

Cabinet

1st 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.

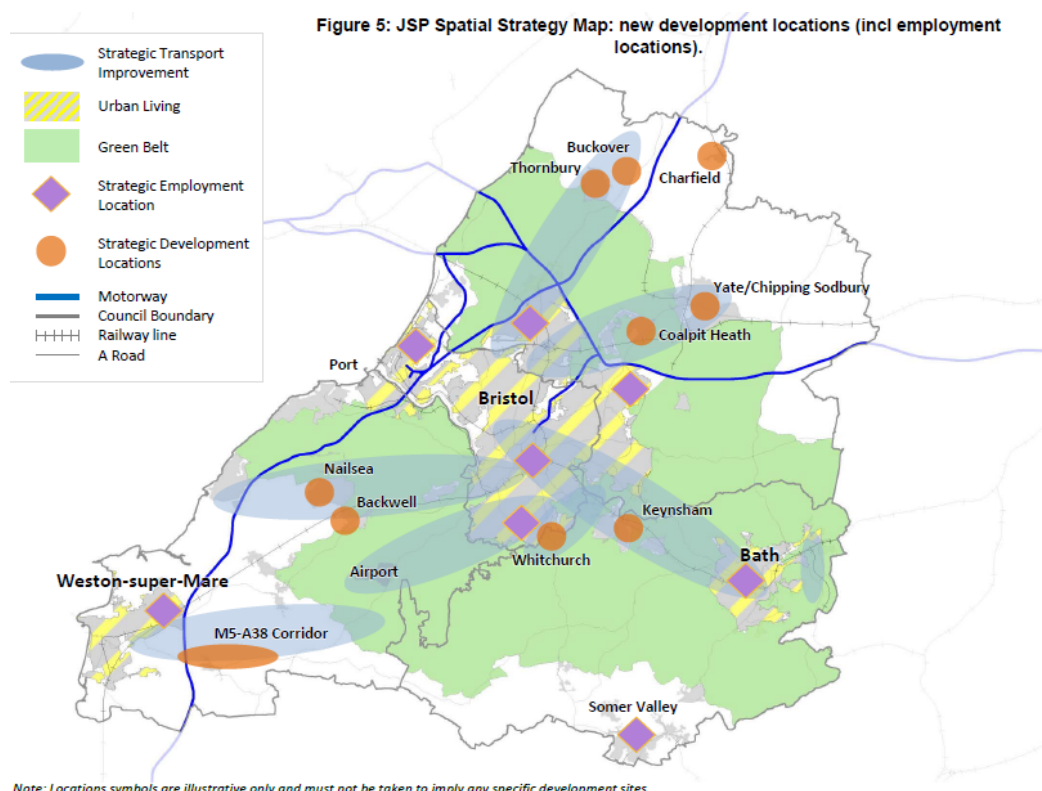
7. Due to the level of need a significant proportion of the overall housing target would need to be delivered as affordable housing. The consultation document at Appendix 1 sets out the scale of this

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.	Low	Low	Risks related to the JSP and JTS will be managed through the joint JSP/JTS Project Board.	Lowh	Low	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 mitigation)	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	There are no risks arising directly from this report.	Low	Low	Risks related to the JSP and JTS will be managed through the joint JSP/JTS Project Board.	Low	Low	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)