario

Sustainability Objective	Commentary	Mitigation or enhancement
1a. Achieve reasonable access to public open space (Designated Open Spaces, Town and Village Greens, and Public Rights of Way)	Peripheral development can be beyond 400m walking distance of existing town spaces. Villages generally lack large open spaces. There is usually good access to the countryside via the National Cycle Network and PRoWs. There is also easy access to the Cotswolds and Mendip Hills AONBs from a number of locations.	Large-scale development could include open space provision.
1b. Minimise impacts on air quality and locate sensitive development away from areas of poor air quality	<b>Keynsham</b> is within an AQMA. No AQMAs in the rural area, though motorways run close to some locations. There are several AQMAs in the Bristol urban area, , which cover major arterial routes. There are known areas of poor air quality along Station Road in Yate.	Transport Impact Assessment and adequate preventative and mitigation measures are required.
1c. Achieve reasonable access to healthcare facilities (Doctors, Opticians, Pharmacies, Dentists, Hospitals)	Urban and peripheral locations have reasonable access to facilities. Towns and most larger villages have a range of facilities.  <b>Charfield</b> has relatively sparse on site provision.  All sites could benefit from improved access to hospitals in city locations.	Large-scale development could include healthcare provision but unlikely to achieve critical mass for new hospital. Average ambulance response / hospital access times could therefore decline.
2a. Deliver a suitable quantum of high quality housing for the West of England sub-region	Total number 37,700. Although locations are assumed to be of a strategic scale the plan period allows for reasonable lead-in times.  The SA must know the housing requirement and whether the currently predicted housing capacity for this scenario is accurate before attempting to score this objective.	
2b. Deliver a suitable mix of high quality housing types and tenures (including affordable housing) for all parts of society within the West of England sub-region	Greenfield development is likely to be more viable than brownfield therefore it could provide more certainty for the delivery of suitable tenures including affordable housing.  Urban intensification is very difficult to appraise given the uncertainty of locations of developments. Whilst a range of housing types can be achieved, there may be fewer opportunities for the development of new non-flatted homes (including with gardens) with urban intensification. This could limit opportunities for a mix of homes. Viability	

	issues associated with some brownfield developments may limit opportunities to secure affordable housing.	
2c. Achieve reasonable access to community facilities (post office, meeting venues, youth centres)	<p>Urban and peripheral locations have reasonable access to facilities. Towns and most larger villages have a range of facilities. Towns and most larger villages have a range of facilities.</p> <p>Severance issues at <b>Yate</b> where development could straddle the railway.</p> <p><b>Charfield</b> contains limited facilities and would, therefore, have restricted access.</p>	Large-scale development could include community provision.
2d. Achieve reasonable access to educational facilities (primary schools, secondary schools)	<p>Urban and peripheral locations have reasonable access to facilities. Towns and most larger villages have a range of facilities but only a few villages have secondary schools, e.g. <b>Backwell, Churchill, Thornbury, and Yate</b>. Some primary schools are not well-located relative to potential development sites, e.g. <b>Thornbury</b>.</p> <p><b>Charfield</b> and <b>Banwell</b> have primary schools but no secondary schools. Peripheral development can be beyond 1500m of existing secondary schools, e.g. <b>Nailsea</b>.</p> <p>School provision is very much dependent on the way the development is implemented. Notional triggers for new facilities will be met only if a future planning application meets the required quantum.</p>	Large-scale development could include educational provision but unlikely to achieve critical mass for a secondary school (5,000 homes needed as a rule-of-thumb).
2e. Achieve reasonable access to town centre services and facilities (Designated City, Town and District Centres)	<p>Peripheral development can be beyond 1500m of existing town / district centres. Urban and peripheral locations have reasonable access by improved public transport to city centres.</p> <p>Most villages are remote from district or larger centres.</p>	Large-scale development unlikely to achieve critical mass for a district centre (5,000 homes needed as a rule-of-thumb).
2f. Reduce poverty and income inequality, and improve the life chances of those living in areas of concentrated disadvantage	<p>No demonstrable link with locational strategy for housing, though employment or mixed development can provide benefits. Only urban intensification can demonstrate a positive link to deprived communities.</p> <p>The Bristol Core Strategy gives priority to the regeneration of South Bristol to include additional mixed-use development with supporting infrastructure. The regeneration of South Bristol shall no occur in isolation but as part of the integrated spatial strategy for the</p>	

	<p>area. For example, improvements to transport will enable greater access to new employment created in the city centre.</p> <p>The revitalisation of South Bristol will help address imbalances in employment opportunities and travel to work patterns across the city and region.</p>	
3a. Deliver a reasonable quantum of employment floorspace/land and increase access to work opportunities for all parts of society within the West of England sub-region	<p>Sites could deliver employment opportunities, at the cost of land for housing.</p> <p>Dispersed development is unlikely to offer the critical mass to underpin significant new employment provision and so is more likely to lead to out-commuting. More remote locations are very unlikely to be suitable or attractive commercial locations.</p>	Improvements to the strategic transport corridors could make locations more attractive for employment.
3b. Achieve reasonable access to major employment areas	<p>Locations on rail lines and radial roads offer this potential, though the potential will not be realised if there are capacity constraints or if the rail lines do not go to employment areas.</p> <p>There are some major employers in the rural area, but public transport strategy emphasises links into towns and cities rather than with the rural area beyond.</p> <p>Existing urban employment locations can be accessed via public transport. Somer Valley is also an Enterprise Zone.</p>	Improvements to the strategic transport corridors could make locations more attractive for employment.
4a. Minimise impact on and where appropriate enhance the historic environment, heritage assets and their settings	<p>Design and scale of development are crucial. Some areas are archaeologically sensitive and the extent of the resource may be unclear.</p>	Development can generally be located to avoid negative effects. Further archaeological survey work may be needed. Heritage Impact Assessments would also be necessary.
4b. Minimise impact on and where possible enhance habitats and species (taking account of climate change)	<p>Impacts are variable and in some cases are unknown without further study. Bat flight corridors and foraging habitat in central NSC are an issue of international significance. A range of national ecological designations exist across the sub-region and any impacts would need to be assessed on an individual case-by-case basis.</p>	Development can generally be located to avoid negative effects, or compensatory habitat provision may be required. Further ecological survey work may be needed.

<p>4c. Minimise impact on and where appropriate enhance valued landscapes</p>	<p>Impacts are generally medium to high, the majority of greenfield sites will have a negative impact in this respect based on available information.</p> <p>Urban areas are less likely to suffer negative impact.</p>	
<p>4d. Promote the conservation and wise use of land, maximising the re-use of previously developed land</p>	<p>Urban intensification will likely focus on development of brownfield areas.</p> <p>Development on greenfield land does not contribute to promoting the conservation and wise use of land. Therefore all locations have a negative effect on this objective and there is no apparent scope for mitigation.</p>	
<p>4e. Minimise the loss of productive land, especially best and most versatile agricultural land.</p>	<p>Based on available information the locations form a mixture of graded agricultural land, the majority in the area being Grade 3. The following town and village sites are on either provisional or confirmed BMV land: <b>Backwell, Banwell, Churchill, Nailsea, Thornbury.</b></p>	<p>While some site areas can be reduced to avoid BMV land, this is not feasible where the BMV area is extensive. Detailed Agricultural Land Classification (ALC) Assessment required to establish the precise land grading.</p>
<p>4f. Minimise vulnerability to tidal/fluvial flooding (taking account of climate change), without increasing flood risk elsewhere.</p>	<p>Small parts of <b>Backwell and Nailsea</b> are in Flood Zone 3.</p> <p>Large areas of Bristol are in both Flood Zones 2 and 3.</p>	<p>The flood zones can be avoided in affected locations, potentially locating housing outside these zones. Standard flood mitigation measures can be implemented where this is unavoidable in urban areas.</p>
<p>4g. Minimise vulnerability to surface water flooding and other sources of flooding, without increasing flood risk elsewhere.</p>	<p>SW flooding is generally restricted to land immediately adjoining local watercourses but there are some larger areas, e.g. <b>Backwell</b>, and local concerns about the adequacy of SW conveyance.</p> <p>Groundwater flood risk not comprehensively understood.</p>	
<p>4h. Minimise harm to, and where possible improve, water quality and availability</p>	<p>Some sites are in or adjoin Groundwater Source Protection Zones, e.g. <b>Banwell, Churchill.</b></p> <p>Other than general potential for impacts from water run-off, the locations do not raise any significant concerns.</p>	<p>Further engagement with regulators is necessary to understand what constraints or opportunities exist.</p>

<p>5a. Achieve reasonable access to sustainable transportation (rail station, bus stops, cycle paths, footways)</p>	<p>Towns and villages on rail lines and radial roads offer this potential, though the potential will not be realised if there are capacity constraints, e.g. <b>Backwell</b> crossroads, or if the rail lines do not go to employment areas. Peripheral development can be beyond 800m walking distance of existing stations, e.g. <b>Nailsea</b>.</p> <p>Development at many of the locations could have significant negative impact with no mitigation measures.</p> <p>Access to rail stations is by road/ public transport from <b>Charfield</b> and, <b>Thornbury</b> Journeys to rail stations, particularly from <b>Thornbury</b> are likely to be relatively lengthy at peak travel times.</p>	<p>In general, development in rural areas could fund some improvements. The local transport concerns addressed would differ from those addressed in a more conurbation-focused option.</p> <p>The SA has made this assessment based upon the suitability of existing facilities. Major new development would need to be accompanied by significant infrastructure improvement.</p>
<p>5b. Reduce non-renewable energy consumption and 'greenhouse' emissions, and provide opportunities to link into existing heat networks</p>	<p>Distance from major urban heat sources reduces the potential to link into existing heat networks. General issue of dispersed growth producing longer vehicle trips.</p>	<p>Large-scale development could incorporate larger scale low carbon scheme which potentially allows higher standards to be achieved.</p>

## Appendix C

### Outline SA of Non-Green Belt Scenario

Sustainability Objective	Commentary	Mitigation or enhancement
1a. Achieve reasonable access to public open space (Designated Open Spaces, Town and Village Greens, and Public Rights of Way)	Peripheral development can be beyond 400m walking distance of existing town spaces. Villages generally lack large open spaces. There is usually good access to the countryside via the National Cycle Network and PRoWs. There is also easy access to the Cotswolds and Mendip Hills AONBs from a number of locations.	Large-scale development could include open space provision.
1b. Minimise impacts on air quality and locate sensitive development away from areas of poor air quality	No AQMAs in the rural area, though motorways run close to some towns, e.g. <b>Clevedon, WsM</b> . There are several AQMAs in the Bristol urban area, which cover major arterial routes. There are known areas of poor air quality along Station Road in Yate.	Transport Impact Assessment and adequate preventative and mitigation measures are required.
1c. Achieve reasonable access to healthcare facilities (Doctors, Opticians, Pharmacies, Dentists, Hospitals)	Towns and most larger villages have a range of facilities. Severance issues where development would leapfrog barriers such as motorways and railways, as evident at <b>Clevedon and Yate</b> .  Smaller villages tend to have limited facilities and would, therefore, have restricted access, but these are relatively few in number in this scenario.	Large-scale development could include healthcare provision but unlikely to achieve critical mass for new hospital. Average ambulance response / hospital access times could therefore decline.
2a. Deliver a suitable quantum of high quality housing for the West of England sub-region	Total number 42,260. Although locations are assumed to be of a strategic scale the plan period allows for reasonable lead-in times.  The SA must know the housing requirement and whether the currently predicted housing capacity for this scenario is accurate before attempting to score this objective.	
2b. Deliver a suitable mix of high quality housing types and tenures (including affordable housing) for all parts of society within the West of England sub-region	Greenfield development is likely to be more viable than brownfield therefore it could provide more certainty for the delivery of suitable tenures including affordable housing.  Urban intensification is very difficult to appraise given the uncertainty of locations of developments. Whilst a range of housing types can be achieved, there may be fewer opportunities for the development of new non-flatted homes (including with gardens) with urban intensification. This could limit opportunities for a mix of homes. Viability issues associated with	

	some brownfield developments may limit opportunities to secure affordable housing.	
2c. Achieve reasonable access to community facilities (post office, meeting venues, youth centres)	<p>Towns and most larger villages have a range of facilities. Severance issues where development would leapfrog barriers such as motorways and railways, as evident at <b>Clevedon</b> and <b>Yate</b>.</p> <p>Smaller villages tend to have limited facilities and would, therefore, have restricted access, but these are relatively few in number in this scenario.</p>	Large-scale development could include community provision.
2d. Achieve reasonable access to educational facilities (primary schools, secondary schools)	<p>Towns and most larger villages have a range of facilities but only a few villages have secondary schools, e.g. <b>Backwell, Churchill, Thornbury</b> and <b>Yate</b>. Some primary schools are not well-located relative to potential development sites, e.g. <b>Congresbury</b> and <b>Thornbury</b>. Peripheral development can be beyond 1500m of existing secondary schools, e.g. <b>Clevedon, Nailsea</b>.</p> <p>School provision is very much dependent on the way the development is implemented. Notional triggers for new facilities will be met only if a future planning application meets the required quantum.</p> <p>However some development areas in are relatively small scale development therefore it is unlikely to achieve on-site provisions. e.g. <b>Midsomer Norton, Radstock and Westfield</b> and <b>Clutton and Temple Cloud</b>.</p>	Large-scale development could include educational provision but unlikely to achieve critical mass for a secondary school (5,000 homes needed as a rule-of-thumb).
2e. Achieve reasonable access to town centre services and facilities (Designated City, Town and District Centres)	Peripheral development can be beyond 1500m of existing town / district centres. Most villages are remote from district or larger centres. None of the locations beyond the Green Belt are within 5km of the centres of Bristol, Bath and WsM.	Large-scale development unlikely to achieve critical mass for a district centre (5,000 homes needed as a rule-of-thumb).
2f. Reduce poverty and income inequality, and improve the life chances of those living in areas of concentrated disadvantage	<p>No demonstrable link with locational strategy for housing, though employment or mixed development can provide benefits. Only urban intensification can demonstrate a positive link to deprived communities.</p> <p>The Bristol Core Strategy gives priority to the regeneration of South Bristol to include additional mixed-use development with supporting infrastructure. The regeneration of South Bristol shall no occur in isolation but as part of the integrated spatial strategy for the area. For example, improvements to transport will enable</p>	

	<p>greater access to new employment created in the city centre.</p> <p>The revitalisation of South Bristol will help address imbalances in employment opportunities and travel to work patterns across the city and region.</p>	
3a. Deliver a reasonable quantum of employment floorspace/land and increase access to work opportunities for all parts of society within the West of England sub-region	<p>Dispersed development is unlikely to offer the critical mass to underpin significant new employment provision and so is more likely to lead to out-commuting. More remote locations are very unlikely to be suitable or attractive commercial locations.</p> <p>The Old Mills sites in Paulton are allocated for employment uses in the adopted Local Plan and emerging Placemaking Plan and designated as a Somer Valley Enterprise Zone.</p>	Improvements to the strategic transport corridors could make locations more attractive for employment.
3b. Achieve reasonable access to major employment areas	<p>Towns and villages on rail lines and radial roads offer this potential, though the potential will not be realised if there are capacity constraints or if the rail lines do not go to employment areas. There are major employers in the rural area, such as <b>Bristol Airport</b>, but public transport strategy emphasises links into towns and cities rather than with the rural area beyond.</p> <p>The Old Mills sites in Paulton are allocated for employment uses in the adopted Local Plan and emerging Placemaking Plan and designated as a Somer Valley Enterprise Zone.</p> <p><b>WsM</b> offers a large range of employment opportunities and is being promoted through the J21 Enterprise Area.</p>	Improvements to the strategic transport corridors could make locations more attractive for employment.
4a. Minimise impact on and where appropriate enhance the historic environment, heritage assets and their settings	<p>Design and scale of development are crucial. Some areas are archaeologically sensitive and the extent of the resource may be unclear.</p>	Development can generally be located to avoid negative effects. Further archaeological survey work may be needed. Heritage Impact Assessments would also be necessary.
4b. Minimise impact on and where possible enhance habitats and species (taking account of climate change)	<p>Impacts are variable and in some cases are unknown without further study. Bat flight corridors and foraging habitat in central NSC are an issue of international significance. A range of national ecological designations exist across the sub-region and any impacts would need to be assessed on an individual case-by-case basis.</p>	Development can generally be located to avoid negative effects, or compensatory habitat provision may be required. Further ecological survey work may be needed.

<p>4c. Minimise impact on and where appropriate enhance valued landscapes</p>	<p>Impacts are generally medium to high, the majority of greenfield sites will have a negative impact in this respect based on available information.</p> <p>Urban areas are less likely to suffer negative impact.</p>	
<p>4d. Promote the conservation and wise use of land, maximising the re-use of previously developed land</p>	<p>All non-GB rural locations are greenfield. Development on greenfield land does not contribute to promoting the conservation and wise use of land. Therefore all locations have a negative effect on this objective and there is no apparent scope for mitigation. Urban intensification will likely focus on development of brownfield areas.</p>	
<p>4e. Minimise the loss of productive land, especially best and most versatile agricultural land.</p>	<p>Based on available information the locations form a mixture of graded agricultural land, the majority in the area being Grade 3. The following town and village sites are on either provisional or confirmed BMV land: <b>Backwell, Banwell, Churchill, Nailsea, Thornbury.</b></p>	<p>While some site areas can be reduced to avoid BMV land, this is not feasible where the BMV area is extensive. Detailed Agricultural Land Classification (ALC) Assessment required to establish the precise land grading.</p>
<p>4f. Minimise vulnerability to tidal/fluvial flooding (taking account of climate change), without increasing flood risk elsewhere.</p>	<p>Towns and larger villages are generally FZ1 but there are notable exceptions, e.g. <b>Clevedon, Yatton.</b> Town expansion at <b>WsM</b> was excluded from SA on transport grounds but if included as a non-GB location there are significant issues with flood risk.</p>	<p>While some site areas can be reduced to avoid FZ3 land, this is not feasible where the FZ3 area is extensive.</p>
<p>4g. Minimise vulnerability to surface water flooding and other sources of flooding, without increasing flood risk elsewhere.</p>	<p>SW flooding is generally restricted to land immediately adjoining local watercourses but there are some larger areas, e.g. <b>Backwell, Yatton,</b> and local concerns about the adequacy of SW conveyance. Reservoir Inundation Zone for Blagdon Lake affects some NSC villages. Groundwater flood risk not comprehensively understood.</p>	
<p>4h. Minimise harm to, and where possible improve, water quality and availability</p>	<p>Some sites are in or adjoin Groundwater Source Protection Zones, e.g. <b>Banwell, Churchill.</b></p> <p>Other than general potential for impacts from water run-off, the locations do not raise any significant concerns.</p>	<p>Further engagement with regulators is necessary to understand what constraints or opportunities exist.</p>

<p>5a. Achieve reasonable access to sustainable transportation (rail station, bus stops, cycle paths, footways)</p>	<p>Towns and villages on rail lines and radial roads offer this potential, though the potential will not be realised if there are capacity constraints, e.g. <b>Backwell</b> crossroads, or if the rail lines do not go to employment areas. Peripheral development can be beyond 800m walking distance of existing stations, e.g. <b>Nailsea</b>.</p> <p>Locations such as <b>Clutton, Temple Cloud, Midsomer Norton, Radstock and Westfield</b> – significant negative impact with no mitigation measures suggested by the Transport Study. As outlined within the JSP Technical Scenarios the key components of addressing transport issues is the need to maximise the effectiveness of sustainable travel choices and encourage mode shift. Due to the limited access and choices to existing sustainable transportation in the area it will be difficult to implement such measures and thus further improvements will be required.</p> <p>Access to rail stations is by road/ public transport from <b>Charfield, Thornbury and Wickwar</b>. Journeys to rail stations, particularly from <b>Thornbury</b>, are likely to be relatively lengthy at peak travel times.</p>	<p>In general, development in non-GB rural areas could fund improvements. The local transport concerns addressed would differ from those addressed in a more conurbation-focused option.</p> <p>The SA has made this assessment based upon the suitability of existing facilities. Major new development would need to be accompanied by significant infrastructure improvement.</p>
<p>5b. Reduce non-renewable energy consumption and 'greenhouse' emissions, and provide opportunities to link into existing heat networks</p>	<p>Distance from major urban heat sources reduces the potential to link into existing heat networks. General issue of dispersed growth producing longer vehicle trips.</p>	<p>Large-scale development could incorporate larger scale low carbon scheme which potentially allows higher standards to be achieved.</p>

### BRISTOL CITY COUNCIL

#### Place Scrutiny Commission

17<sup>th</sup> November 2016

**Report of:** Peter Mann, Service Director for Transport

**Title:** March 2015 Transport Inquiry Day Recommendations – Up-Date

**Ward:** City-Wide

**Officer Presenting Report:** Adam Crowther, Head of Strategic City Transport

**Contact Telephone Number:** 0117-90-36854

#### RECOMMENDATION

Members to note and consider the up-dated information provided within the attached Officer Action Plan (Appendix A).

#### Summary

In March 2015 the Place Scrutiny Commission held an Inquiry Day with the objective of 'exploring issues and opportunities for improving the integration of transport functions and activities across the wider Bristol area'.

During the event, Members considered evidence from a range of experts, both internal and external to the Council. The discussions concentrated on the following key questions relating to integrated public transport:

1. To clarify why we want better integration – what is the problem we are trying to solve?
2. To consider and agree what better transport integration should look like and in particular what outcomes should be sought - what do we want?

#### The significant issues in the report are:

The Inquiry Day produced a number of recommendations which were formally agreed by the Place Scrutiny Commission in April 2015. These recommendations were then transferred into an Officer Action Plan (Appendix A). The full Inquiry Day report is also attached as Appendix B.

The table contained within Officer Action Plan sets out the proposed actions that were to be taken in response to the recommendations from the Place Scrutiny Inquiry day.

## Public Sector Equality Duties

- 8a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
  - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
    - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
    - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
    - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
  - iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
    - tackle prejudice; and
    - promote understanding.

## Legal and Resource Implications

### Legal

N/A for the purposes of this up-date report

### Financial

#### (a) Revenue

N/A for the purposes of this up-date report

#### (b) Capital

N/A for the purposes of this up-date report

(Financial advice provided by *<Insert name and job title>*)

**Land**

N/A for the purposes of this up-date report

**Personnel**

N/A for the purposes of this up-date report

**Appendices:**

**Appendix A: Transport Inquiry Day: Officer Action Plan**

**Appendix B: Transport Inquiry Day: Final Report**

**LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

**Background Papers:**

None

**Place Scrutiny Commission – Transport Inquiry Day, March 2015 and November 2016  
OFFICER ACTION PLAN**

**Bristol City Council Officer response and up-date**

Officers welcome the recommendations from the Integrated Transport Inquiry Day in contributing to the overall strategic direction for transport across the region.

The West of England authorities are committed, by Memorandum of Understanding (March 2014), to the production of a statutory Joint Spatial Plan for the four Unitary Authority areas. This plan, being developed over 2015/16, will:

- Consider the objectively assessed housing need for the WoE 2016 to 2036 as indicated by the WoE Strategic Housing Market Assessment 2015
- Set out the housing and employment land requirement to be delivered over the period 2016 to 2036,
- Indicate the strategic locations for future development, and
- Indicate strategic infrastructure requirements, including transport infrastructure.

The plan will be subject to examination, form part of the statutory Development Plan for each Unitary Authority and will inform the review of the Local Plans of each authority. It is a requirement that each council engage elected members in the preparation of the plan.

It was therefore proposed that the majority of these recommendations be fed into the process for developing the Joint Spatial Plan. This work is due to form part of the Place Scrutiny Work programme for 2015/16 and 2016/2017.

This below table sets out the proposed actions to be taken in response to the recommendations from the Place Scrutiny Inquiry day.

Ref	Recommendation	Proposed Action	Lead Officer	November 2016 Up-date
T1.PL.ID.	That the report and recommendations from the Inquiry Day are referred to both the West of England (WoE) Joint Scrutiny Committee and the West of England Joint Transport Board for their consideration and responses to the recommendations	The report has been issued to WofE Joint Scrutiny officer to pass to both committees. Bristol Scrutiny Officers to monitor progress & ensure responses are shared with Place Scrutiny. Propose that the report be circulated	Service Director Transport	The report and recommendations were referred to the West Of England (WoE) Joint Scrutiny Committee and WoE Officers as well as Bristol Officers.

		to all officers / members developing the Joint Spatial Plan		
T2. PL.ID	Whilst the Place Scrutiny Commission would welcome the transport related benefits that a Combined Authority could bring, it is recognised that discussions about this are currently ongoing. In the meantime Commission Members were encouraged by what has been suggested could be achieved by further joint working across neighbouring authorities. The Commission therefore recommends that discussions should be progressed that aim to address cross-boundary issues by identifying opportunities for sub-regional collaboration, establishing the extent of control over the bus network, and agreeing the preferred model for integrated transport.	This recommendation to be incorporated into the development of the West of England Joint Spatial Plan. Progress will be reported back through Place Scrutiny. In addition the Joint Transport Study will consider areas where collaborative working would be beneficial – this is being overseen by the Heads of Transport for the four WoE authorities.	Service Director Transport & Service Manager Scrutiny	A report recommending that Cabinet agrees to the draft Order for establishing the Mayoral Combined Authority is being considered on 14 November. If agreed by all 3 authorities, Transport Authority powers will transfer to the MCA. This will give the MCA responsibility for, amongst other things, agreeing an LTP, the approach to bus services across the 3 authorities and defining the Key Route Network of roads across the MCA area. The MCA will work with North Somerset to ensure that Transport services are as integrated as possible with services in North Somerset. Arrangements for joint working with North Somerset are being worked up.
T3. PL.ID	That a further 'Integrated Public Transport' Scrutiny Inquiry Day to be arranged that encompasses the contributions from Bristol's neighbouring West of England authorities and that would seek to improve sub-regional public transport issues and how future transport related joint working across the neighbouring authorities can be improved	Propose that this be aligned to the development work of the Joint Spatial Plan and that this recommendation be raised with West of England Joint Scrutiny.	Service Director Transport & Service Director Planning & Policy Advisor - Scrutiny	To be discussed and considered by the current Scrutiny Commission Members. There are currently a number of works, plans and consultation activities in the pipeline. It therefore needs to be considered if or when would be an appropriate time in the future to do this.
T4. PL.ID	Examine ways in which Bristol and its partners can reduce the need for road	Changing travel patterns is been a core part of a number of council	Service Manager	Smarter working is recognised as one avenue for reducing congestion

	use by changing travel patterns e.g. by improving and encouraging opportunities for home working, remote working and implementing faster broadband connections etc.	strategies (e.g. Bristol Work Place Programme). It is recommended this forms a key component of the West of England Joint Spatial Plan and Transport Study.	Scrutiny & Service Manager Communications	across the region. The JTS proposes a number on interventions including cycle facilities, promotion of alternative modes and the expansion of home working, remote working etc. Th JTS estimates a total cost for these measures over 20 years of £500m. We also continue to bid for and win funding for promoting smarter choices and sustainable transport modes through funds such as LSTF and the new Access Fund
T5. PL.ID Page 146	<p>Develop a marketing strategy that takes account of the following points:</p> <ul style="list-style-type: none"> <li>• A 'positive' marketing strategy is required to attract new bus users.</li> <li>• Tackle the negative perception and image of public transport in Bristol through improved engagement and the sharing of success stories.</li> <li>• Use the launch of new buses, bus-stop redesign and information, apps etc. to raise the profile of buses thereby increasing usage.</li> <li>• Accessible information for all i.e. public transport network maps throughout the city.</li> <li>• Real-time information (RTI) needs to be more widely available.</li> <li>• Improve the level of customer service on buses</li> </ul>	TravelWest currently take the lead on the current marketing strategies for the buses in the city with First Bus and the other public transport providers. It is proposed that these recommendations are passed to TravelWest and the West of England communication team and that a report of their work be requested be brought to Place Scrutiny.	Service Director Transport & Service Manager Scrutiny	<p>Local Sustainable Transport Fund (LSTF)funding has previously been used to carry out these activities, we are currently awaiting a response to our bid to the DfT for the Access Fund of £2.75m to continue these works</p> <p>Bus services and bus service information will in future be the responsibility of the Mayoral Combined Authority (MCA).</p>
T6. PL.ID	Develop a local ticketing strategy that can be used flexibly on all modes of	Ticketing falls under the West of England Smartcard Board and this	Service Director	Once the Bus Services Bill is enacted,

	<p>transport i.e. interoperability across the regional network (including rail journeys) on a time or journey basis. This needs to be suitable for all users including part-time and/or casual workers, young people and students, and be introduced as soon as possible</p>	<p>recommendation will be incorporated into its work as well as the broader Joint Transport Study.</p>	<p>Transport &amp; Service Manager Scrutiny</p>	<p>the MCA will have the ability to implement bus franchising or enter into an Enhanced Quality Partnership Scheme with bus operators. Both provide an opportunity to secure the aspired scope of joint ticketing across the regional network. Decisions on the approach to take is likely to be set out in a Bus Strategy covering the MCA area. The MCA will work with North Somerset and other partners to seek as comprehensive a scheme as possible.</p>
<p>T7. PL.ID Page 147</p>	<p>That a universal approach to traffic management and network development be developed between West of England (WoE) authorities, to increase co-ordination and ensure that there is strategic overview at the planning stage and when developing operational infrastructure</p>	<p>This recommendation will be referred to the Heads of Transport and as part of the Joint Transport Study work.</p>	<p>Service Director Transport &amp; Service Manager Scrutiny</p>	<p>The JTS sets out a number of regional schemes and aims that will need to be prioritised and agreed at a regional level, it does not however cover joint working. This will be part of the MCA discussions and agreements. While there is recognition of the benefits of cross border working, particularly in relation to traffic management, each authority currently has its own methods of delivery. The implementation of the new Bristol Operations Centre and the MCA agreement will provide an opportunity to review this issue and work with neighbouring authorities to better co-ordinate the management of traffic. Discussions are ongoing and some work has been done with Highways England to explore opportunities for joint working. Closer working can only</p>

				be delivered with the agreement of each authority
T8. PL.ID	Increase segregated public transport infrastructure such as bus lanes. On particularly congested routes, bus lanes should run for the entirety of that section. Currently there are pinch points on congested routes that negate the time saved from the existing bus lanes	This recommendation to be incorporated into the development of the West of England Joint Spatial Plan and Transport Study.	Service Director Transport	This has been a key topic of discussion while developing the JTS and officers have repeatedly stressed the need for fully or 95% segregated routes to ensure public transport reliability. This is often not possible on existing routes due to competing priorities such as parking, traffic and cycle routes. The need to address road space allocation has been raised in the JTS consultation as removing some of these barriers will be key to delivering a high quality public transport network. We are also considering options for rapid transit routes across the city which will also require full segregation.

Reference key – T (Transport), PL (Place), ID (inquiry day).



# Bristol Overview and Scrutiny

Place Scrutiny Commission -- 5th March 2015

Report of the Scrutiny Inquiry Day

**Integrated Public Transport**



## 1. Executive Summary

Bristol City Council's Place Scrutiny Commission is responsible for contributing to policy development and scrutinising the performance of the Council's Executive. It hosted a Scrutiny Inquiry Day on 5<sup>th</sup> March 2015 to enable councillors to consider and agree what better public transport integration should look like and in particular what outcomes should be sought.

All of Bristol's councillors were invited to the event, along with a number of external speakers and City Council officers.

The key questions and issues that the Inquiry was seeking to address were as follows:

- To understand the background of why we are where we are with regards to; bus deregulation and other legislation
- To understand why we want better integration - what's the problem we're trying to solve?
- To consider and agree what better transport integration should look like and in particular what outcomes should be sought i.e. what do we want?
- To explore issues and opportunities for improving the integration of transport functions and activities across the wider Bristol area
- To identify the obstacles to better integration and how to overcome them.
- To consider a timescale for change – what are our realistic expectations?

The purpose of the Inquiry was two-fold; firstly as an informative and exploratory session for councillors and secondly as an opportunity to garner ideas on which functions and activities should be considered for greater integration.

The Key Discussion Points and Recommendations from the Inquiry Day which are contained within this report (point 4.) will be submitted to the Mayor and Assistant Mayors for their consideration.



## **Key Priorities and Recommendations from the Inquiry Day**

### ***I. Regional and Cross Boundary Issues***

- That the report and recommendations from the Inquiry Day are referred to both the West of England (WoE) Joint Scrutiny Committee and the West of England Joint Transport Board for their consideration and responses to the recommendations.
- Whilst the Place Scrutiny Commission would welcome the transport related benefits that a Combined Authority could bring, it is recognised that discussions about this are currently ongoing. In the meantime Commission Members were encouraged by what has been suggested could be achieved by further joint working across neighbouring authorities. The Commission therefore recommends that discussions should be progressed that aim to address cross-boundary issues by identifying opportunities for sub-regional collaboration, establishing the extent of control over the bus network, and agreeing the preferred model for integrated transport.
- That a further ‘Integrated Public Transport’ Scrutiny Inquiry Day to be arranged that encompasses the contributions from Bristol’s neighbouring West of England authorities and that would seek to improve sub-regional public transport issues and how future transport related joint working across the neighbouring authorities can be improved.

### ***II. Wider Transport Issues***

- Examine ways in which Bristol and its partners can reduce the need for road use by changing travel patterns e.g. by improving and encouraging opportunities for home working, remote working and implementing faster broadband connections etc.

### ***III. Marketing***

- Develop a marketing strategy that takes account of the following points:
  - A ‘positive’ marketing strategy is required to attract new bus users.



- Tackle the negative perception and image of public transport in Bristol through improved engagement and the sharing of success stories.
- Use the launch of new buses, bus-stop redesign and information, apps etc. to raise the profile of buses thereby increasing usage.
- Accessible information for all i.e. public transport network maps throughout the city.
- Real-time information (RTI) needs to be more widely available.
- Improve the level of customer service on buses.

#### **IV. Smart Cards/Ticketing**

- Develop a local ticketing strategy that can be used flexibly on all modes of transport i.e. interoperability across the regional network (including rail journeys) on a time or journey basis. This needs to be suitable for all users including part-time and/or casual workers, young people and students, and be introduced as soon as possible.

#### **V. Traffic Management**

- That a universal approach to traffic management and network development be developed between West of England (WoE) authorities, to increase co-ordination and ensure that there is strategic overview at the planning stage and when developing operational infrastructure.
- Increase segregated public transport infrastructure such as bus lanes. On particularly congested routes, bus lanes should run for the entirety of that section. Currently there are pinch points on congested routes that negate the time saved from the existing bus lanes.

## **2. Background to the Inquiry Day**

The role of the Place Scrutiny Commission is the overview and scrutiny of matters relating to the Place Directorate including property, planning and place strategy, highways and transport management development, regeneration, environmental issues, and the statutory flood risk management scrutiny function.



Over recent years, Bristol has and will benefit from a number of transport infrastructure developments and significant national and local funding awards, some of which include:

- Better Bus Area Fund
- MetroBus
- MetroRail
- Local Sustainable Transport Fund
- Walking and cycling improvements
- Residents' parking schemes
- Greater Bristol Bus Network

Bristol City Council's Corporate Plan 2014-2017 sites 'Keep Bristol Moving' as one of the key priorities and includes aims for Bristol to:

- Be a city where public transport provides an affordable quality alternative to the car, where streets are no longer clogged with traffic, our air is cleaner, and it is increasingly attractive to walk and cycle.
- Promote active travel choices – walking and cycling – as safe and pleasant alternatives to the car.
- Reduce emissions in the city to help protect people from the harmful gases produced by streets clogged with traffic.
- Make road layout and other improvements in the city to open our streets to people, removing the blight of heavy traffic and improving flows for public transport and those who need to drive.
- Ensure that public transport provides an effective, efficient and safe alternative to the car.

The Place Scrutiny Commission wanted to explore issues and opportunities for improving the integration of transport functions and activities across the wider Bristol area. The day was therefore designed to enable councillors to have a better understanding of the current situation and to consider and agree what transport integration should look like and in particular what outcomes should be sought.

### **3. The Inquiry Day**



Scrutiny inquiry days enable councillors to acquire an understanding of complex issues by hearing expert speakers and engaging in debate with specialists, with the objective of identifying well-informed evidence-based recommendations. A range of experts and stakeholders share their expertise and opinions via the workshop sessions, to help councillors identify and understand key issues. Inquiry days aim to create a balance between information-sharing and discussion, thus allowing the broad range of views to be heard, and enabling participants to share their particular perspective.

The Inquiry Day was held on 5<sup>th</sup> March 2015 at Brunel House, in Bristol and was led by the Place Scrutiny Commission. Attendees on the day included ward councillors, council officers, and representatives from the city’s key transport operators, independent interest groups and delivery bodies. The full attendance list can be found at Appendix 1.

The session was split into two main sections: ‘Powers & Context’ and ‘Passengers & Growing the Market’. Throughout the day, attendees were encouraged to ask questions and engage in constructive dialogue to further their understanding and enable their views to be heard.

Attendees were then invited to participate in two workshops;

Workshop 1: The Big Picture - asked attendees to consider and make recommendations on the following points:

- Opportunities for further sub-regional collaboration
- Overarching strategies
- Powers, partnerships and decision making

Workshop 2: Practical Steps - asked attendees to consider and make recommendations on the following points:

- Barriers to overcome and opportunities to realise – priorities for improvement (practical details)
- Key features of an information strategy



The Programme for the day, full minutes and the workshop notes and can be found at Appendices 2, 3 and 4 respectively.

## 4. Key Discussion Points and Recommendations

### 4.1 Regional/ Cross Boundary Issues

Comments and suggestions made at the Inquiry:

- Councillors discussed the need to adopt a collaborative approach to a spatial planning framework and improve future transport planning with neighbouring authorities.
- Councillors commented on the need for local travel plans to be introduced and enforced for new property developments, and asked that priority should be given to implementation of public transport infrastructure so that it could cope with the anticipated increased demand. Community travel patterns also needed to be understood.
- Councillors noted that we have started moving forward and are making progress on cross boundary issues, even without an integrated transport authority (ITA) /combined authority (CA). Whilst we can build on the existing partnership arrangements that have previously been successful, it was asked whether the WoE structure is still sufficient to achieve what's needed or should we introduce something different? The move to other arrangements will not automatically confer additional powers and as part of developing this there is a chance to specify what is desired as part of a devolution negotiation.
- Any such structure will need to be carefully designed as there are a variety of powers that it can take on. These range from direct control of all the bus routes, ticketing, prices and timetables (franchising) to a more partnership based approach which is what we have at present.
- The direct control involves the use of Bus Quality Contracts or equivalent powers. This power has not been exercised to date and requires a number of public interest conditions to be met, which may be subject to a legal challenge. Currently this is being tested in the North East of England. A number of other models are emerging as different devolution deals are confirmed. These may be conferred to single authorities but that approach is unlikely to work in Bristol alone as the boundaries are too tight to design an effective network.

**Recommendation:** that the recommendations from the Inquiry go to both the West of England Joint Scrutiny Committee and the West of England Joint Transport Board for consideration.



**Recommendation:** Future discussions should be progressed that aim to address cross-boundary issues, identify opportunities for sub-regional collaboration, the extent of control over the bus network and the preferred model for integrated transport.

## 4.2 Wider Transport Issues

A key issue is the sheer volume of traffic in Bristol and the capacity to accommodate it. Experience shows that minor incidents on the network during peak hours can rapidly cause the network to start to gridlock. Therefore buses need to be seen in context of a wider set of policies;

- Continued promotion of more active forms of travel such as walking and cycling.
- Promote the use of consolidated deliveries e.g. in London people are encouraged to get their parcels delivered to their nearest tube station. A similar approach could be used in Bristol but with Park and Ride.
- Ferries, taxis, car clubs and cycling facilities should be included in promotional plans and co-ordination of services.

**Recommendation:** Examine ways in which Bristol and its partners can reduce the need for road use by changing travel patterns e.g. by improving and encouraging opportunities for home working, remote working and implementing faster broadband connections etc.

**Recommendation:** Tackle the negative perception and image of public transport in Bristol (unreliable/slow mode of transport for the underprivileged) through improved engagement and the sharing of success stories. This could be addressed as part of a ‘positive marketing strategy’ sited below in Information Strategy.

## 4.3 Marketing

Marketing is the process of taking a product to market, so in addition to promotion and advertising (typically thought of as marketing) this can include consideration of the network, fares, vehicles, bus stops, shelters, timetables and information provision.

### Information and Customer Service

Comments and suggestions made at the Inquiry:

- Information needs to be shared between transport operators – this will require co-operation with all WoE authorities. This would need to take place within the existing financial/skill resources.
- First Bus has said they are open to ideas for improving customer communication and distributing information - this is an offer that should be taken up

Operators are wary of the use of open data but there is every chance that the benefits will outweigh the risks, and London have moved to this approach, which also provides a boost to the digital economy, such as allowing the private sector to develop new ‘apps’. Increasing the use and availability of mobile technology such as Wi-Fi and ‘apps’ would also contribute towards improved two-way flow of information and communication between operators and customers.

- A ‘positive’ marketing strategy is required to attract new bus users;
  - Use the launch of new buses, bus-stop redesign and information, ‘apps’ etc. to raise the profile of buses thereby increasing usage.
  - MetroBus – it’s not yet known what the full impact of this will be but such a high profile project can be expected to have the indirect effect of increasing demand and making a positive impact on public perception of buses.
  - Key customer priorities of reliability, cleanliness and value for money need to be met and then used as positive promotion.
- Accessible Information for all: More user-friendly and up-to-date information is required to enable journey planning i.e. public transport network maps at bus stops/stations, libraries, shopping centres, supermarkets (smartphone apps etc. are very useful but are not accessible to all).
- Real-time information (RTI) needs to be more widely available. Not just for the mode of transport that you are using, but also connecting routes and other transport methods.
- RTI is also required on more routes i.e. more rural routes where buses are much less frequent.
- Can the transport apps be integrated with Legible City information in some way? This would be a way of making information accessible to all including those without smartphones.
- Customer service on First’s buses needs improvement – drivers are the face of the company and should be able to provide some advice and information.
- Train stations should be transport hubs/interchanges - where possible users should be able to buy tickets, make enquiries, check times etc. for both trains and buses.
- More bus depots are required – the positioning of these should be geographically spread in order to better service the city, and also to take account of local constraints such as noise, air pollution, road safety etc. This will require long term investment.

**Recommendation:**



- Develop a marketing and information strategy that takes account of the above points. This is a statutory opportunity that would involve extensive consultation with bus providers and customers.

#### 4.4 Smart Cards/Ticketing

- Multi-purchase tickets should be made available – these need to be flexible enough for use by part-time workers and suitable for children and young people
- Tickets should be available more widely, i.e. at newsagents and supermarkets. Advance sales will also reduce queuing on buses.
- Passengers should be able to top up their tickets up online.
- Smart cards should be chargeable ‘as and when’ required and without a time limit i.e. ‘pay as you go.’
- Other options that remove/reduce the need for on the bus cash payments such as mobile ticketing and contactless payment through existing debit cards may be more future proof and should be part of the ongoing development. This will also improve journey times by reducing waiting.

**Recommendation:** Develop a local ticketing strategy that can be used flexibly on all modes of transport i.e. interoperability across the regional network (including rail journeys) on a time or journey basis. This needs to be suitable for all users including part-time and/or casual workers, young people and students, and be introduced as soon as possible.

#### 4.5 Traffic Management

- A key role for Local Authorities (or potentially for future combined arrangements) is to manage the network and the bus stop environment. Councillors noted the intention to rebuild all the outdated bus shelters in Bristol.
- A review of existing bus routes is needed to ensure that they are fit for purpose, which would need to involve both operators and Councils. In the West of England there has been some success in using funding to “kick-start” services which are too risky to be initiated on a commercial only basis.
  - Any review of bus routes should include consideration of access to the Temple Meads train station from the east side of the city.

There is also a need to acknowledge:

- The cumulative impact of large developments e.g. at Enterprise Zones and predicted population growth in general.
- There may be a clear business case to increase the number of Park and Ride Services serving Bristol.

**Recommendation:** That a universal approach to traffic management and network development be developed between WoE authorities, to increase co-ordination and ensure that there is strategic overview at the planning stage and when developing operational infrastructure.



Councillors also noted the proactive work that already happens through Bristol Urban Control Centre to manage traffic on a daily basis and the work that happens with operators to identify and implement improvements;

- A co-ordinated approach to traffic management will assist in identifying congestion – use of the camera network here is key. At the moment traffic issues are not managed in the same way across all local authorities e.g. South Gloucestershire Council don't monitor all junctions with cameras. Greater integration could also bring economies of scale. With the use of 4G etc. it is possible across the whole region.
- The Control room should become truly multi-disciplinary which could have a positive impact on public safety

**Recommendation:** Increase segregated public transport infrastructure such as bus lanes – on particularly congested routes bus lanes should run for the entirety of that section. Currently there are pinch points on congested routes that negate the time saved from the existing bus lanes.

**Recommendation:** Consider options to manage and develop the network more proactively and collaboratively on a more unified basis.

## 5. Conclusions

The Inquiry Day provided councillors and others who attended with a valuable opportunity to further their understanding of both the background and the current situation regarding public transport in and around the Bristol area.

The high standard of information provided by the speakers helped to clarify what some of the main problems are and what needs to happen before the situation can be improved greatly.

It is not currently known what the future holds with regards to devolution and/ or the West of England authorities working more collaboratively. With regards to public transport it was clear that there were a number of issues that could be addressed much more effectively if services and traffic management could be better coordinated between the authorities.

This report makes a number of recommendations for improving the integration of transport functions and activities across the wider Bristol area which councillors would like to be taken forward as soon as possible.



- Appendix 1 – Attendance List**
- Appendix 2 – Inquiry Day Programme**
- Appendix 3 – DRAFT Minutes from the Meeting**
- Appendix 4 – Workshop Notes**

**Appendix 1**

**Attendance List**

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**Councillors**

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Christian Martin (Chair of Place Scrutiny Commission)  
Claire Hiscott  
Steve Pearce  
Charlie Bolton  
Anthony Negus  
Chris Windows  
Christopher Jackson  
Tim Leaman  
Clare Campion-Smith  
Fabian Breckels  
Olly Mead  
Jenny Smith  
Daniella Radice  
Lesley Alexander  
Gary Hopkins  
Jeff Lovell  
  
Mike Langley  
Mark Bradshaw  
Mahmadur Khan

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**Bristol City Council Staff**

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Peter Mann - Service Director, Transport  
Lucy Fleming - Scrutiny Co-ordinator  
Johanna Holmes - Policy Advisor, Scrutiny  
Romaine de Fonseca - Policy Advisor, Scrutiny  
Karen Blong - Policy Advisor, Scrutiny  
Andrea Dell - Service Manager, Policy, Scrutiny, Research & Executive Support  
Matt Edgar - Policy and Research Advisor  
Ed Plowden - Senior Project Manager, Sustainable Transport  
Andrew Whitehead - Project Manager, Public Transport



Steve Bird - Passenger Transport Infrastructure  
Pete Woodhouse - Group Manager, Sustainable Transport  
Taj Butt - Assistant Democratic Support Officer  
Suzanne Ogborne - Democratic Services Officer  
Stephen Hynd - Mayor's Office

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## Speakers

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Jonathan Bray - Passenger Transport Executive Group (via Telephone Conference)  
Amanda Hoyland - Network Rail  
Matt Barnes - First Great Weston  
David Sidebottom - Passenger Focus (pre-recorded video)  
James Freeman - First, West of England  
David Redgewell - South West Transport Network

## Appendix 2

### Bristol City Council Overview and Scrutiny – Scrutiny Inquiry Day

## Integrated Public Transport

Thursday 5<sup>th</sup> March 2015 10.45 (for 11am start) – 3.00pm  
Brunel House, St Georges Rd, Bristol BS1 5UY

## Programme

10.45am **Registration and refreshments**

11.00am **Welcome and Introduction**

- ❖ Councillor Christian Martin, Chair of Place Scrutiny Commission

11.05am **Introduction, Overview and Objectives**

- ❖ Peter Mann, Service Director, Transport

11.15am **The Devolution Agenda in England**

- ❖ Andrea Dell, Service Manager, Policy, Research and Scrutiny, Economic Strategy

### SESSION ONE: POWERS & CONTEXT

11.25am **The Experience of Other Areas and Other Collaboration Arrangements**

- ❖ Jonathan Bray, Director, Passenger Transport Executive Group (by video link)



11.40am **The Bus Industry: how it works, the local context and potential options for the future**

- ❖ Pete Woodhouse, Group Manager, Passenger Transport Services

11.50am **Bus Infrastructure: working with operators and current plans**

- ❖ Steve Bird, Group Manager, Public Transport Infrastructure

12.00pm **Bristol Temple Meads**

- ❖ Amanda Hoyland, Network Rail

12:10 **The Rail Industry: overview of current rail industry structure and what devolution might help achieve**

- ❖ Matt Barnes, Regional Development Manager, First Great Western

12.20pm **Q&A Session**

SESSION TWO: PASSENGERS & GROWING THE MARKET

12.35pm **Passenger Perspective on Integrated Public Transport**

- ❖ David Sidebottom, Passenger Focus (pre-recorded video)

12.45pm **Information: Real Time Information, Travel West, Local Sustainable Transport fund**

- ❖ Andrew Whitehead, Project Manager, Public Transport

1.00pm **LUNCH**

1.25pm **First Bus: Ticketing, Apps, Current Plans, Barriers and Opportunities**

- ❖ James Freeman, First Bus, Bristol

1.40pm **Reflections so far and key messages**

- ❖ David Redgewell, South West Transport Network

1.50pm **Q&A Session**

2.00pm **Workshops:** Attendees can participate in two 20 minute workshops (see next page for details)

2.40pm **Plenary**

3.00pm **CLOSE**

**Workshops**

Attendees will attend **either** workshop 1 or 1a, and then **either** workshop 2 or 2a. Each workshop will run for 20 minutes.



<p><b>Workshops 1 and 1a: The Big Picture</b></p> <ul style="list-style-type: none"> <li>• Opportunities for further sub-regional collaboration</li> <li>• Overarching strategies</li> <li>• Powers, partnerships and decision making</li> </ul>	<p><b>Workshops 2 and 2a : Practical Steps</b></p> <ul style="list-style-type: none"> <li>• Barriers to overcome and opportunities to realise – priorities for improvement (practical details)</li> <li>• Key features of an information strategy</li> </ul>
<p><b>Key Questions to consider in preparation for Workshops 1 and 1a</b></p> <ul style="list-style-type: none"> <li>• What are the outcomes that we can achieve in 5 years and in 20 years?</li> <li>• What does better integrated transport look like?</li> <li>• What are the collaboration opportunities and risks?</li> <li>• What are the next steps for integrated transport?</li> <li>• What are the next steps following this meeting?</li> </ul>	<p><b>Key Questions to consider in preparation for Workshops 2and 2a</b></p> <ul style="list-style-type: none"> <li>• What are the quick wins?</li> <li>• What does the infrastructure look like (not just buses)?</li> <li>• What would be the best way to structure fares/tickets?</li> <li>• Information on street/web/on the go?</li> <li>• Integration between operators and modes (rail, bus, car clubs etc)</li> <li>• Other measures, opportunities, risks</li> <li>• What are the next steps following this meeting?</li> </ul>

**Appendix 3**

**Bristol City Council Overview and Scrutiny – Scrutiny Inquiry Day**

**Integrated Public Transport**

Thursday 5<sup>th</sup> March 2015 10.45 (for 11am start) – 3.00pm  
 Brunel House, St Georges Rd, Bristol BS1 5UY

**Minutes**

**1. Welcome and Introduction** - Councillor Christian Martin, Chair of Place Scrutiny Commission  
 Cllr Christian Martin welcomed everybody. He commented that Bristol is deficient in an integrated transport system. It is hoped that with this inquiry day, in particular with recent events in terms of devolution of certain powers, we might be able to identify some of the obstacles, some of the opportunities and some of the ideas/thoughts from various representatives from the companies



involved in public transport. Cllr Martin then handed over to Peter Mann.

## **2. Introduction, Overview and Objectives - Peter Mann, Service Director, Transport**

With reference to his slides, Peter explained the importance of understanding the background to where we are now and needing to be clear about why we are considering an integrated transport system. He also highlighted the need to consider what outcomes we should be seeking in terms of getting to a different place; what is our ‘ask of Government, of each other, of our partners, of the operators etc’. “We need to think about issues and opportunities for improving integration that still present themselves to us going forward. We should think about the obstacles to an integrated transport system – the governance, process and ownership. When we consider timescales for change – it’s important that our expectations are realistic”.

The key output from this day will be a report which will be pulled together by the Scrutiny Team and be submitted to the Mayor and Assistant Mayor for their consideration.

## **3. The Devolution Agenda in England - Andrea Dell, Service Manager, Policy, Research and Scrutiny, Economic Strategy**

Andrea explained the day in context of devolution and the national picture. With regard to devolution, we have to be clear about what we are trying to achieve and what will generate economic growth. Devolution is something that local authorities and lobbying groups have been talking about for some time. This has been ramped up in terms of the government’s attention and been in the press and media recently, for instance with the Scottish referendum. This year we saw the City Growth Commission report to say that the power to city regions will boost economic growth. Greater Manchester’s agreement is the ‘gold standard’ of powers given by the Government. The Autumn Statement opened the door to devolution. There has also been the Sheffield devolution deal, through lobby groups like core cities – all the main parties are behind the principles of devolution, however the detail may defer.

What does devolution mean? It means the transfer of power to local authorities and others, there must be a legal entity to devolve the accountability and responsibility to.

Andrea outlined what we currently have in relation to delegation (see presentation slide for detail). What has been devolved so far – big difference between Manchester (agreed to have a metro mayor) and Sheffield’s deal which was more focused on skills - for more information see Manchester’s website.

Current devolution offer to cities – following on from the Manchester deal, major city regions were asked to make an offer. The offer has to include detail about what we are trying to address (see Andrea’s slide).

What is a combined authority? It’s a legal construct – it would not be the re-creation of Avon. There would be separate scrutiny bodies and the option of borrowing for transport functions.

Setting up a combined authority – see slide. Consult with relevant stakeholders, including officers, politicians and residents. It really is about producing evidence of what you are trying to achieve.

Q’s – Cllr Hopkins - are we likely to make progress when other 3 authorities don’t have the same view as the Mayor?



A D – we are not the only location that’s got differing views. It is difficult and there isn’t an easy way forward. With the upcoming election, concerns are being voiced but negotiations are ongoing.

Q. Cllr Breckels – same issue, how on earth are we going to square the circle with other authorities?

Q. Chris Jackson – have Bristol contacted the other authorities to see if they are interested?

A. There is a groundswell of support.

Andrea commented re the timescales involved, it’s difficult to know, Nottingham are looking to achieve this within 12 months. It’s a new process that is speeding up.

#### SESSION ONE: POWERS & CONTEXT

#### **4. The Experience of Other Areas and Other Collaboration Arrangements - Jonathan Bray, Director, Passenger Transport Executive Group (by ‘phone link)**

The Executive has 6 transport members, including Bristol and the West of England. It’s a complex area in relation to governance:

1. That the combined authority model is increasingly seen as the entry model
2. The combined authority just means a legal wrapping around a leaders meeting - can do much more when you have established that.
3. Combined authorities at the moment are taking on economic development, transport and blue light services - the issues that the metropolitan county councils used to do
4. Passenger Transport Executive (PTE) is focusing on delivering on a combined authority. PTE also driving forward for instance Rail North, working closely with Government on regional emerging bodies and strategies.
5. Legislation that’s already in place is flexible – there are two pieces of legislation that allow any area to design transport and governance body. The legislation is pretty permissive but do need to get Secretary of State’s authority.
6. Mayors are popular at the moment – there’s focus on the elected mayor in Greater Manchester leading the pack – important to note that the mayor there is not like a London Mayor or even mayors we have seen in other areas, he is chairing the combined authority and does not have the same freedoms and position as the traditional mayoral model that we are used to.

Big things in relation to public transport: 2014 big shift on buses – Greater Manchester and Tyne and Wear; New government status quo/easier - Scotland, Mersey Rail, North Trans-Pennine – no longer a rarity or something that’s radical, it’s happening all over.

If you put together bus franchising, devolution, smart ticketing already in circulation, it’s possible to give citizens a fully integrated transport system, one brand, one network and one ticket, with links into one network and one system.

Q. Jonathan was asked to give more detail on bus franchising and he explained that it is where the public sector decides what it wants in terms of outcomes, and then offers that out to the private sector to provide that and usually has some quality contractual standards. Looking at transport, it’s quite normal in relation to transport - rail services are franchised and bus services in London.

Outside of London there's a de-regulated service. What local government can do is to work within the existing de-regulated framework in partnership, to try to arrive at voluntary agreements with bus operators to get the outcomes that people want. Statutory Quality Partnerships – bi-legal agreements – in the 2008 Act to move from where we are to a franchising system. Powers in Act for local transport to move to franchise – would mean suspend the market so no free access - would put services out to tender; can specify everything. Private sector bids to provide the service and away you go. Advantage, can specify one ticket system, buses connected to train; clean and reliable buses. Process to arrive at that outcome is very convoluted – Tyne and Wear are currently the first local transport authority and they are in the process of examining proposals. It's just about workable. Lots of people looking at easy way to introduce it i.e. Manchester, to ask for separate legislation to allow them to introduce bus franchising. Asking political parties to make it the same for everyone, to simplify the legislation.

Q. Cllr Bolton – how do quality contracts work when buses transcend outside the area?

A D - requires some negotiation with neighbouring authorities, can split contract, cross-border services. Authority boundaries do not create an insurmountable barrier.

**5. The Bus Industry: how it works, the local context and potential options for the future - Pete Woodhouse, Group Manager, Passenger Transport Services**  
(Pete handed out a glossary of terms)

Pete explained that he would speak about the bus industry and how it works in Bristol, what the options are and sub-regional governance and working.

The headline is that there is no franchise or contract for bus services in Bristol. Any bus operator can operate any service, with notice. There is no direct control, such as the route, frequency or fares. The majority of routes are operated on a commercial basis.

The Traffic Commissioner is a public body, sponsored by the Department of Transport, and is there to ensure that bus operators provide the services that they subscribe to. It can impose financial penalties etc as a result of a public inquiry.

Bus operators need to be licensed; they need to register the service; adhere to the reliability and punctuality targets.

Passenger Transport Services are a statutory consultee for bus registrations but it's rare to object to any; can also support short notice registrations if feel it is appropriate. Can complement bus services as it has a £2.7m budget and can only impose penalties for poor performance.

The Local Transport Authority (LTA) is not in a position to establish new municipal bus operators at the moment.

Provision of information, concessionary fares, developing and maintaining bus stops  
Quality Partnership Schemes – ages of buses, minimum frequencies, partnership working, traffic commissioner has enforcement powers

Voluntary Partnership Agreement (VPAs) are agreements between the LTA and bus operators – partnership, quite loose as how defined.



Quality Contracts Scheme (QCS) is the franchise power Jonathan Bray was talking about. This is where the LTA can specify all routes, frequency, etc. Specific process, listed in glossary of terms.

How work together across sub-region – the governance is given to the Joint Transport Board and Executive with four lead members for transport. In relation to decision making, in most cases making recommendations to the Local Authority.

Sub-regional working currently being done under West of England Partnership; ITAs only one left now. Has the power to raise its own funding through a levy on the council tax.

Passenger Transport Executive is effectively the delivery for ITAs. They do a lot of the stuff that Bristol City Council do, they don't have extra powers.

What the different models would do for the provision of bus services – if we were an ITA tomorrow, we wouldn't necessarily be able to franchise bus services.

QCS would require cross boundary support.

## **6. Bus Infrastructure: working with operators and current plans** - Steve Bird, Group Manager, Public Transport Infrastructure

Steve explained that across Bristol there are in excess of 1350 bus stops and his team are responsible for maintaining these, together with real time information which was introduced in the last 4-5 years. They also run the Park and Ride sites, deal with all the bus routes, diversions and update timetables across all the bus stops. The team are given 56 days notice of timetable changes. They also deal with bus priority measures (eg at traffic lights), taxi ranks, coach parking etc.

In relation to Bus stops, the team are looking for a step change in quality to attract more people to use the buses. The bus stop is treated as a 'place' with real time information displays.

Bus priority is not just about a physical bus lane but real time information systems to give buses priority. Bus operators will use the real time information to look at their buses' frequencies and are constantly correcting their timetables. We actually do encourage and promote bus priority as it makes users feel that they have a real benefit by using the buses. And in terms of how are we doing – bus punctuality, the buses are no more than 1 minute early or 5 minutes late for 75% of services. (See slides for more detail).

In terms of bus patronage there has been a 17% increase in bus patronage. In relation to bus priority, for instance on the Bath Road A4 – over 1000 users of the park and ride which would equate to about 4.5 miles of road space and the equivalent queue would be in excess of 20 miles.

In terms of congestion there are over 20,000 sets of road works each year. The causes of congestion - 20% are due to 'incidents' (for instance car crashes, gas explosions etc); highway authority works, utility works etc. In the central Bristol area about 20% of buses' journey time is spent at the bus stop e.g. for ticketing.

The challenge over the next 3 years is in relation to congestion which is one of the biggest obstacles combined with getting the information out to the travelling public.



In summary, this can be combatted by collaboration on road works, intelligent use of information provided by cameras/signals/UTC/RTI/control room - Intelligence integration.

Q. Cllr Jenny Smith - Wells Road needs a P&R service

A. Steve – the location of P&R is a critical factor, needs to be built on the edge of the built environment, developing a P&R strategy is something that his team is doing - looking at sites and opportunities. This includes the M32 and A38 corridor. They are in discussions with neighbouring authorities and 16 sites were identified. The M32 is an example, the Council wished to promote a P&R, the neighbouring authority objected to it. We need co-operation and support to do that.

Q. Cllr Gary Hopkins - GBBN was a game changer and has a knock on effect, increased the profitability of the bus companies.

A. This will be discussed in facilitated discussions.

## **7. The Rail Industry: Bristol Temple Meads - Amanda Hoyland, Route Enhancement Manager, Network Rail.**

Amanda explained that she had come to talk about Bristol Temple Meads (BTM), and the expected growth over the next 5-10 years. The station is part of the Enterprise Zone. She explained that train stations are no longer just a place to arrive/depart; they are becoming places in their own right. Their role has become more important – by 2019, we expect to see a 44% growth in the volume of passengers, with predictions for 2043 growth to 121% (20m) passengers. Network Rail have a £700m portfolio to invest in the railway network to include re-signalling, re-doubling Filton bank, re-design of Bristol east junction, intercity express trains – two additional services per hour – travelling via Bristol Parkway. Will reduce the journey time by 20 minutes (in effect moving Bristol 30 miles closer to London by reducing journey time). Bristol is the third most visited city for business.

How does the station relate to the city – with the Temple Quay development, they opened up the station so people could use that side of the station. The North West side of the station is now a key entry/access point; 49% of people exit/entrance on that side. There is a lot of work to do. They need to consider the heritage status of the building, it's a Grade 1 listed complex of buildings with international status. Need to work with partners for instance, with English Heritage and have to be sensitive.

The challenges: BTM needs to become a fitting gateway for the city – quite often passengers arrive with no idea of where they are or need to go. The team need to come up with a number of options for the station, in order to integrate – need to create the permeability the East side of the station, connect to the Arena and the old post office sorting site. They have signed up to promote the Enterprise Zone's requirements to create 17,000 jobs and are committed to working with Bristol City Council and English Heritage.

Transport interchange is another key element that they need to get right - there are a number of options: needs to be a better interchange for trains/buses. Look at a number of concept options, now honing down the options – cater for passenger growth, journey experience, connections back to the city, more fitting transport interchange (so passengers know where they are, where the station is in relation to the city, so can move to onward journey with ease).

## **Q&A Session**



Q. Cllr Anthony Negus – the latest proposal from the Council is to take the bus routes straight passed Temple Meads. Cllr Negus also asked about the future of Plot 6 and stated that in his view if it wasn't being incorporated into current transport planning it was a lost opportunity.

A. Not a lost opportunity in relation to plot 6 - until have a single vision for the station, but committed to making sure that the transport interchange is integrated with other transport into the city

Q. Cllr Steve Pearce – interested in permeability – large parts of the city don't have access to the railway system. Is the South East side of the city going to have similar potential for traffic access, buses and alike – making the station face both ways to road traffic. Are there any proposal for Buses to arrive on East side of the station?

A. The proposal for a public street is for people on the east side. Intention is to work in partnership for a solution for the city.

Q. Cllr Breckels – Would Plot 6 go for commercial development?

A. Funding would come from Plot 6, Network Rail/Homes and Communities

Q. Cllr Jenny Smith – suggested a train station at Long Ashton P&R

### **8. The Rail Industry: overview of current rail industry structure and what devolution might help achieve - Matt Barnes, Regional Development Manager, First Great Western**

Matt Barnes explained that interest is in 'growing the railway', by providing the best railway we can. His remit today, is to talk about rail infrastructure and the devolution agenda.

There is so much investment and focus on Bristol. First Great Western are in negotiations with the Department for Transport for a new franchise and this will be announced by the DfT. Matt referred to his slides:

- Focus on regulators – the slide shows how complex it is. The choice to go down the route of separating the infrastructure from the trains has made it very complicated
- Funders – national government, local authority (eg Severn Beach line)
- People who run trains – franchises (specified by private sector) or open access operators
- Train operators make the investment
- Regulators – who are largely unseen outside industry but they play an important role, financial and safety regulation key
- Devolution – Rail North created a collective and that was going on until last 6 months when the government announced it would work with the people in the north to do more, local railway franchise and Trans-Pennine. Partnership working to do that but then a formal structure to manage both franchises going forward. The implication is that they have a stake in the decisions. Decisions made by vote.

Just dealing with who decides what trains to run and what payment they should receive.

In relation to the West of England – MetroWest can fund new services, but must underwrite the revenue/subsidise them for first 3 years. We also have the powers to work together to develop infrastructure.



Q. Cllr Claire Campion-Smith – who has the capacity to answer the questions from passengers – the current stock is so dilapidated, rest of network in a dire state. Who makes the decisions that we can put more coaches on trains, etc?

A. Within the resources as franchise operator, First Great Western have a fleet size that it cannot currently increase; has obligations to the Department for Transport to provide a certain number of seats into cities and this starts to tie hands on flexibility; First Great Western need to be in a position to accommodate an extra 40% extra passengers. The mechanism to get there - will bring trains from London into the Bristol fleet which are of a higher quality – negotiations are taking place. Work with DfT to secure the solution for more capacity and better trains. With the impact of electrification, the entire fleet needs to change across the Great Western network. With new investment in electrification, we have a chance to get it right.

## SESSION TWO: PASSENGERS & GROWING THE MARKET

**9. Passenger Perspective on Integrated Public Transport** - David Sidebottom, Passenger Focus (pre-recorded video)

David Sidebottom commented as follows in relation to the passenger’s perspective:

- The confidence of jumping off a bus onto a train is quite a challenge
- Ticketing – passengers want a simple oyster type product, across a city region
- Want better information in relation to services
- Passenger Focus has been running a survey for 5-6 years in the West of England – the key things passengers want to see improved – punctuality and reliability; given information and if delayed, need to know the estimated time for the journey
- Good value for money – passengers want to see and understand that their journeys provide value for money, that prices do not go up every year, an understanding of why prices change, what are they getting back for their investment
- They’d also like to track where the bus and train is on its journey, even if it is running late. Gives the passenger the option to tell colleagues/family will be late.
- For bus journeys it’s useful to get information through phone apps on journeys so they can find out where the bus is - it helps plan journeys better. It’s down to the industry to find different ways of delivering real time info.
- Passenger manifesto – good, clear info about running times (published info, real time info, etc); good range of value-for-money tickets, clear, honest info; accept that being a bus driver is a very demanding job, but delivering good customer service with fare information, journey information etc, drivers as customer service champion; recognition that there can be better integration between all the transport options; punctual, reliable, confident using the service etc.

## **10. Information: Real Time Information, Travel West, Local Sustainable Transport Fund**

- Andrew Whitehead, Project Manager, Public Transport

Andrew explained that his role is to manage sub-regional projects. Perceptions of the bus are that it is quite difficult to use but this is changing with integrated bus networks.



We are improving the door to door journey – breakfast table to the door of the office. At the breakfast table, customers will know whether the bus will be on time or not. Customers can then make an informed decision about when to leave to catch the bus.

- Information is key – people want clear information about where the bus goes
- Travelwest website – there are four stages to get the whole picture. Meets the needs of existing users but it's not good for new users of buses
- What do we need – easy to find info, easy to use, easy to access on mobile devices, tailored to people's needs
- What have we done/what are we doing – TravelWest – making it more intuitive, launching website in April. If people feel in control e.g. re delays can make informed judgements. Trialling live alerts and messaging; Tweet from traffic control centre; still need to print timetables for stop information.
- Opportunities re data – so much data around public transport – who are customers, what do they need, how can we provide for them.
- Need to collaborate with neighbouring authorities – need consistency, joining up.
- Good example – success of joined up working – TravelWest bus checker app. - 6000 people use this. You can tweet re service.
- Travel experience: Better Bus Area Fund through the Government who funded wi-fi on buses on 370 buses; Next stop displays and audio; provider driver training re customer champion, vulnerable road users (walkers/cyclists)
- Local Sustainable Transport Fund – large amounts of short term funding revenue – if there was a need for a bus service, could go out to tender e.g. to increase X1 increased frequency; buses out to Portishead etc, X18 goes from Kingswood to north fringe.
- Marketing and promotion of buses – shadowed new business users, most got info from friends and family; bright posters on side of buses.

See summary slide

### **11. First Bus: Ticketing, Apps, Current Plans, Barriers and Opportunities** - James Freeman, First Bus, Bristol

James Freeman explained that he is Managing Director of First West of England – was CEO of Reading Buses, one of the few municipally owned bus companies. Left Reading with up to 94% passenger satisfaction. He recognises the big issues in Bristol. Need to have bus drivers who feel they are an important part of society. So often fail on the small things. Need to work together with all local authorities. It's all about making the buses do what people want and there are no overnight solutions, it's how we approach it that is important here.

Fares were reduced – it gave First a financial headache while the customers responded to that. What has happened since is that we have 20% more passengers and this keeps on increasing. However, there is congestion on the streets and this impacts on the service that the buses provide.

First launched a 'touch card system' last Autumn and this has started to reduce the amount of time buses spend at bus stops; since 11 January First has been running mtickets (via an app on mobile



'phones) which has increased the number of people who are buying on-line. The arrival of the technology has transformed the service.

First's Internal challenges – now in part one of a two phase game: looking at routes, the worst ones first and then gradually going through the compliance to schedule (being on time is what matters most of all) and have a new set of schedules - extra 12 buses coming onto fleet, together with an extra 40 bus drivers. This is just to 'stand still'. Even when have done all that, can't control what happens on the street – changed the order for new buses to double-deckers - 39 in the summer. First are over 100 bus drivers short in Bristol – recruiting drivers is a big challenge.

External challenges – whole issue of congestion, road works and road closures. Currently have 400 buses running but will potentially need up to 700 in the future. He mentioned that First have a member of staff working in Bristol City Council's control room.

Opportunities – of making buses more reliable, more attractive, new buses will have wifi, roll out of audio visual for everybody; investment in micro hybrids recently delivered; launch of annual ticket membership of the City Car Club; Shaun in the City in the summer; European Green Capital important. The Bio Bus (poo bus) will be on the roads at the end of March – emissions from people go into the pipe to the sewage farm at Avonmouth and are turned into energy using anaerobic digesters. Gives clean air compared to diesel. Also, they are cheap to run.

Q. Growth at TM, what is First planning for this?

A. Bristol is a multi-centred city. Need to provide services direct from East Bristol into Temple Meads. Have to provide lines of travel which are intuitive. All this growth is on our side, it is starting to create sufficient demand, so can start to see St George to the south end of the city via TM's route; the thing for First is how do they get buses through the TM site, real challenge in planning terms; perhaps think of travelators etc

Q. No. 36 and removing this service to two hospitals

A. The No. 36 still goes to Hengrove Park under a new arrangement and also serves the hospital at Callington Road, Brislington. This is an example of a bus route that is thrown into chaos by serving Tesco's supermarket at Brislington. Bus No. 36/75 service bus ticket can be used on both buses.

Q. Extra buses to try and iron out trouble spots – will it solve very long North to South bus routes and journey times of 1, 2 and 76

A. Don't have resource to have extra buses that are available in the central area, not just 75/76 – don't have the capacity to do this.

Q. Massive gap in service between Doncaster Road and Greystoke Avenue; Stockwood Lane/Road would like bus stops put in other parts of it

A. Does illustrate the issue about the network and what trying to do with buses. One of the things we need to do strategically is to consider whether it's right, it's got where it is over time; review is long overdue. Buses are best at high frequency, high volume. Delivering service in smaller streets is more difficult.



Cllr Breckels said he was pleased to hear about the St George plans into Temple Meads

**12. Reflections so far and key messages** - David Redgewell, South West Transport Network

What do passengers want – they want clean, reliable, affordable transport across the city. They want a delivery mechanism that works. Don't feel we are far apart from other regional authorities. We need to get the best deal from Government.

**Buses** – need to make sure we serve the hospitals, including Brislington

**Growth** – all this needs to be planned e.g. we need a couple of bus depots one in Yate and one in Avonmouth (to replace Muller Road).

**Rail** – it's about giving more powers to local authorities to work in partnership. That budget should be with the West of England Transport Board – shouldn't be done by civil servants in London.

**Devolution** – need to join the race.

David has been putting together a plan to work with Bath and get better integration; there has been major works carried out at Bath Station

**Trains** - where are we going in Bristol – there are green posters at every train station with bus info, provided by an agency, but it's all out of date

Market the Freedom Bus (buses and trains)

**Buses** - Customer training required; Reasonably good new fleet – new and reconditioned buses in this city to enable wheelchair access; need to manage extra passengers. Combined authority issue re the road space – Gloucester Road into South Glos, Nailsea and Yatton, Bitton etc. Maybe bring officers from different local authorities together in one building?

**Vision:** a combined authority, more involvement in bus lanes, priorities and public information, better integration with the trains, local decisions, better master plan for Temple Meads with Bristol City Council and Network Rail;

Communication - need to communicate to passengers that things are getting better; this needs to be by all parties involved

**13. Attendees then participated in two 20 minute workshops**

Workshops 1 and 1a: The Big Picture	Workshops 2 and 2a : Practical Steps
<ul style="list-style-type: none"> <li>• Opportunities for further sub-regional collaboration</li> <li>• Overarching strategies</li> <li>• Powers, partnerships and decision making</li> </ul>	<ul style="list-style-type: none"> <li>• Barriers to overcome and opportunities to realise – priorities for improvement (practical details)</li> <li>• Key features of an information strategy</li> </ul>



Key Questions to consider in preparation for Workshops 1 and 1a	Key Questions to consider in preparation for Workshops 2 and 2a
<ul style="list-style-type: none"> <li>• What are the outcomes that we can achieve in 5 years and in 20 years?</li> <li>• What does better integrated transport look like?</li> <li>• What are the collaboration opportunities and risks?</li> <li>• What are the next steps for integrated transport?</li> <li>• What are the next steps following this meeting?</li> </ul>	<ul style="list-style-type: none"> <li>• What are the quick wins?</li> <li>• What does the infrastructure look like (not just buses)?</li> <li>• What would be the best way to structure fares/tickets?</li> <li>• Information on street/web/on the go?</li> <li>• Integration between operators and modes (rail, bus, car clubs etc)</li> <li>• Other measures, opportunities, risks</li> <li>• What are the next steps following this meeting?</li> </ul>

Clerked by Suzanne Ogborne, Democratic Services  
 Notes typed up: 5/6 March 2015

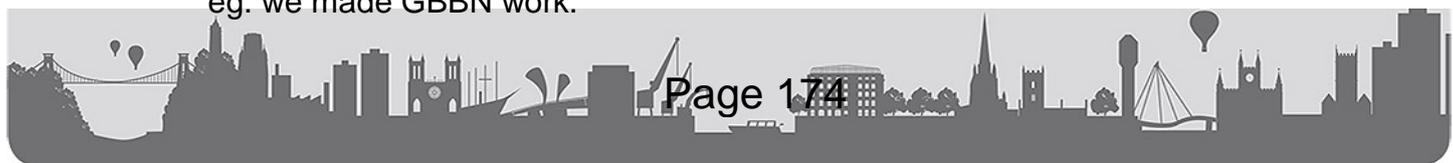
**Appendix 4**

**Workshop Notes**

**Table 1**

***The Big Picture***

- Need to ensure that report findings go to joint transport scrutiny
- Need to make progress with regional discussions, including all councillors/the public - public should play a significant part in discussions about the preferred model
- Resolving cross boundary issues are key.
- Big issue re: inequality of regional transport funding – London is a good model but it takes a lot of the available resource
- Need to ensure that profits are re-invested in the city
- Reliability/cleanliness etc are key priorities for the public
- Look forward, not back
- We have no one authority to deal with transport (like TfL) – this disadvantages us in terms of bidding for funds etc
- Need to create seamless journeys via different modes of transport
- There is progress that can be made now, even without an ITA etc – we need to build on the existing partnership which has been successful
- Bidding system makes progress more difficult, but we have got results in the past eg. we made GBBN work.



- The question is, do we get devolved powers or something else? Is the WOE structure still sufficient to achieve this, or do we need something more/different?
- Manchester devolution powers should be matched in Bristol/Bath

### **Practical Steps**

- Need a smart card locally or a national Oyster card, whichever it is, it should be valid on all modes of transport
- Smart cards should be operator driven
- Buses that aren't operational need to be clearly marked
- Traffic issues aren't managed in the same way across all local authorities i.e. South Glos don't monitor all junctions with cameras. We need a universal approach – camera network is key. Greater integration will bring economies of scale. With the use of 4G etc it is possible across the whole region.
- Control room could become truly multi-disciplinary and would increase public safety
- Multi-purchase tickets should be more flexible i.e. would help part time workers, children etc
- Smart ticketing would be good – where you charge up then use as and when required (like Oystercards)
- Enable more local agencies to sell tickets e.g. newsagents, supermarkets – these have been curtailed by Paypoint
- Freedom pass needs to be available in a student version too
- Customer service on First Buses needs improvement – drivers are the face of the service and should be able to provide advice etc
- Better marketing is required to attract new users
- Better public transport network maps are required
- Information needs to be available from a broader range of outlets eg. supermarkets and libraries (*recommendation?*)
- Make it easier to buy tickets in advance – this also reduces queuing
- Fare dodgers are still an issue which results in lost revenue
- First Bus are more open now to ideas for improving customer communication and distributing information – we should take advantage of this.
- Ferries and taxis should be included in promotional plans and co-ordination of services
- Issue that only a limited numbers of taxis are accessible.

### **Table 2**

#### ***The Big Picture***

- What should it look like?
- Less cars, more bikes, more trams
- Less need to travel in the first place
- Numbers of people working from home once a week would reduce the numbers travelling
- We don't yet know what the full effect of Metrobus will be
- Feeder Rd as a new route – 4000 new jobs in next couple of years, need new routes to get people to/from them
- Smart ticketing between trains/buses
- Local train stations as transport hubs/interchanges

### **Practical Steps**

- More depots – Muller Rd is not in the right place and needs a lot of investment
- Bikes carried on buses – First is looking into this
- J Freeman – Metrobus will raise the profile of buses and change how they look.
- New products/stops/buses – these will all raise the profile and thereby the demand
- How do we overcome the prejudices against buses that some people have
- Need clear and up to date information about journey times
- Need combined bus and train information – all in one accessible place at eg. Stapleton St
- QW - posters at stations – DR spoke about wrongly or badly parked lorries – need to enforce yellow boxes on Baldwin St
- No portacabins should be set up on bus routes - GBBN
- App used on the Legible City maps – can the First Bus app be linked to this?

### **Finale**

- Cllr Khan – all singing/dancing joint ID with other local authorities
- Joint Transport Board/Joint WOE Scrutiny – take to this both with the aim of getting commitments for the future
- D Redgewell – take to both scrutiny forums
- Passengers/public involvement next
- D Redgewell - Resolution has not been implemented yet (?)
- Formal paper to scrutiny ASAP for public forum
- Make slides available
- Community transport – input needed
- Taxis, ferries, coaches, Destination Bristol - to be incorporated



**BRISTOL CITY COUNCIL**

**Place Scrutiny Commission**

**17<sup>th</sup> November 2016**

**Report of:** Peter Mann, Service Director for Transport

**Title:** MetroBus: Progress Update

**Ward:** City-Wide

**Officer Presenting Report:** Adam Crowther, Head of Strategic City Transport

**Contact Telephone Number:** 0117-90-36854

**RECOMMENDATION**

For Members to note and consider the progress up-date report.

**Summary**

The attached report was presented to the West of England Joint Transport Executive Committee 28 October 2016. Officers will provide an additional up-to-date presentation to Members at the Place Scrutiny Commission Meeting on the 17<sup>th</sup> November 2016.

**Public Sector Equality Duties**

- 8a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
  - ii) Advance equality of opportunity between persons who share a

relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --

- remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
- encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

- iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
- tackle prejudice; and
  - promote understanding.

## **Appendices:**

Appendix 1: West of England Joint Transport Executive Committee Report (28 October 2016): MetroBus: Progress Update

## **MetroBus: Progress Update**

### **Purpose**

1. To provide an update on MetroBus progress, including the Quality Partnership Scheme (QPS) and to advise the Committee on increased forecast cost pressures. To recommend to the promoting local authorities that increased budget provision is made in response to increased forecast outturn costs.

### **Project Overview and Update**

2. In October 2010 the Department for Transport (DfT) issued revised guidance on the funding of major transport schemes. Schemes across the country with well-developed business cases were invited to bid for major scheme funding. The new competitive major scheme process required that the scope of these schemes be reduced to find savings through changes to design and technology and that the local contribution was also increased. The three MetroBus projects outlined below were invited to submit business cases under this new competitive process.

### **Ashton Vale to Temple Meads (AVTM) Project**

3. The AVTM Project had previously received Department for Transport 'programme entry' status on 17 March 2010, when it was invited to re-submit for DfT funding under the newly competitive funding process. Following confirmation of re-entry into the DfT major scheme programme in December 2011, powers were sought to build and operate AVTM through a Transport and Works Act Order (TWAO).
4. A review of AVTM was initiated by Bristol City Council in 2012, and there followed a change in the alignment of the scheme to avoid use of Prince Street Bridge and Harbourside, by using a Cumberland Road alignment. Following confirmation of the Transport and Works Act Order and planning permission for the revised route alignment via Cumberland Road, AVTM was granted Full Approval on 16 September 2014. DfT confirmed a grant contribution of £34.508m towards the current scheme budget of £54.546m.
5. The objectives of AVTM are as follows:
  - to extend choice of transport modes for all, in particular for private car drivers, to encourage a shift to public transport;
  - to promote sustainable development by providing high quality public transport links; and
  - to promote social inclusion by improving access to employment, retail, community, leisure and educational facilities.
6. There are four main sections of construction on AVTM which include; a new Busway from Long Ashton P&R to Cumberland Road; refurbishment of Ashton

Avenue Swing bridge; construct of a second Bathurst Basin bridge; and priority routes on Cumberland Road and within the city centre. The construction sections, contracts and programme are summarised as:

- Contract 1 has three sections: 1- Ashton Vale; 2- Skew Bridge; 3- Paxton Drive to Create Centre, and Cumberland Road. The main contractor is Balfour Beatty. Completion of construction is forecast for July 2017
- Contract 2 is refurbishment of Ashton Avenue Swing Bridge, by Volker Laser with completion of construction forecast as January 2017
- Contract 3 is construction of a new bridge alongside the existing bridge at Bathurst Basin, by Volker Laser, completion of construction forecast as April 2017
- Contract 4 is various works on Cumberland Road, and around the City. This is led by Bristol City Council's Engineering Design, completion of construction is forecast as May 2017.

7. The key challenges and risks facing the project are:

- Ashton Vale: flood plain with poor ground conditions;
- Skew Bridge: adjacent/over railway, Network Rail;
- Paxton Drive to Create Centre, and Cumberland Road: non- inert material removal, and flood defence needed;
- Ashton Avenue Swing Bridge: 100+ year old structure in need of refurbishment;
- Bathurst Basin bridge: securing land and rights; and
- City: fitting new infrastructure into busy, competing spaces.

8. Potential pressure on the risk element is shown in the table below. This shows risk at three different probability levels as follows. The mid-point risk shows a 50% probability of all risks occurring and is the recommended risk probability used by DfT.

	Forecast Outturn Cost		
Scenario	S1 – Lower Point (£m)	S2 – Mid Point (£m)	S3 – Upper Point (£m)
AVTM out-turn	54.546	55.204	56.140
Potential cost pressure	0	0.658	1.594

9. AVTM recent achievements are:

- Ashton Vale bridges have beams over, busway drainage network complete, carriageway started
- Portbury Freight Line 'Skew' Bridge piling complete, ramps and bridge steel initiated
- Ashton Avenue Swing Bridge fully encapsulated and 80% of repairs and painting complete
- Bathurst Basin Bridge started with Commercial Rd cycle route
- First stops, shelters and priority lanes in City section benefitting background bus services in advance of launch

10. The largest contract started on-site in June 2015 and is forecast to complete by summer 2017. Significant risks and additional costs have been incurred and the project team are working to manage and minimise the impact of remaining budget pressures. Completed bus stops, shelters and bus lanes in the City section are already benefitting background bus services in advance of MetroBus service launch.

### **North Fringe to Hengrove Package (NFHP) Project**

11. Following confirmation of programme entry into the DfT major scheme programme, NFHP gained planning approval in August 2014 (BCC) and September 2014 (SGC). DfT granted full approval in March 2015 and confirmed a grant contribution of £51.1m towards the current scheme budget of £101.8m.

12. The objectives of NFHP are as follows:

- to support a buoyant economy, improve quality of life for sub-regional residents and improved local and national travel;
- to encourage the shift to new forms of public transport and realise the associated environmental, climate change, safety and health benefits;
- to tackle congestion and therefore the economic, environmental and health damage associated with it;
- to enhance the opportunities for regeneration and sustainable growth through the linking of areas of economic and housing expansion; and
- to promote equality of opportunity and security through improved connectivity to education, employment, leisure, health and retail facilities.

13. The NFHP route is approximately 40 kilometres in length and includes 2 new bridges, 2 replacement bridges and a new road. It includes public realm and public transport capacity improvements within Bristol city centre, a new bus only junction and southbound bus lane on the M32. The project is being delivered by 7 contractors across 18 construction contracts.

14. A number risks have materialised on this project, these include protestor action and requirements for additional security; and additional design, planning and contract management costs. These risks are now being seen as budget pressures. Over the next three months a number of key milestones will have passed, with the East Fringe ring road, Bradley Stoke Way and M32 Junction either completing or nearing completion, with other contracts being further advanced. Therefore the remaining risks will be clearer with greater forecast certainty.

15. The key challenges and risks still facing the project are;

- unforeseen utility diversions and poor ground conditions;
- changes to traffic management arrangements causing delay; and
- further design changes.

16. Potential pressure on the risk element is shown in the table below. This shows risk at three different probability levels as follows. The mid-point risk shows a 50% probability of all risks occurring and is the recommended risk probability used by DfT.

	Forecast Outturn Cost		
Scenario	S1 – Lower Point (£m)	S2 – Mid Point (£m)	S3 – Upper Point (£m)
NFHP out-turn	112.1	113.3	115.3
Potential cost pressure	10.2	11.4	13.4

17. Works started in summer 2015 and construction work on NFHP is now well underway. The bridge for the M32 bus only junction and the Church Lane Bridge over the ring road were lifted into place and a number of other sections are now complete. Church Lane Bridge and Curtis Lane Bridge over the railway on the Stoke Gifford Transport Link are nearly complete. Work on the City Centre is continuing with major piling work that started in October and work on the M32 South Bound Bus Lane also started in early October. Advanced works on Hartcliffe Way are just starting with the main bus lane works starting in January.
18. Work is progressing on Bradley Stoke Way. However, another uncharted gas main has resulted in delay to the full re-opening of the Woodlands Lane Junction until Christmas. Regular updates on progress are being given to the community in the Bradley Stoke Journal. The implementation of a one way system on Stoke Lane/Coldharbour Lane is now in place and works have now started on the Stoke Lane/Frenchay Park Road junction. The impact on the overall programme and costs are being assessed.
19. Some delays have been experienced through design approvals, discharge of planning conditions, utility diversions and, traffic management approvals but the project team is working with the affected contractors to mitigate any impact. Construction works are due to complete in Autumn 2017.

### South Bristol Link (SBL) Project

20. Following programme entry on 30 November 2011, planning permission was granted for SBL by both North Somerset and Bristol City Councils in 2013. A Public Inquiry in 2014 gave the scheme the required compulsory purchase order(s) and side road order(s) powers. DfT granted full approval in March 2015 and confirmed a grant contribution of £27.637m towards the current scheme budget of £46.978m.
21. The objectives of SBL are to **facilitate regeneration and growth** in South Bristol; **reduce congestion** in South Bristol and adjacent areas of North Somerset; and to **improve accessibility** from South Bristol to the City Centre and to strategic transport links and Bristol Airport.
22. Save for the A38 to railway section where earthworks are now complete and kerbing has begun, all other the main sections of construction on SBL are now 95% complete with final surfacing underway, this includes:
- 4.5 km of new road and cycleway under construction;
  - 0.5km bus link to Park and Ride at Long Ashton under construction; and
  - Construction of new under bridge carrying the mainline railway completed in July 2016.

23. The key challenges and risks facing the project are:

- Liability for delay costs associated with the Network Rail bridge to be agreed;
- Late additional costs being submitted by bridge contractor require resolution and agreement;
- Weather delays;
- Design delays impacting final construction works;
- Utility operator concerns over proposed final highway designs adequately accommodating their apparatus;
- Final out-turn costs from utility operators for diversion works undertaken; and
- Robustness of current order of magnitude compensation event assessments.

24. Potential pressure on the risk element is shown below. This shows risk at three different probability levels. The mid-point risk shows a 50% probability of all risks occurring and is the recommended risk probability used by DfT.

	Forecast Outturn Cost		
Scenario	S1 – Lower Point (£m)	S2 – Mid Point (£m)	S3 – Upper Point (£m)
<b>SBL out-turn</b>	46.978	47.404	48.568
<b>Potential cost pressure</b>	0	0.426	1.590

25. Works which started 2 years ago are now nearing completion with road opening only weeks away. Significant risks and significant additional costs have so far been avoided and/or mitigated. Budget pressures remain but the project team are working to manage and minimise impacts. There has been positive community engagement and many community initiatives realised.

### **MetroBus QPS**

26. A report on the development of a QPS and Voluntary Partnership Agreement (VPA) for MetroBus was presented to JTB on the 29<sup>th</sup> January 2016, with the recommendation that Members recommend to the Authorities to make the QPS and enter into VPAs to secure operation of MetroBus in the form presented, subject to clarification on a number of issues.

27. Bus operator engagement has continued through the year and has addressed issues that were unresolved in January. This includes confirmation of the following:

- The operation of the MetroBus Performance Review Group;
- Confirmation of powers to charge an access charge through the QPS;
- Confirmation of access charging and profit share arrangements;
- Review of the QPS Schedule 2 exclusion criteria, to mitigate concerns raised over the adverse impact of the Euro IV requirement for non-MetroBus services – proposed deferral unit January 2018;
- Strengthened provisions in relation to enforcement of authorised use of the facilities, and clarification that it will be a key task for the MetroBus; Performance Review Group to monitor the effectiveness of the regime and to press for improvement if necessary;

- Clarified availability of the facilities to long distance coach operations, school services and buses used in connection with special University events; and
- Detail of ticketing arrangements – provision is made in QPS/VPA for resolution during the Preparatory Period.

28. The operator engagement on MetroBus vehicle requirements has also informed a proposed change to these minimum requirements. It is now proposed to defer the full requirement for MetroBus vehicles to be a diesel/electric hybrid or 'greener' (e.g. biofuel etc.) alternative-fuelled vehicles for a maximum period of 2 years from the commencement of MetroBus services. All MetroBus vehicles in the interim period would still be required to meet Euro VI emissions standards.

29. Services operating under a QPS are commercially provided. We have received proposals from 2 bus operators to provide services covering the majority of the MetroBus network. Further engagement is ongoing to determine how these services will be provided in the multi-operator environment, and to resolve any gaps in the network. The aim to make the QPS and sign Voluntary Partnership Agreements (VPA) with each participating operator in early November.

## Finance

30. MetroBus is funded by the three partner local authorities and grant funding from the Department for Transport (DfT). In granting Full Approval for each of the MetroBus projects the Department for Transport (DfT) confirmed a maximum capped funding contribution of £113.246m as shown in Table 1. The local authorities promoting the schemes agreed a local authority funding contribution and to split the contribution based on the percentages shown in Table 1. The percentage local authority contribution also reflected the share of risk liability should project costs increase.

**Table 1 – MetroBus Project Overview**

Project	2015			% Local Authority Contribution		Project Local Authority Promoters
	Project Budget (£m)	DfT Project contribution (£m)	Local Authority Project Contribution (£m)			
AVTM	54.546	34.508	20.038	BCC – 80% NSC – 20%		Bristol City Council* North Somerset Council
NFHP	101.885	51.101	50.784	BCC – 50% SGC – 50% Up to Full Approval award	BCC – 39% SGC – 61% Following Full Approval Award	South Gloucestershire Council* Bristol City Council
SBL	46.978	27.637	19.341	BCC – 50% NSC – 50%		North Somerset Council* Bristol City Council
<b>Total</b>	<b>203.409</b>	<b>113.246</b>	<b>90.163</b>			

\*Local Authority leading the project

31. In 2015, the estimated cost for the whole MetroBus project was £203.4m. This was an increase of just under 4% compared to programme entry in 2011.
32. At their meeting on 9 September 2016 the Joint Transport Executive Committee agreed to extend the scope of AVTM to include for two MetroBus stops at Paxton Drive and to enhance the flood defence wall for Cumberland Road. These works are funded from outside the project and increase the budget available to the project from £54.55m to £55.3m. The current base project budget without the extended scope is shown in Table 1 as £54.55m.
33. An analysis of cost pressures and risks for the three projects was undertaken in September 2016, with an assessment of forecast outturn costs above budget at three sensitivity levels. The mid-point, S2, gives a value for a risk on the basis that it has a 50% probability of occurring, the lower-point, S1, a 30% and the upper-point, S3, an 80% probability of the risk occurring. The mid-point approach is the one normally taken by Government in assessing scheme costs.
34. The current forecast outturn costs across the three risk levels are shown in Table 2 below. Table 3 shows the total forecast above budget for each of the three local authorities. This is based on the percentage funding allocations across each of the three projects.

**Table 2 Sensitivity Testing by Project – Forecast Costs above Budget**

Forecast Outturn Cost (£m)			
Project	S1 – Lower Point	S2 – Mid Point	S3 – Upper Point
AVTM	54.5	55.2	56.1
NFHP	112.1	113.3	115.3
SBL	47.0	47.4	48.6
<b>Total</b>	<b>213.6</b>	<b>215.9</b>	<b>220.0</b>

**Table 3 Sensitivity Testing by Local Authority – forecasts above budget**

Local Authority	Total Risk Forecast above project budget by Local Authority (£m)		
	S1 - lower point	S2 – mid point	S3 – upper point
BCC	3.8	5.0	7.1
SGC	6.7	7.4	8.7
NSC	0.0	0.3	1.1
<b>Total</b>	<b>10.5</b>	<b>12.8</b>	<b>16.9</b>

35. Under this analysis only known current risks are analysed. AVTM and SBL have a good understanding of current risks and costs, as these projects are much more defined and construction more progressed. This is reflected in the fact that the forecast budget pressures for both of these schemes have only increased by 1% since July 2015 forecast cost outturns. NFHP is less progressed, therefore there are more outstanding risks that may lead to further cost pressures. This

being reflected in the forecast increase of 11% for NFHP over the same period.

36. South Gloucestershire Council has already put in place temporary funding to cover their share of a forecast costs increase up to £110.5m. Further consideration is being given to identify funding to cover the SGC contribution towards the additional cost pressures as part of the 2017/18 Capital Programme budget setting process. Consideration of their contribution to the forecast cost increase will be given by Bristol City Council at their Cabinet meeting in early November.
37. The significant cost pressures have arisen as follows;
- a. Protester Action and increased security across the programme;
  - b. AVTM - Network Rail design change requirement for AVTM as well as higher amounts than expected of non-inert materials found during construction, unforeseen ground conditions and a new foundation design has been required for AVTM to pass under an existing heritage structure owned by Network Rail; and
  - c. NFHP cost increases across all of the main construction contracts, but mainly the M32 junction and bus lane, City Centre, Bradley Stoke Way and East Fringe.
38. As a result of these pressures, the Mid Point Forecast Outturn Cost of for MetroBus is now estimated to be £215.9m, (compared to £203.4 in July 2015). However, this assessment is based on known costs and risks.
39. It is recommended that both BCC and NSC make financial provision for AVTM and SBL up to the P80 risk level, so that if risks arise which require additional capital funding then this is available to the projects. It should be emphasised that both these projects are endeavouring to manage risks within existing budgets. It is recommended that BCC and SGC find the additional funding to cover the forecast cost increases for NFHP.

### **Environmental Impact Assessment**

40. The schemes are designed to reduce car dependency and associated emissions. Full environmental impact assessments will be undertaken to support the necessary applications to build and operate the MetroBus major schemes.

### **Risk**

41. The established Project Boards for the major schemes have a consistent approach to project management, risk management and governance. The schemes have been progressed by the Project Boards using this approach.

### **Resources (financial and personnel)**

42. Resources to develop the schemes are identified through the Project Boards.

## **Equalities Implications**

43. There are no specific implications arising from the recommendation in this report.

## **Recommendation**

### **That Members:**

1. Note the progress made with bus operators and agree deferment of the full requirement for MetroBus vehicles to be a diesel/electric hybrid or 'greener' (e.g. biofuel) alternative fuelled for a maximum period of 2 years from the commencement of MetroBus services;
2. Recommend to the Authorities to make the QPS and enter into VPAs to secure operation of MetroBus to incorporate the changes made in paragraph 27;
3. Recommend that both BCC and NSC make financial provision for AVTM and SBL up to the P80 risk level, so that if risks arise which require additional capital funding then this is available to the projects; and
4. Recommend that both BCC and SGC find the additional capital funding to cover the forecast cost increases for NFHP.

### **Report Authors:**

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Chris Sane, SRO NFH, South Gloucestershire Council

Jen Pritchard, MetroBus Integration Manager

## BRISTOL CITY COUNCIL

### Place Scrutiny

17 November 2016

**Report of:** Service Director for Transport

**Title:** Supported Bus Services Review

**Ward:** Citywide

**Officer Presenting Report:** Ed Plowden/Nicola Phillips

**Contact Telephone Number:** x36568/x22582

### RECOMMENDATION

Place Scrutiny Commission is asked to consider the report and provide its comments on the consultation results and proposed tendering options.

#### Summary

The current supported bus service contracts are under contract until September 2017. As part of the review of the supported service network, we carried out a consultation to seek people's views on our supported services.

#### The significant issues in the report are:

- Bus service operation in Bristol and the role of Bristol City Council in supplementing the commercial network
- The scale of the supported service network and the timescale for review and retender
- Consultation results and budget pressures.

### Policy

1. Under the Joint Local Transport Plan 3, the West of England Authorities are creating attractive alternatives to the use of private cars, including through the phased development of a comprehensive, integrated public transport system embracing buses, coaches, rapid transit, rail, community transport, taxis, private hire cars and ferries. We aim to achieve a high quality transport system which is reliable, punctual and with frequencies that respond to the varying demands of residents, businesses and others in different parts of the region.

2. This will support and enable Bristol to maintain/improve public transport access and connectivity to jobs, educational and health facilities, shops and other services. More specifically related to supported bus services, in the West of England we are committed to continue supporting non-commercial bus services within available budgets.

## **Consultation**

### **3. Internal**

Internal consultation has taken place with the Place Directorate, through assistant mayoral briefings and Place scrutiny. Officers attended place scrutiny on 11<sup>th</sup> February 2016 to discuss transport poverty where our supported service consultation was discussed and scrutiny members requested additional questions and options to be added to the draft survey.

### **4. External**

Consultation was carried out with Bristol residents via a consultation survey form which was available in paper format and online.  
Local bus operators.

## **Context**

### **Background:**

5. Under the Transport Act 1985 bus services in England (outside London) were de-regulated and no longer under the control of local authorities. This led to the introduction of bus services operated by private bus companies, on a commercial basis. Local authorities are able to supplement the commercially provided network with services specified, contracted and financially supported by the authority, where it feels there is a need to do so. These are referred to 'supported bus services'.
6. The majority of bus services operating in Bristol operate on a commercial basis and the Council provides support to commercial operators for a number of supported bus services to complement the bus network. The Council is able to provide these services as they are deemed "socially necessary" (as defined by the 1985 Act) and would otherwise not be provided by the commercial bus network.
7. When contracting a supported bus service we need to have 'regard to the interests of the public and persons providing public transport in the local area' (Transport Act 2000). In contracting services, the Council must therefore ensure that the service does not directly impact commercial operators business by taking passengers away from an otherwise commercial bus service, which could affect the viability of the

service.

8. The 2015/16 core budget for supported bus services (not including Park & Ride and additional funding from s.106 agreements) is £1.86m. The contracts expire in September 2017 and so summer 2016 was the time to start to review how the funding can be invested most effectively to meet current needs.

### **Scrutiny February 2016:**

9. In February 2016 we attended Place Scrutiny to discuss the upcoming consultation and asked them to provide us with their feedback on the questions we would be asking and how we would be consulting members of the public.
10. They asked us to include the following:  
Purpose of journey to include: hospital/medical appointments  
Alternative method of journey to include: Scooter/Motorcycle  
Widen the venues that we put paper copies in to include hospitals and ensure Neighbourhood Partnerships were able to “signpost” people to the form.
11. Due to the changes to the Place Scrutiny board following the elections, all members of Scrutiny were contacted via email in June regarding the consultation exercise. Councillors were asked to provide comments on the proposed consultation.
12. We were asked to include the following:  
Purpose of journey to include: Leisure/Entertainment/Socialising and Visiting Friends and Relatives  
Details of users experience of accessibility to transport.
13. All of the above changes were incorporated into the consultation.

### **Consultation:**

14. The consultation ran from 22 August until 30 September and sought views from existing users of our supported services and the public’s view on unmet access needs and opportunities for new connections.
15. The consultation document was available to complete in both paper format and online. Paper copies were available on the specific buses providing the supported services, through passenger engagement on bus, posters on buses, Bristol City Council consultation hub, in libraries, through neighbourhood partnerships and equality groups.

### **Recent Studies:**

16. A recent study has been carried out by KPMG and the University of Leeds has looked into the value of the bus to society. This study has shown that a 10% improvement in local bus service connectivity in the 10% most deprived neighbourhoods in England would result in:

- 2.8% reduction in income deprivation, which equates to 22,647 people with increased income.
- 2.7% reduction in employment deprivation, which equates to 9,909 more people in work.
- 1.4% increase in people with adult skills, which equates to 7,313 people with adult skills.
- 0.7% increase in post 16 education
- Increase in life expectancy, which equates to an additional 2,596 years
- 3.6% overall reduction in deprivation

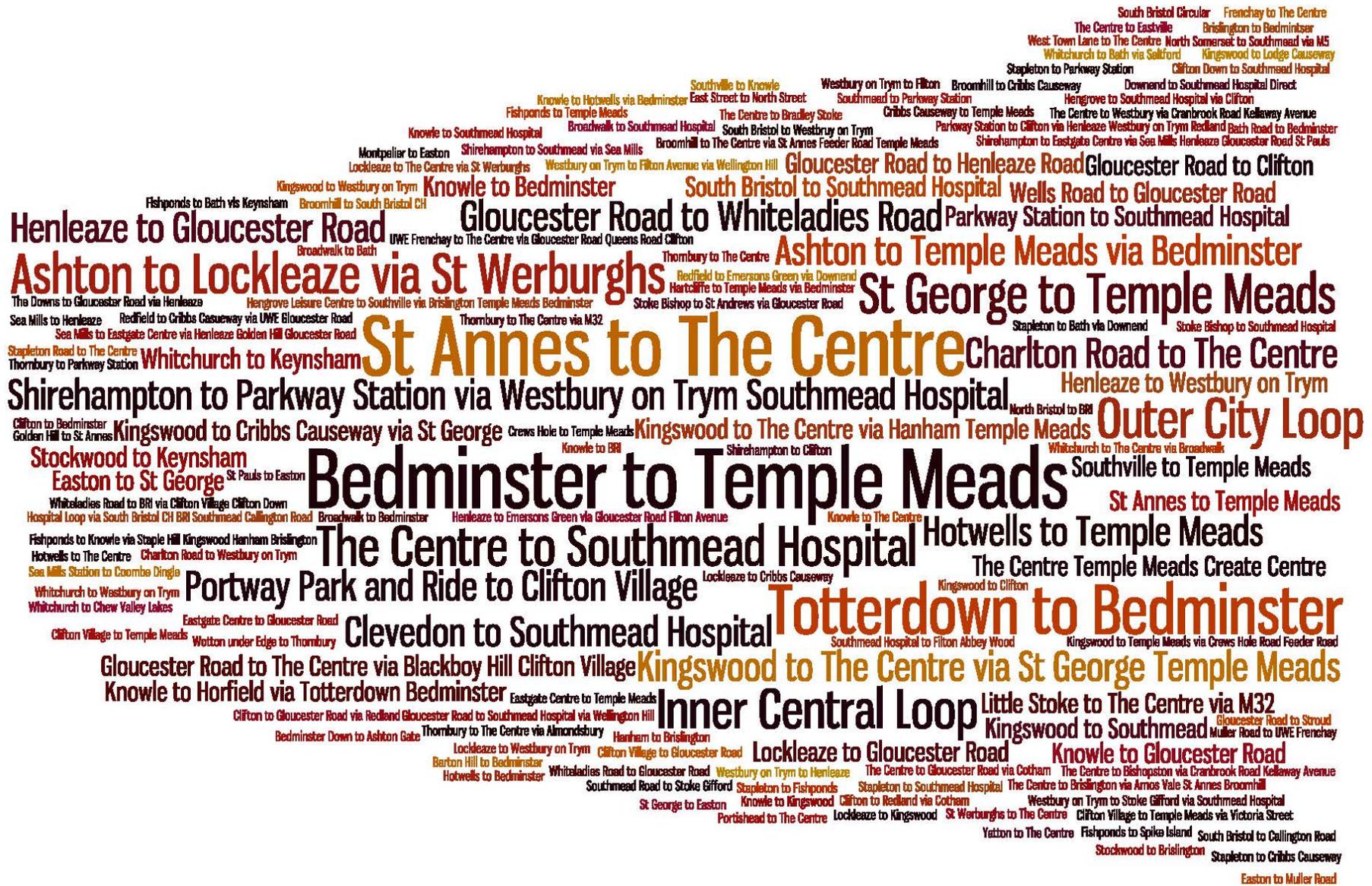
\*All of the above figures are from The Value of the Bus to Society study published by greener journeys.

17. KPMG has estimated that the wider social impacts add over 30% to the benefit-cost ratio of bus investment. This includes improved health, education, income and employment.

### **Key Findings:**

18. The consultation was successful and we received 1300 responses to the consultation. Of these 575 were online responses and 726 paper responses. As part of the consultation we asked for route suggestions which the residents felt were not being met. The below Word Clouds show what routes residents have requested.

# Route Suggestions





## **Timescales and Tendering:**

- 19.** We are currently working to the following timescales:  
Consultation – 22 August – 30 September 2016  
Review consultation responses – Mid-October – November 2016  
Prepare documentation – 7-18 November 2016  
Tenders out to bidders – 21 November – 23 December 2016  
Evaluation of tenders – 2-13 January 2017  
Cabinet – 24 January 2017  
Award Services – February/March 2017  
Register supported bus services with Traffic Commissioner – July 2017  
New timetables to go live - September 2017
- 20.** Due to the proposed budget cut in the corporate strategy, we are proposing to tender existing services which will not be taken on commercially and any new routes which have been identified through the consultation, on a variety of different timetable options. This will provide us with a full picture for our current supported services so we are able to see what services we are able to support in the future.

## **Consultation Results:**

- 21.** We are currently inputting all of the responses into a database and are about to start the analysis. As the analysis is just about to start we will provide a powerpoint presentation of the results of the consultation to the meeting.

## **Public Sector Equality Duties**

An equalities impact assessment will be undertaken as part of the commissioning process and the survey will provide data for this by collecting equalities information.

## **Legal and Resource Implications**

### **Legal**

None necessary for this report

### **Financial**

None necessary for this report

### **Land**

N/A

### **Personnel**

None necessary for this report

**Appendices:**

Appendix A: Supported Bus Service Consultation

**Background Papers:**

None.

**Public Consultation on Supported Bus Services**



## Introduction

Improving Public Transport has been a high priority for the council for over a decade, and continues to be as part of our corporate plan 2014-2017. We have had many major transport schemes over the years including the Greater Bristol Bus Network and the current MetroBus project.

This survey will form part of the council's review and assessment of supported bus services (excluding Park and Ride). We are seeking your views on our supported bus services, how they can be improved and what they will look like in the future, within the current financial climate.

The council has worked hard to make savings over the past 5 years including saving £1.5million from the supported bus services budget, which was achieved with a relatively small loss of access as many of the services were taken on commercially. Due to the continued tightening in national funding we remain vigilant that further savings maybe required from the supported services budget, and if so that we would have to prioritise our spending in this area. Should any savings be required the council will need to determine how to effect savings by reducing the number of services it supports. This assessment will be based on feedback from this consultation, the impact on the network, tender prices and value for money.

**Please note this could result in cuts to your local supported bus service** so it is important that you make your views heard so they can form part of the review.

## Bus Services Operating in Bristol

Most of the bus services operating in Bristol are 'commercial services' run by private businesses for profit. The council has little influence over these services. However we work with the bus companies to improve journeys through improved bus priority, bus stops, electronic real-time information and publicity. On commercial services, the council has no direct control of the route, timetables or fares. The council **does** improve the infrastructure – such as bus stops and bus lanes. And it **can** help with technology such as smartcards. Examples of commercial services are the daytime services on main routes into the city run by First.

The council **does not** pay anything towards keeping these services running except reimbursing bus companies for free travel by concessionary fare card-holders, which is a government requirement.

The council financially supports some transport services for the following reasons:

At times when commercial operators claim services or parts of services are unprofitable such as: routes with low passenger numbers, early morning services, late evening services and Sundays.

On routes which are deemed to be socially necessary or help connect commercially operated routes e.g. orbital services/shopper services. These financially supported services are known as Supported Bus Services. They currently cost £2,074,953 a year (2015/16) they are:

- Orbital services including 505/6 (around Southmead Hospital, Easton and other Bristol areas).
- Local shopper services including 511/2/3/4 (Knowle, Bedminster and Brislington orbitals)
- Add-ons to commercial bus services (early morning, late evening and Sunday services)

Please see Appendix A for further information on the supported bus services cost and passenger information.

**1. Are you answering this survey as:**

- A Bristol resident who uses subsidised bus services
- A Bristol resident who does not use subsidised bus services
- Someone who works for a company providing subsidised bus services
- Someone who works for Bristol City Council
- Other (please specify):.....

**2. Please state which, if any of the below subsidised local bus services you have used in the last 12 months?**

- 1** – Broomhill to Cribbs Causeway, Monday to Saturday: 21:15, 22:15 and 23:15 departures from Broomhill
- 1** – Cribbs Causeway to Broomhill, Monday to Saturday: 21:55 and 22:55 departures from Cribbs Causeway
- 2** – Stockwood to Cribbs Causeway, Monday to Saturday: 21:23, 22:23 and 23:23 departures from Stockwood
- 2** – Cribbs Causeway to Stockwood, Monday to Saturday: 22:06 and 23:06 departures from Cribbs Causeway
- 5** – Broadmead to Downend, Monday to Friday: 06:20, 06:50, 07:10 departures from Broadmead. Saturday: 06:30 departure from Broadmead.
- 5** – Broadmead to Downend, Monday to Friday: 20:25, 20:50, 21:20, 21:50, 22:20, 22:50 and 23:20 departures from Broadmead. Saturday: 20:20, 20:50, 21:20, 21:50, 22:20, 22:50 and 23:20 departures from Broadmead.
- 5** – Broadmead to Downend - Sunday: 09:00, 09:30, 09:50, 10:20, 10:50, 11:20, 11:50, 12:20, 12:50, 13:20, 13:50, 14:20, 14:50, 15:20, 15:50, 16:20, 16:50, 17:20, 17:50, 18:20, 18:50, 19:20.
- 5** – Downend to Broadmead, Monday to Saturday: 21:05, 21:35, 22:05 and 22:35.
- 5** – Downend to Broadmead, Sunday: 09:00, 09:50, 10:20, 10:50, 11:20, 11:50, 12:20, 12:50, 13:20, 13:50, 14:20, 14:50, 15:20, 15:50, 16:20, 16:50, 17:20, 17:50, 18:20, 18:50
- 6** – The Centre to Kingswood, Monday to Saturday: 21:25, 22:25 and 23:25 departures from the Centre
- 6** – Kingswood to The Centre, Monday to Saturday: 21:09 and 22:09 departures from Kingswood
- 7** – The Centre to Staple Hill, Monday to Saturday: 20:40, 21:40, 22:40 and 23:10 departures from the Centre
- 7** – Staple Hill to The Centre, Monday to Saturday: 21:57 and 22:27
- 24** – Ashton Vale to Southmead, Monday to Saturday: 20:38, 21:38 and 22:38
- 24** – Southmead to Ashton Vale, Monday to Saturday: 21:40 and 22:40
- 36** – The Centre to Hengrove Park, Monday to Saturday: 20:20, 20:50, 21:20, 22:20 and 23:30
- 36** – Hengrove Park to The Centre, Monday to Saturday: 21:10 and 22:20

- 36** – The Centre to Hengrove Park, Sunday: All journeys
- 36** – Hengrove Park to The Centre, Sunday: All journeys
- 50** – The Centre to Hengrove Park, Monday to Saturday: 22:40 and 23:40
- 50** – Hengrove Park to The Centre, Monday to Saturday: 20:25, 21:25 and 22:25
- 51** – The Centre to Hengrove Park, Monday to Saturday: 21:10, 22:10 and 23:10
- 51** – Hengrove Park to The Centre, Monday to Saturday: 20:55, 21:55 and 22:55
- 77** – The Centre to Thornbury, Monday to Saturday: All journeys
- 90** – Broadmead to Hengrove Depot, Monday to Saturday Evenings
- 505** – Long Ashton Park and Ride to Southmead Hospital, Monday to Sunday: All journeys
- 506** – Create Centre to Southmead Hospital, Monday to Saturday: All journeys
- 508** – Sea Mills to Southmead, Monday to Saturday: All journeys
- 511** – Hengrove to Bedminster, Monday to Saturday: All journeys
- 512** – Totterdown and Windmill Hill to Bedminster, Monday to Saturday: All journeys
- 513** – Knowle to Brislington, Tuesday and Thursday: All journeys
- 514** – Knowle to Brislington Tesco, Monday, Wednesday and Friday: All journeys
- 515** – Stockwood to Imperial Park, Monday to Saturday: All journeys

**3. How often you use these bus services?**

- Daily
- Once or twice a week
- 3 or 4 times a week
- Once or twice a month
- Once or twice a year
- Never used

**4. What times of the day do you use these bus services?**

- Before 09:00
- 09:00 – 16:00
- 16:01 – 19:00
- After 19:00

**5. Where do you travel to and from?**

Start: ..... Finish: .....

**6. What is the purpose of your journey?**

- Work
- School/College
- Shopping/Leisure
- Business
- Hospital/Medical appointments
- Leisure
- Entertainment
- Socialising
- Visiting friends/Relatives
- Other (please specify):  
.....

**7. If these services were no longer provided, how would you have made this journey?**

- |   |  |
|---|--|
| <input type="radio"/> Alternative bus service | <input type="radio"/> Taxi                                 |
| <input type="radio"/> Car                     | <input type="radio"/> Train                                |
| <input type="radio"/> Car Share               | <input type="radio"/> Scooter/Motorbike                    |
| <input type="radio"/> Community Transport     | <input type="radio"/> Walk                                 |
| <input type="radio"/> Cycle                   | <input type="radio"/> I would not have been able to travel |

**8. If these services were no longer provided what impact would this have on you?**

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

**9. How would you rate the current service provided?**

- |                                    |                                 |
|------------------------------------|---------------------------------|
| <input type="radio"/> Very Good    | <input type="radio"/> Poor      |
| <input type="radio"/> Good         | <input type="radio"/> Very Poor |
| <input type="radio"/> Satisfactory |                                 |

**10. Do you have any suggestions on how to improve these services?**

.....

.....

.....

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# Equalities Form

Bristol City Council is committed to making equal opportunities a reality in the provision of all of our services. We need to know who our customers are to check that everyone in the city is accessing the services they are entitled to and that no-one is discriminated against unlawfully. Information provided will be treated confidentially and in accordance with the Data Protection Act 1998 and only used to ensure that everyone is treated fairly.

Every year, each service gathers information about its customers to check whether the service is reaching all communities and takes action if necessary. Data on uptake of council services by equalities communities is published on our website at [www.bristol.gov.uk/equality](http://www.bristol.gov.uk/equality)

All questions are voluntary and it will not make any difference to the service you receive if you do not answer them. However, by answering the questions you will help us to ensure that our services are fair and accessible to all.

## 1. How would you describe your ethnic origin? (Please tick)

### White

- |  |   |
|--|---|
| <input type="checkbox"/> English/Welsh/Scottish/<br>Northern Irish/British | <input type="checkbox"/> Gypsy (including English, Scottish and<br>Roma Gypsy) or Irish Traveller |
| <input type="checkbox"/> Irish   | <input type="checkbox"/> Any other White background<br>(please describe)                          |
| <input type="checkbox"/> Eastern European                                  | .....   |

### Mixed / multiple ethnic groups

- |   |  |
|---|--|
| <input type="checkbox"/> White and Black Caribbean            | <input type="checkbox"/> Any other Mixed/multiple ethnic<br>background (please describe) |
| <input type="checkbox"/> White and Black African (non Somali) | .....  |
| <input type="checkbox"/> White and Asian                      |  |

### Asian / Asian British

- |                                      |  |
|--------------------------------------|--|
| <input type="checkbox"/> Indian      | <input type="checkbox"/> Caribbean                                       |
| <input type="checkbox"/> Pakistani   | <input type="checkbox"/> Any other Asian background<br>(please describe) |
| <input type="checkbox"/> Bangladeshi | .....  |
| <input type="checkbox"/> Chinese     |  |

### Black / African / Caribbean / Black British

- |   |  |
|---|--|
| <input type="checkbox"/> African (non Somali) | <input type="checkbox"/> Any other Black / African / Caribbean<br>background (please describe) |
| <input type="checkbox"/> Somali               | .....  |

**Other ethnic groups**

- Arab
- Iranian
- Iraqi
- Kurdish
- Turkish
- Any other ethnic group (please describe)  
.....
- Prefer not to say

**2. What is your gender?**

- Female
- Male
- Prefer not to say

**3. Are you transgender?**

(Is your gender identity different from the gender you were assigned at birth?)

- Yes
- No
- Prefer not to say

**4. What is your age group?**

- 15 or under
- 16 to 24
- 25 to 49
- 50 to 64
- 65 to 74
- 75 and over
- Prefer not to say

**5. Do you consider yourself to be a disabled person?**

- Yes
- No
- Prefer not to say

**5b It helps us to know whether we are reaching all disabled people, please can you tick the relevant impairment (disability) group below and you are welcome to tick more than one box if appropriate.**

- Physical impairment
- Visual impairment
- Hearing impairment
- Deaf BSL user
- Learning difficulties
- Specific learning difficulties like dyslexia
- Mental and emotional distress
- A health condition e.g hiv, multiple sclerosis, cancer
- Prefer not to say

**6. Please say how you would you usually describe your sexual orientation?**

- |                                |   |
|--------------------------------|---|
| <input type="radio"/> Lesbian  | <input type="radio"/> Heterosexual (straight) |
| <input type="radio"/> Gay      | <input type="radio"/> Prefer not to say       |
| <input type="radio"/> Bisexual |   |

**7. What is your religion?** (Each category includes all denominations and sects)

- |                                   |   |
|-----------------------------------|---|
| <input type="radio"/> No religion | <input type="radio"/> Muslim  |
| <input type="radio"/> Christian   | <input type="radio"/> Sikh  |
| <input type="radio"/> Buddhist    | <input type="radio"/> Any other religion or belief<br>(please describe) |
| <input type="radio"/> Hindu       | .....   |
| <input type="radio"/> Jewish      | <input type="radio"/> Prefer not to say                                 |

**8. I do not wish to provide any of the information requested on this form**

- (Please tick)

<b>Appendix A - Supported Bus Services Cost and Passenger Information (based on 15/16 figures)</b>						
<b>Service</b>	<b>Summary of Route</b>	<b>Current Provider</b>	<b>Cost Per annum</b>	<b>Annual Total Passengers</b>	<b>Cost per passenger Journey</b>	<b>Notes</b>
Commercial Add On's						
1	Broomhill, The Centre, Westbury on Trym, Cribbs Causeway	First	£22,674	40932	£0.55	
2	Stockwood, Knowle, The Centre, Henleaze, Cribbs Causeway	First	£24,520	45434	£0.54	
5	Oldbury Court, Stapleton, St Pauls, The Centre	First	£7,167	29851	£0.24	
5	Oldbury Court, Stapleton, St Pauls, The Centre	First	£37,162	23833	£1.56	
5	Oldbury Court, Stapleton, St Pauls, The Centre	First	£27,340	31090	£0.88	
6	Kingswood, Hillfields, Whitehall, The Centre	First	£31,469	22716	£1.39	South Gloucestershire Council provide support towards these journeys
7	Staple Hill, Soundwell, Speedwell, Whitehall, The Centre	First	£30,002	27439	£1.09	South Gloucestershire Council provide support towards these journeys
24	Ashton Vale, Bedminster, The Centre, Eastville, Lockleaze, Southmead Hospital	First	£55,289	43156	£1.28	
36	Hengrove Park, Knowle, Brislington, St Annes, The Centre	First	£57,546	28433	£2.02	
36	Hengrove Park, Knowle, Brislington, St Annes, The Centre	First	£26,029	25026	£1.04	
50	Hengrove Park, Whitchurch, Knowle, The Centre	First	£13,395	12502	£1.07	
51	Hengrove Park, Whitchurch, Hengrove, Totterdown, The Centre	First	£24,470	25487	£0.96	
77	The Centre, Bishopston, Westbury on Trym, Southmead, Bristol Parkway, Almondsbury, Thornbury	First	£62,861	248693	£0.25	South Gloucestershire Council and Section 106 funding provide support towards this service.
90	Hengrove Depot, Knowle, Bedminster, The Centre	First	£44,470	28125	£1.58	

Orbital Services						
505	Long Ashton Park and Ride, Clifton, Bristol Zoo, Redland, Horfield, Southmead Hospital	Wessex Connect	£527,451	162206	£3.25	Section106 funding provides support towards this service.
506	Create Centre, Temple Meads, Broadmead, Lawrence Hill, Easton, Eastville, Southmead Hospital	Wessex Connect	£357,451	89366	£4.00	
508	Sea Mills, Coombe Dingle, Westbury on Trym, Southmead	Wessex Connect	£83,748	21093	£3.97	
Shopper Services						
511	Hengrove, Knowle, Bedminster	Wessex Connect	£57,016	25976	£2.19	
512	Bedminster, Windmill Hill, Totterdown	Wessex Connect	£77,558	18616	£4.17	
513/514	Knowle, Arnos Vale, St Annes, Brislington, Brislington Tesco (514)	Wessex Connect	£41,084	15088	£2.72	
515	Stockwood, Whitchurch, Hengrove Park, Imperial Park	Abus	£108,226	36499	£2.97	



You can send your  
completed forms back by  
**30 September 2016** via  
our Freepost address  
below:

**Freepost RTKJ-SGBZ-ULSH  
Sustainable Transport –  
Bus Consultation (City Hall)  
Bristol City Council  
PO Box 3176  
BS3 9FS**

Documents available in other formats:

If you would like this information in another language, Braille,  
audio tape, large print, easy English, BSL video or CD rom or  
plain text please contact: **Sustainable Transport**

Stay in touch with your council [www.bristol.gov.uk/signup](http://www.bristol.gov.uk/signup)

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# Place Scrutiny Commission 17<sup>th</sup> November 2016



**Report of:** Anna Klonowski, Interim Strategic Director of Business Change

**Title:** Scrutiny Work Programme

**Ward:** n/a

**Officer Presenting Report:** Johanna Holmes, Policy Advisor - Scrutiny

**Contact Telephone Number:** 0117 9036898

## Recommendation

That Members note the Work Programme.

## Summary

The report provides details of forthcoming topics for Scrutiny, which were selected by Members in September 16.

## The significant issues in the report are:

The priority topics for Scrutiny.



People Scrutiny Work Programme Items	Neighbourhoods Scrutiny Work Programme Items	Place Scrutiny Work Programme Items	Business Change & Resources Scrutiny Work Programme Items	Overview & Scrutiny Management Board Work Programme Items
<b>September 2016</b>				
Performance monitoring	Annual Report from Director of Public Health Suggested methodology: Report to meeting (People commission invited to attend)	Local Flood Risk Management Strategy Suggested Methodology: report to meeting	Q1 Finance Monitoring for Business Change	Audit Referral re Public Engagement
Risk Register	Sexual Health Re-procurement (People commission invited to attend)	Residents Parking Schemes	Q1 Performance Report for Business Change	Cabinet Referral re the Elimination of the Gender and Race Pay Gap
BCC Adult Social Care Strategic Plan	Mental Health & Neighbourhoods (already agreed by Chair)	Q1 Performance Report	Business Change Directorate Risk Register	BCC International Strategy (Place)
Children Services Improvement Plan Year 2	Risk Register		Quarterly Update re Outcomes of Legal Cases (will be part of performance report) - TBC	Mayor's Response re Cabinet Referral - Budget Timetable and Mayor's Forward Plan
Bristol's Strategy for Children, Young People and Families & Children and Family Partnership work programme (N'ds Commission invited to attend)	NPs positioning briefing (no paper or dem services deadlines) to determine dates and format of further NP scrutiny through the municipal year			Scrutiny Work Programme - standing item
				Mayor's Forward Plan – standing item
				Scrutiny Resolution and Full Council Motion Tracker – standing item
				Protocol for dealing with exempt items
				Delivering the Corporate Plan – Outturn Performance Report for 2015/16
				Performance Indicators – Agreeing the best approach
				Q1 Financial Monitor

People Scrutiny Work Programme Items	Neighbourhoods Scrutiny Work Programme Items	Place Scrutiny Work Programme Items	Business Change & Resources Scrutiny Work Programme Items	Overview & Scrutiny Management Board Work Programme Items
<b>October 2016</b>				
The draft Corporate Strategy 2017-2022, Business Plan 2017/18 and Medium Term Financial Plan 2017/18 – 2021/22 (1 of 2)	The draft Corporate Strategy 2017-2022, Business Plan 2017/18 and Medium Term Financial Plan 2017/18 – 2021/22	The draft Corporate Strategy 2017-2022, Business Plan 2017/18 and Medium Term Financial Plan 2017/18 – 2021/22	The draft Corporate Strategy 2017-2022, Business Plan 2017/18 and Medium Term Financial Plan 2017/18 – 2021/22	
Models of Health and Social Care a) Better Care, b) Three tier model (to be preceded by an informal briefing regarding good practice in involving disabled people in service design and evaluation and co-production).	Budget Analysis for Neighbourhoods	Public Transport Information Strategy	Up-date: - Member's ICT Issues	
Re-commissioning Bristol Youth Links	Playing Pitch Strategy	Resilience Strategy		
	Herbicide Safe Alliance			
	Young People's Housing Pathway Plan			
<b>November 2016</b>				
The draft Corporate Strategy 2017-2022, Business Plan 2017/18 and Medium Term Financial Plan 2017/18 – 2021/22 (2 of 2)	Housing Delivery - positioning update paper	Joint Spatial Plan (WoE Joint Scrutiny)	Business Change Finance Information (extracted from Cabinet Report)	The draft Corporate Strategy 2017-2022, Business Plan 2017/18 and Medium Term Financial Plan 2017/18 – 2021/22
Annual Safeguarding Adult's Report	Libraries of the Future – update to Scrutiny	Joint Transport Study (WoE Joint Scrutiny)	In-depth Review: Bristol Workplace Programme (BWP). - To include up-date on Romney House Situation	Mayor's Forward Plan – standing item
Corporate Parenting Panel Annual report	Urban Parishes (information item)	Up-date on previous Transport Inquiry Day Recommendations	BCC Procurement - up-date	Scrutiny Resolution and Full Council Action Tracker – standing item
Annual Safeguarding Children's Report		MetroBus (WoE Joint Scrutiny)		Scrutiny Work Programme - to approve the outcomes from the workshop
Bristol as City of Sanctuary and Supporting refugees and asylum		Supported Bus Services		Democratic Engagement

People Scrutiny Work Programme Items	Neighbourhoods Scrutiny Work Programme Items	Place Scrutiny Work Programme Items	Business Change & Resources Scrutiny Work Programme Items	Overview & Scrutiny Management Board Work Programme Items
seekers, including unaccompanied minors / care leavers				
Home Care update		Cabinet Member Q&A Session		Preparing for Future Devolution Deals
<b>23rd Nov - Meeting in common</b> with South Gloucestershire Health Scrutiny Committee to receive an update on the University Hospitals Bristol response to the Verita Independent Report.				
<b>December 2016</b>				
<b>INQUIRY DAY</b> School places and admissions, to include information on exclusions and the Integrated Education and Capital Strategy (All Councillors invited to attend)	**No Neighbourhoods meeting in December**	Q2 Performance Monitoring	Business Change Finance Information (extracted from Cabinet Report)	Budget Scrutiny
		Directorate Risk Register	Q2 Performance Report for Business Change	Future of Performance Reporting
<b>1<sup>st</sup> December – Meeting in common with South Gloucestershire Health Scrutiny Committee and North Somerset Health Committee:</b> Bristol, North Somerset and South Gloucestershire Sustainability and Transformation Plan (STP) (Neighbourhoods Scrutiny Councillors invited to attend)		Revenue Generation and Asset Sales (TBC)	Quarterly Update re Outcomes of Legal Cases (will be part of performance report)	Process for Dealing with Exempt Material
		BCC's strategic principles for management of its investment property (BC&R invited to attend) (TBC)	Debt Collection – what is/isn't being collected effectively & current policies	Democratic Engagement Select Committee Terms of Reference
		Community Buildings (N'ds invited to attend) (TBC)	BCC Reserves and Provisions (TBC if BC&R or OSMB)	Scrutiny Resolution and Full Council Action Tracker –

People Scrutiny Work Programme Items	Neighbourhoods Scrutiny Work Programme Items	Place Scrutiny Work Programme Items	Business Change & Resources Scrutiny Work Programme Items	Overview & Scrutiny Management Board Work Programme Items
				standing item
			ICT Spending Pressure – <i>Standing Item</i>	Mayor's Forward Plan – standing item
<b>January 2017</b>				
Performance monitoring	Neighbourhood Partnerships	Place Budget Scrutiny	Change Programme	Companies' Business Plans (to include exempt information)
Annual Education Performance – All Key Stages	Review of Parks - positioning statement	North Fringe and Cribbs Patchway New Neighbourhood	ICT Projects	<i>Provisional item</i> - Budget Scrutiny
Children Services Improvement Plan Year 2	Supermarkets dealing with waste - update after Core Cities meeting	MetroWest (WoE Joint Scrutiny)	Channel Shift - how to provide quality services for customers	Elimination of the Gender and Race Pay Gap
<i>Oversight of commissioning / monitoring of contracts / procurement process (tax avoidance) – Business Change and Resources Scrutiny will take the lead (to be scheduled)</i>	Finance Update	Prince Street Bridge Report	Benefits Realisation - business case and review of performance (link with Change Programme paper)	Equalities Action Plan
Commissioning approach	Performance Information - Q2		ICT Strategy - performance, efficiencies cost overruns, technology etc.	Scrutiny Resolution and Full Council Action Tracker – standing item
			Review of Agile Working (Bristol Workplace) - costs, provision of services and impact on staff (subject to ensuring no duplication with HR Committee etc.)	Mayor's Forward Plan – standing item
			Business Change Finance Information (extracted from Cabinet Report)	
			ICT Spending Pressure – <i>Standing Item</i>	

<b>February 2017</b>				
Meeting in common with South Gloucestershire Health Scrutiny Committee to receive an update on the University Hospitals Bristol response to the Independent Review of	Review of the Housing Revenue Account Business Plan	Air Quality <i>Suggested Methodology:</i> report to meeting (N'ds invited to attend)	Legal Services – business model, best practice and next steps	Mayor's Forward Plan – standing item

Children's Cardiac Services in Bristol and a Review of pre-operative, perioperative and postoperative care in cardiac surgical services.				
	<i>Provisional Item</i> - Local Council Tax Reduction Scheme	Bristol Transport Plan/City Centre Movement Strategy	Procurement & Social Value Policy – Up-date	Scrutiny Resolution and Full Council Action Tracker – standing item
	Bristol Waste Company	Cultural Strategy - Plus up-date on the Dec 15 Culture Inquiry Day Recommendations	ICT Spending Pressure – <i>Standing Item</i>	Annual Performance Report
	Trial of Glyphosphate-Free Weed Treatment - Report back			Arena Update (WoE joint scrutiny also looking at the Arena)
				Green Capital - maintaining the momentum – presentation and discussion

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### March 2017

Performance monitoring	Performance Information - Q3	Performance Monitoring	Q3 Finance Monitoring for Business Change	Mayor's Forward Plan – standing item
Risk Register	Risk Register	Energy Services	Q3 Performance Report for Business Change	Scrutiny Resolution and Full Council Action Tracker – standing item
Health and Wellbeing Board work programme – joint with Neighbourhoods	Finance Update	Climate Change and Energy Security Framework	Business Change Directorate Risk Register	Q3 Financial Monitor
Mental Health themed updates including a) Mental health working group action plan b) Update following Mental Health Summit, c) Update following Freedom of Mind festival (Young People's Mental Health), d) Provision of mental health services (including provision of beds and maternal beds), e) The use of police custody as a place of safety (Neighbourhoods Scrutiny Councillors invited to		Warm Up Bristol	Quarterly Update re Outcomes of Legal Cases (will be part of performance report)	Update from the Brexit Working Group

attend).				
			ICT Spending Pressure – <i>Standing Item</i>	
<b>April 2017</b>				
- Health Providers - Quality Account reports (joint working with South Gloucestershire Council to be explored)		Joint Spatial Plan <i>Suggested methodology:</i> report to meeting (WoE joint scrutiny)		
- Other health updates (Members to highlight required information)		Joint Transport Study <i>Suggested methodology:</i> report to meeting (WoE joint scrutiny)		
		Colston Hall		
<b>May 2017</b>				
No items scheduled		Visit to the Bottle Yard Studios and Filwood Green Business Park		
<b>June 2017</b>				
Youth Links re-commissioning update	Performance Information - Q4			Q4 Financial Monitor
Children Services Improvement Plan Year 2	Risk Register			
	Finance Update			
<b>July 2017</b>				
<b>Education themed meeting</b>				
Update on the Employment and Skills strategy (to include information on work experience)				
Learning City Board Work programme				
SENCO responsibilities, SEND reforms and High Needs funding – the impact on pupils and their learning				
Alternative Learning update report (including information on exclusions)				
<b>Items to be scheduled</b>				

Youth Offending Team update (to include information about CYP in Gangs)	Council Tax Reduction Scheme	Cultural Strategy	Income Generation - review of outcomes following KPMG review	<i>Provisional item</i> – Update (s) from the Future of Devolution Working Group
	Information, Advice and Guidance Review	Long Ashton Park and Ride - Management		<i>Provisional item</i> – Update (s) from the Democratic Engagement Select Committee
	Libraries			
	Voluntary Community Sector			
	Provisional - TBC by Strategic Director - Briefing on Information, Advice and Guidance Review			