

# **Appendix 1 to P&R Committee Report**

## **New South Gloucestershire Council**

### **Local Plan 2018 - 2036**

**Proposed scope, priorities and programme for the  
preparation of the new South Gloucestershire Local  
Plan**

*'Looking ahead and planning for our future'*

**South Gloucestershire Council**

**December 2016**

## **Introduction**

South Gloucestershire Council are publishing this paper to give notice of its intention to prepare a new Local Plan. This will be called the new South Gloucestershire Local Plan (SGLP). It will cover the whole of the administrative area of South Gloucestershire for the period 2018-2036. The purpose of this paper is to set out the scope, methodology and programme for preparing the new Local Plan. It also introduces and explains the strategic priorities for the area and how the Council intends to deliver new development that reflects the vision and aspirations of our local communities and the needs of people who live, work and invest in South Gloucestershire.

Changes to the planning system have introduced new and challenging demands on how local plans are to be prepared. We also know from feedback received previously, that an overly extended phase of exploring key issues can result in the overall timetable for preparing the Plan becoming protracted. With this in mind, we have decided to make some changes to how the new SGLP will be progressed and what it will contain, compared to current local plan documents like the Core Strategy.

You may also be aware that South Gloucestershire is working with the other three West of England unitary authorities to prepare the Joint Spatial Plan (JSP). The JSP relates very closely to our new SGLP and it is important that we explain how this will work and the relationship between the two plans.

Early and meaningful engagement and collaboration with local communities, organisations, businesses and other stakeholders is essential. Ensuring that a wide section of our communities and other interested parties are well-engaged from the start and are involved in how the Plan is prepared is a key objective. Our aim is as far as possible to reflect a collective vision and set of agreed priorities for the sustainable development of the area.

In this way we hope to ensure everyone who has an interest in the new SGLP is aware of our intentions. It also means having achieved consensus on some key parts of the Plan, we can hopefully move more quickly into the next phase which is to publish a draft version of the Plan in 2017.

To help achieve the points raised above, this the paper is structured around 6 main sections as follows:

**Section 1:** Introduction and background to why a new local plan is required

**Section 2:** Relationship with the Joint Spatial Plan and Duty to Cooperate

**Section 3:** Scope of the new SGLP, its key priorities and vision

**Section 4:** Relationship with Community Infrastructure Levy

**Section 5:** Initial work tasks and process for undertaking the new SGLP

**Section 6:** New SGLP programme, community engagement, and keeping in touch.

**We are using this paper to set the overall context and challenges the Plan has to address, as well as explaining the process of how the Plan will be prepared and what it will contain.**

**A number of questions have been presented throughout this document. These are also set out in section 6 to aid your response and provide you with a chance to comment. Let us know what you think**

## **Purpose of the Commencement Document**

Planning law requires that planning decisions are made in accordance with the Council's Development Plan. This document is a notice of intent that a new Local Plan will be prepared for South Gloucestershire. It will be a development plan document (DPD) covering the whole administrative area of South Gloucestershire and the plan period will be 2018-2036. This is consistent with the plan period of the JSP. This document outlines the proposed scope of the new Local Plan DPD; its relationship to other plans; and the methodology and programme for its preparation and invites comments on these issues<sup>1</sup>

We think it is important to have this new Plan because:

1. When our Core Strategy was found sound and adopted in December 2013 it was a condition that the Council should undertake a review of its Core Strategy to be completed by 2018.
2. Only by having an up to date Plan can the council comply with planning law<sup>2</sup> and government guidance<sup>3</sup> thereby ensuring full weight can be given to the local plan when making planning decisions.
3. It will provide a key policy framework delivery mechanism to take forward the ambition and objectives of the West of England Joint Spatial Plan (JSP) and the West of England Devolution Agreement (March 2016) as well as the plans and programmes of the Council and our partners.

## **Section 2: Relationship with the Joint Spatial Plan and Duty to Co-operate**

### **What is the Joint Spatial Plan (JSP)?**

South Gloucestershire has joined forces to work with the three other Unitary Authorities (UAs) of Bristol City Council, Bath and North East Somerset Council and North Somerset Council to prepare a new development plan document, **the Joint Spatial Plan (JSP)**. This will cover all four UA areas and will provide a new strategic planning context for the whole of the West of England City Region for the period to 2036. More details about the JSP are available at: [www.jointplanningwofe.org.uk](http://www.jointplanningwofe.org.uk)

The JSP will set out the overall amount of development, where it should go and why across the West of England region and the infrastructure needed to support that growth. By working on this strategy together, the aim is to ensure that development is sustainable and takes account of the fact that people live, work and travel across council boundaries, which means that what happens in one area affects its neighbours.

### **How will the JSP impact on our new SGLP?**

As a formal statutory DPD, the JSP will provide the strategic context covering the period 2018 to 2036, which the South Gloucestershire new Local Plan will need to comply with. What this means is that the amount and locations of new housing and employment set out in the JSP which relate to South Gloucestershire will need to be delivered by the SGLP. Both Plans upon their adoption will therefore be used by South Gloucestershire Council to determine planning applications.

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<sup>1</sup> Regulation 18 (1) of the Town and Country Planning (Local Planning) (England) Regulations 2012.

<sup>2</sup> 2004 Planning and Compulsory Purchase Act and 2016 Housing and Planning Act.

<sup>3</sup> National Planning Policy Framework paragraph 15

Consequently, having collaborated in preparing the JSP and its final growth targets and the broad locations where this should be located, there will be an expectation that South Gloucestershire will set out the detailed policy framework through its new Local Plan to ensure that the quantum of growth that relates to the District is achieved. In essence it will comply and be in conformity with the JSP.

As it currently stands, we expect the JSP to establish specific growth targets and, as appropriate, the broad locations where that growth should take place as follows:

- allowance for the amount of new development that is likely to be delivered from maximising the potential of urban areas through the re-use and redevelopment of brownfield land (previously developed land) to promote urban living;
- indicate broad locations for new greenfield strategic development; and
- allowance for the amount of smaller-scale development which will address local growth needs, particularly in rural areas.

**This represents a fundamental change to the Core Strategy approach. Through the JSP the new South Gloucestershire Local Plan will be required to deliver certain growth targets as set out above. Further information about the level of growth currently identified by the JSP for South Gloucestershire is available at [www.jointplanningwofe.org.uk](http://www.jointplanningwofe.org.uk)**

#### **Duty to Co-operate**

Section 110 of the Localism Act sets out the Duty to Cooperate and requires authorities to “*engage constructively, actively and on an on-going basis*”. It seeks to ensure that local planning authorities lead strategic planning through their local plans, addressing social, environmental and economic issues that can only be addressed effectively by working with other local planning authorities beyond their own administrative boundaries.

By working in this way to prepare both the JSP and our new SGLP, we are confident the Duty to Co-operate on planning issues that cross administrative boundaries will be met. In particular this relates to demonstrating we have sought to work closely with our adjoining local authorities, government agencies and partners on key strategic planning/ cross boundary issues. Strategic issues to which the Duty will apply will be kept under review as we prepare the new SGLP, however, at this point in time we think our particular strategic priorities under the Duty relate to:

- a) delivery of homes and jobs and the strategic cross boundary implications of planning for this amount and type of development;
- b) assessment and delivery of the provision of infrastructure for transport, telecommunications, community, health and cultural infrastructure, wastewater and water supply and flood risk where generate they either cross boundary or come close to our authority boundary;
- c) cumulative impact of amount of smaller-scale development which will address local growth needs, particularly in rural areas which come close to the boundary with another authority; and
- d) context set by the imperative to address climate change mitigation and adaption, conservation of the natural and historic environment, including the quality of the natural landscape and built heritage.

### **How do the JSP and new SGLP work together?**

We consider that with these arrangements in place, we are better able to deliver the Government's commitment to plan making and the importance of having an up to date local plan in place. Our reasons for this are as follows:

1. Through the JSP we will have the debate and discussion once and in one place about the overall level and distribution of homes and jobs and the infrastructure needed to support new sustainable growth for the whole of the West of England. This will establish the broad locations for strategic development which will be presented on a Key Diagram.
2. Our new SGLP will follow closely on from the JSP, and will allocate sites on a Policies Map to promote the requisite amount of development identified for South Gloucestershire through the JSP. It will bring forward new land where necessary and provide detail on its form, scale, access and quantum of development where appropriate, as well as the new suite of planning policies needed to deliver sustainable development in South Gloucestershire.
3. We won't reopen and repeat matters that have been addressed through the JSP. This means less time will be needed to prepare our new Local Plan as many of the 'key questions' i.e. how much new growth and where strategic growth should be located will have been prepared and fully tested through the JSP. This will also mean we can focus more on local issues. More information about this is set out in Section 3 below.

The commitment to this approach has been set out in the West of England Devolution in Principle Agreement (March 2016). Through these processes and actions the Council will ensure it has complied with the Duty to Co-operate.

### **What the new SGLP won't cover**

As explained above, it is not considered necessary for new SGLP to undertake further development of strategic matters which have been addressed by the JSP, provided it follows on in short order.

Accordingly the preparation of the Plan must aim to ensure the submission version of the new Local Plan and its Examination in Public (EiP), is held as near as practically possible following the close of the JSP EiP/ adoption, which is currently timetabled for mid-2018. This is to avoid having to re-examine and re-run housing supply and demand matters that will be discussed and fully debated through the JSP preparation and examination process.

The new SGLP will also not reproduce policies for the use and management of land where sufficient guidance is provided by the NPPF and NPPG. More information on this is set out in Section 5.

Finally, we are not proposing to include waste policies in the new Plan. Any review of the current Joint Waste Core Strategy would require a new updated evidence base and supporting policy review. This would need to be addressed at the West of England level. This work would be expected to be undertaken following the adoption of the JSP.

**We are keen to know what cross boundary strategic matters neighbouring authorities, government agencies etc. would like to engage with us on and what methods of engagement would best suit.**

## **Relationship with Neighbourhood Plans in South Gloucestershire**

Neighbourhood Plans are community led frameworks for guiding the future development and growth of an area produced in line with national guidance, which when adopted form part of the council's up to date development plan<sup>4</sup>. To meet the basic conditions set out in this guidance Neighbourhood Plans must be in general conformity with the strategic policies in the development plan for the local area. In South Gloucestershire, this will include policies in the JSP and new SGLP. The Council will continue to advise communities undertaking work on neighbourhood plans alongside preparing the new SGLP.

## **Section 3: Scope of the new SGLP, its key priorities and vision**

### **Scope of the new SGLP**

Having explained the background and context which will have a direct impact on how the new SGLP will be prepared, and how the context is different to when we prepared the Core Strategy, this section explains more about what we think will shape and inform the new SGLP.

Government policy states Local Plans should be aspirational but realistic. In doing so local plans should address the spatial implications of economic, social and environmental change. Having carefully reviewed Government policy and within the context of the Council's commitment to work jointly to prepare the JSP crucially we consider our new SGLP should:

- i. plan positively to deliver the outcomes of the JSP by allocating sites to promote strategic and smaller scale development and provide detail on the form, scale, access and quantum of development where appropriate through making allocations and land-use designations on a policies (proposals) map;
- ii. update and replace the Council's adopted Core Strategy and the Policies, Sites and Places DPD, and consolidate these into a single Local Plan. The new SGLP will also address any required updating to the Council's policy framework for minerals and waste planning;
- iii. respond to the challenges posed by climate change in delivering sustainable development and growth in South Gloucestershire up to 2036; to enable carbon reduction targets to be met, and ensuring new development is resilient to the impacts of climate change.
- iv. co-operate with our neighbouring authorities, public, voluntary and private sector organisations;
- v. provide a policy framework that supports all places in South Gloucestershire to achieve their economic and social potential, with a key focus on locations that may benefit from planned remedial and regenerative actions;
- vi. identify areas where it may be necessary to limit freedom to change the use of buildings, and support such restrictions with a clear explanation;
- vii. identify land where development would be inappropriate, for instance because of its environmental or historic significance;
- viii. contain a clear strategy for enhancing the natural, built and historic environment; and
- ix. give spatial expression to the Council's vision, ambitions and objectives to ensure South Gloucestershire is a great place to live and work as set out in the South

<sup>4</sup> [Neighbourhood Planning \(General\) Regulations 2012](#) and amended by the Neighbourhood Planning (General) (Amendment) Regulations 2015.

Gloucestershire Sustainable Community Strategy 2016, Council Plan 2016 -20 and other relevant departmental plans, policies and programmes and those of our key partners that require interaction and delivery through the planning system to achieve their outcomes.

### **Setting the Plan's key priorities and vision**

The policies and strategy for future development in the currently adopted Core Strategy were based on the identification of key issues, strategic objectives and local area visions. These were developed through extensive consultation and evidence gathering and took into account relevant plans of the Council and other key partners.

The Core Strategy runs to 2027 so many aspects of the above are still relevant. However we think it is important that we review key priorities and the Plan's Vision as things have changed and new issues need to be considered. The first of these is the new local planning framework set out in the JSP which will when adopted will identify new growth targets and broad locations for strategic development in South Gloucestershire. The new SGLP will need to confirm with. Second, there have also been some key changes since the Core Strategy was adopted in 2013. This means that the key issues ("priorities") and vision will need to be updated for the new SGLP. These changes in context although not exhaustive, include:

- clear national planning policy imperative to address the worsening housing availability and affordability crisis;
- recognition that while the UK economy remains generally strong, our productivity, the value of the goods and services we produce, in relation to the costs involved, has fallen behind leading nations;
- increasing problems of congestion and limited public transport options
- worsening child and adult obesity crisis and associated health problems contributed to by our increasingly sedentary lifestyles;
- increasing recognition of the impact of poor air quality on health;
- increasingly aging population with the demands this places on the health and community care services and the housing needs of the elderly;
- recognition that the quality and capacity of our physical infrastructure will not meet future forecast demands likely to be placed on it;
- level of certainty that over the next 10 years at least one or more nationally significant infrastructure projects, e.g. nuclear power station at Oldbury, will be constructed in the District;
- considerable and increasing threat presented by climate change and need to adapt to improve the climate resilience of our environment, economy, infrastructure and society and to ensure carbon reduction *targets to be met*;
- increase in the scale of the challenge to meet our carbon reduction targets in the context of the level of growth being provided for;
- an inadequate pipeline of renewable energy projects to meet our renewable energy target; and
- continuing decline of nature and biodiversity.

To ensure these issues are given the focus and attention they deserve, we intend the introduction to the new SGLP will cover the following:

- the issues facing South Gloucestershire in relation to land and development – the **"key priorities"**
- the **visions** which are specific to the different areas of South Gloucestershire.

These will inform the strategy for development and individual policies in the final plan.

For this initial stage of the SGLP's preparation we have produced draft key priorities taking into account evidence and relevant plans for consultation. This is set out in the supporting **Topic Paper 1**.

**We would be keen to know what people think of the priorities, we have identified before we publish the first draft of the new SGLP. Feedback we receive will be used to inform and prepare the Draft Plan.**

**Q** Are the key priorities identified in Topic Paper 1 the right key priorities for the South Gloucestershire new Local Plan to tackle up to 2036?

**Q** Have you any comments on what should be included in the visions for any of the following areas:

1. Overall vision for the whole of South Gloucestershire
2. Urban areas in the north and east of Bristol
3. Yate & Chipping Sodbury
4. Thornbury
5. Severnside
6. Rural towns and villages

#### **How will the new SGLP relate to the PSP DPD that is currently under preparation?**

The new SGLP has begun its preparation before the PSP DPD has been adopted, however, as the new SGLP will incorporate many of the policies and allocations contained within the PSP DPD this is considered an efficient way to ensure the Plans can be combined effectively.

#### **Policies to be covered in the new SGLP Plan**

We need to ensure that only policies that provide a clear indication of how a decision maker should react to a development proposal should be included in the new Plan. Our aim is to prepare a Local Plan that is as high-level and focused as possible on both the policy areas and places in the District where the Council and our partners have made it a priority to direct/ stimulate change and growth, while ensuring we have the suite of policies needed to achieve high quality design and to protect the district's valued natural and build environment, in accordance with the Council's objectives for sustainable communities.

In so doing the new SGLP will also need to provide a policy framework approach in relation to:

- High quality design and green infrastructure
- District housing and economic development requirements to 2036
- Affordable housing and other specialist housing requirements to 2036 and policy approach
- Retail / town centre strategy;
- Minerals policy;
- Accommodation for Gypsies/ Travellers and Travelling Showpeople;
- Employment sites provision;
- Managing the environment and heritage
- Area based policies including guiding development sites / regeneration sites

- New residential site allocation policies both strategic and smaller-scale development which will address local growth needs, particularly in rural areas
- Tackling congestion and improving accessibility including transport schemes allocation consistent with the Joint Local Transport Plan and JTS;
- Review of open spaces, sports provision and community infrastructure standards;
- Address new government policies, e.g. permission in principle; and
- Renewable and low carbon energy generation including District Heating.
- Major Infrastructure Projects including Nuclear Power Stations in the Oldbury on Severn area

This new local plan is being progressed within three years of the adoption of the Core Strategy (December 2013) and prior to the adoption of the Policies, Sites and Places Plan (due for adoption in 2017). It is therefore our intention to utilise the policies from these very recent plans where it would be appropriate and an effective way of working to do so, unless changes to legislation or national policy makes this necessary during the preparation process. The following indicates what we intend to do:

1. We consider the chapter headings used in both Core Strategy and PSP Plan are consistent with the range of policies we would like to bring forward. However, we feel it would be appropriate to consider reordering policies and chapters in order to improve the usability for the reader.
2. Where possible Core Strategy and PSP DPD policies will be combined to avoid repetition and ensure a clear and concise policy framework which addresses the range of development management issues that are applicable in this area.

We have prepared a supporting **Topic Paper** that provides an indicative list of how the policies from the Core Strategy and Policies, Sites and Places Plan may be combined together and reordered.

**~~We welcome suggestions for new policies which can be precise, positively presented, deliverable and achieve the sustainable development needed in our area.~~**

### **How will the new SGLP work alongside other Council plans and programmes and those of our main partners?**

A key requirement of preparing the new SGLP is to ensure a joined-up approach by giving spatial expression to the Council's vision, ambitions and objectives. This is to ensure South Gloucestershire continues to be a great place to live and work as set out in the South Gloucestershire Sustainable Community Strategy 2016, Council Plan 2016-20 and other key departmental plans, policies and programmes and those of our key partners, that require interaction and delivery through the planning system to achieve their outcomes. Details of the key partners, organisations and interested people who we think will need to be part of preparing the new SGLP are set out at pages 37 to 40 of our Statement of Community Involvement (SCI).

### **Section 4: Relationship with Community Infrastructure Levy (CIL)**

CIL is a charge levied on new development to help deliver infrastructure. South Gloucestershire became a *charging authority* on 1<sup>st</sup> August 2015. Details can be found at

[CIL Implementation](#) A charging authority should be able to explain how their proposed levy rate or rates will contribute towards the implementation of the Local Plan and support development across their area. The Council will therefore review its CIL rates as part of the Local Plan process in accordance with the CIL regulations 2010 (as amended). New rates will also undergo independent examination concurrently with the Local Plan. We expect the Government to announce changes to how CIL is prepared and administered. This will be taken into account as part of preparing any required up date to the Council's CIL going forward.

## **Section 5: Initial work tasks and process for undertaking the new SGLP**

As part of publishing this paper we are introducing a number of key work areas that will form the basis of the new SGLP. These are being introduced now so everyone has a good opportunity right at the start of the Plan's preparation to consider and review. The intention is to gain early feedback and build consensus, bearing in mind this must be undertaken within the context of the JSP that the new SGLP is now being prepared within. The working objective is that this will be taken forward into the next stage of the Plan. This section covers and introduces 4 main areas.

### **1. Using a proportionate evidence base - baseline information for the project**

Government policy advises that each local authority should ensure that their local plan is based on an adequate, up to date and relevant evidence base. This should cover the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals.

We intend to demonstrate the achievement of this through the evidence base that supports the new SGLP. This will utilise technical work undertaken to support the JSP as well as commission new assessments. An indication, although not exhaustive of the evidence base that will support the JSP and new SGLP is set out below.

#### **Key Evidence base to support the JSP**

- Strategic Housing Market Assessment (SHMA)
- Housing and Employment Land Assessment (HELAA)
- Green Belt Assessment
- Economic Development Needs Assessment (EDNA)
- West of England Infrastructure Delivery Plan and viability assessment
- Strategic Flood Risk Assessment

#### **Key Evidence base to support the new SGLP**

- Urban Localities Potential Review Study (ULPRS)
- Housing and Employment Land Assessment (HELAA)
- Gypsy and Traveller Accommodation Assessment (GTAA)
- WoE Retail Capacity Study
- South Gloucestershire Infrastructure Delivery Plan
- Viability Assessment and Community Infrastructure Levy review
- Community area profiles setting out key demographic and social/ economic information
- Strategic Flood Risk Assessment not covered by JSP SFRA
- Green Infrastructure Study
- Sustainability Appraisal
- Habitats Regulations Assessment

- Green Belt Assessment not covered by JSP
- Renewable Energy Potential
- Playing Pitch Strategy and refresh of the Open Space Audit (2010)
- Landscape and visual impact Assessment
- Assessment of the impact of the NLP on SG carbon reduction targets
- District Heating potential study
- South Gloucestershire Historic Environment Record (HER)

## 2. Call for Sites and SHLAA

When producing a Local Plan a call for potential sites and broad locations for development can be made, seeking details of:

- site location;
- suggested potential type of development e.g. economic development uses – retail, leisure, cultural, office, warehousing etc. residential – by different tenures, types and needs of different groups such as older people, private rented housing and people wishing to build or commission their own homes;
- the scale of development;
- constraints to development; and
- deliverability.

The call for sites register provides one source of potential allocations to address the identified need for a range of uses. The sites are promoted by landowners, agents and developers for the council to consider when it is plan making. Information collected through the Call for Sites will help to prepare the council's Housing and Employment Land Assessment (HELAA). This will involve analysing potential sites to evaluate which could contribute to meeting housing or other need in accord with the Plan's spatial strategy. As part of undertaking this it is increasingly important for the Council to understand the deliverability of sites. Further information on the approach to HELAA will also be released in due course.

**The fact a site is promoted and recorded on the register does not infer that the council in anyway supports the development on the site.**

### Previous Call for Sites

Undertaking Call for Sites is a regular process the Council undertakes and it has been used to inform previous plans such as the Core Strategy and earlier stages of the PSP DPD and JSP. To help people make sense of this and track especially the sites that have been presented to the council through previous consultations, we have undertaken significant work to improve the clarity and usability of this information. This is now available to review as follows:

- new interactive website at XXXXXX which shows all the residential sites submitted to the council by landowners/ developers in the last 2 years; and
- information about the sites suggested to the council for alternative uses (employment, retail, gypsy/travellers, show people etc.) over the past 10 years XXXXX.

**As part of this consultation additional sites and evidence supporting their deliverability can be made using the online response form available from XXXXXX**

### **3. Urban living and making the most effective use of brownfield land**

The principle that maximum use should be made of previously developed land within our existing cities and towns to help foster and support urban living is a central plank of our approach to sustainable development. This approach also supports the efficient provision and sustainable maintenance of the social and transport infrastructure necessary to support our communities. In South Gloucestershire, as part of looking at the potential of our urban and suburban areas to play their part in supporting the growth ambitions of the local area and West of England, it makes sense to look at locations which are, or have the potential to undergo a degree of transformational change and to become, focal points for sustainable higher density (re)development. In considering such opportunities we have asked ourselves the following:

- Where are the locations with existing good transport connections/ interchanges and hubs, or ones which with investment, could provide a more significant service to the surrounding area?
- What catalyst could provide the transformation change at these locations which could sustainably support the provision of the wider range of services, facilities and infrastructure necessary to enable surrounding communities to flourish and grow?
- What areas are currently experiencing some degree of market failure where housing led regeneration and revitalisation could significantly improve how these areas perform as places?
- What existing land uses represent poor/ inefficient use of land and could changes in economic practice/ market forces help facilitate renewed investment and redevelopment of these assets?
- Which locations have the potential to see the most significant increase in GVA following investment and (re)development?

To help take this forward we have commissioned work to review 7 localities that we think could offer further potential to boost urban living. These are:

- Cribbs Causeway
- Stoke Stoke Gifford and East of Harry
- Emersons Green and Bristol and Bath Science Park
- Yate/ Sodbury
- Staple Hill
- Kingswood
- Hanham

The objective of this work is to set the basis to inform and justify how the spatial urban policy should be prepared as part the new SGLP. This will support key places in South Gloucestershire to achieve their economic and social potential, with a key focus on locations that may benefit from planned remedial and regenerative actions. We expect to publish this work in spring 2017 and will use it to inform how we prepare the draft Plan.

### **4. Rural Settlements and Villages Sustainable Access Profiles**

As explained above, the new SGLP will be required to identify sites to accommodate the amount of smaller-scale development to address local growth needs, particularly in rural

areas as identified by the JSP for South Gloucestershire. To help support this, we are publishing at this time Sustainable Access Profiles for each village and settlement in South Gloucestershire. These provide technical information on:

- village and settlements population and housing numbers;
- walking and cycling access to key facilities and services from individual villages and settlements; and
- public Transport Access from individual villages and settlements.

This information helps to provide a better understanding of the level of sustainable access to key services and facilities in South Gloucestershire's rural areas. It also allows comparison of access between settlements. This analysis will inform initial consideration of where housing might be allocated in rural areas of South Gloucestershire, to provide for development that meets local growth needs. Robust and current data on existing population and housing numbers will be utilised to consider the impact of potential housing allocations, on character, form and social cohesion within rural areas of South Gloucestershire.

The Sustainable Access Profiles are only one determinant of the locations and quantum of housing that will be proposed within rural areas to meet small scale development needs. The HELLA process will consider access to services and facilities from potential housing sites, along with an analysis of constraints, suitability, deliverability and supporting information to select sites considered as realistic housing options. The sites the council considers as realistic options for delivery of housing development, to meet local need, will then be carried forward for sustainability appraisal to determine the most appropriate sites to allocate in the new SGLP.

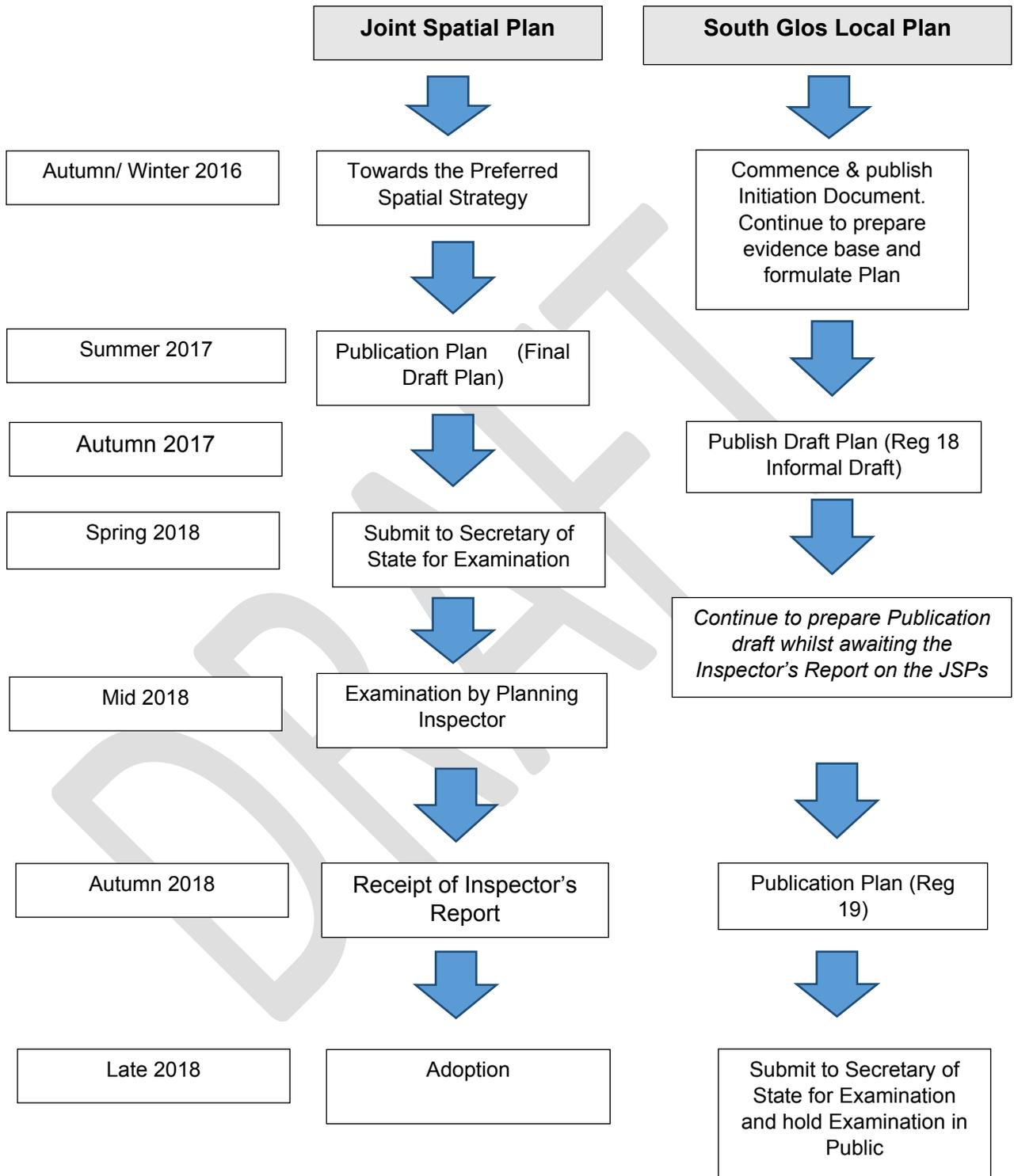
## **Section 6: New SGLP programme, community engagement, and keeping in touch**

### **Proposed timetable**

The project timetable and key milestones are set out in the Council's Local Plan Delivery Programme (formerly known as the Local Development Scheme, LDS). This has been updated as part of preparing this initiation document. This is available on the council's website at: [LINK](#)

The diagram below summarises the new Local Plan timetable and compares how it relates to the JSP preparation. The timetable below is dependent on progress with the JSP which will set the overall strategic context to which the new SGLP needs to confirm.

## Plan Preparation Timetables



## **Community engagement**

The plan will be prepared with community and stakeholder engagement undertaken in accordance with the [Council's Statement of Community Involvement](#) (SCI). Formal consultation stages will take place over a minimum of 6 weeks. A Consultation Statement will be prepared and updated as the project progresses.

## **Let us know what you think**

We would like your comments on the proposed content, scope and programme for the new South Gloucestershire Local Plan. These are the questions that we have asked in this initiation document.

**Q1. We are keen to know what cross boundary strategic matters neighbouring authorities, government agencies etc. would like to engage with us on and what methods of engagement would best suit.**

**Q2. We would be keen to know what people think of the challenges, we have identified before we publish the first draft of the new SGLP. Feedback we receive will be used to inform and prepare the Draft Plan.**

**Q2a Are the key issues identified above the right key issues for the South Gloucestershire new Local Plan to tackle up to 2036.**

**Q2b Have you any comments on what should be included in the visions for any of the following areas:**

- 1. Overall vision for the whole of South Gloucestershire**
- 2. Urban areas in the north and east of Bristol**
- 3. Yate & Chipping Sodbury**
- 4. Thornbury**
- 5. Severnside**
- 6. Rural towns and villages**

**Q3. We welcome suggestions for new policies which can be precise, positively presented, deliverable and achieve the sustainable development needed in our area**

**Q4. As part of this consultation additional sites and evidence supporting their deliverability can be made using the online response form available from XXXXXX**

## **Keeping in touch**

Views are being sought on the proposed content, scope and programme for the new SGLP Consultation on this runs from xx January – xx February 2017.

You can register to be kept informed of progress with the new SGLP using this [LINK](#) Comments can be made online using [LINK](#) or via e-mail to [planningldf@southglos.gov.uk](mailto:planningldf@southglos.gov.uk). Please let us have any comments by xx February 2017. Responses will be taken into account through the plan preparation process.

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## South Gloucestershire Council Local Plan 2016 – 2036

### Topic Paper 1 – Key Priorities and Vision for the new Local Plan

#### 1. Introduction

National planning guidance requires that local plans should set a vision and a framework for the development of an area. They should focus on the critical priorities facing the local area, and the strategies to address them, paying careful attention to deliverability and viability (NPPG paras 001, 010 and 155). In practice local plans have to identify key priorities for the local area which need to be tackled, develop a vision for how the plan will try to resolve them, and then the strategy for development and planning policies which will implement this vision.

This document focusses on the process for developing the right key priorities and vision for the South Gloucestershire new Local Plan (SGLP). It sets out draft key priorities and where the current Core Strategy vision will need to be reviewed and updated and seeks your views on these matters.

#### 2. Process for updating the key priorities and vision for the new SGLP

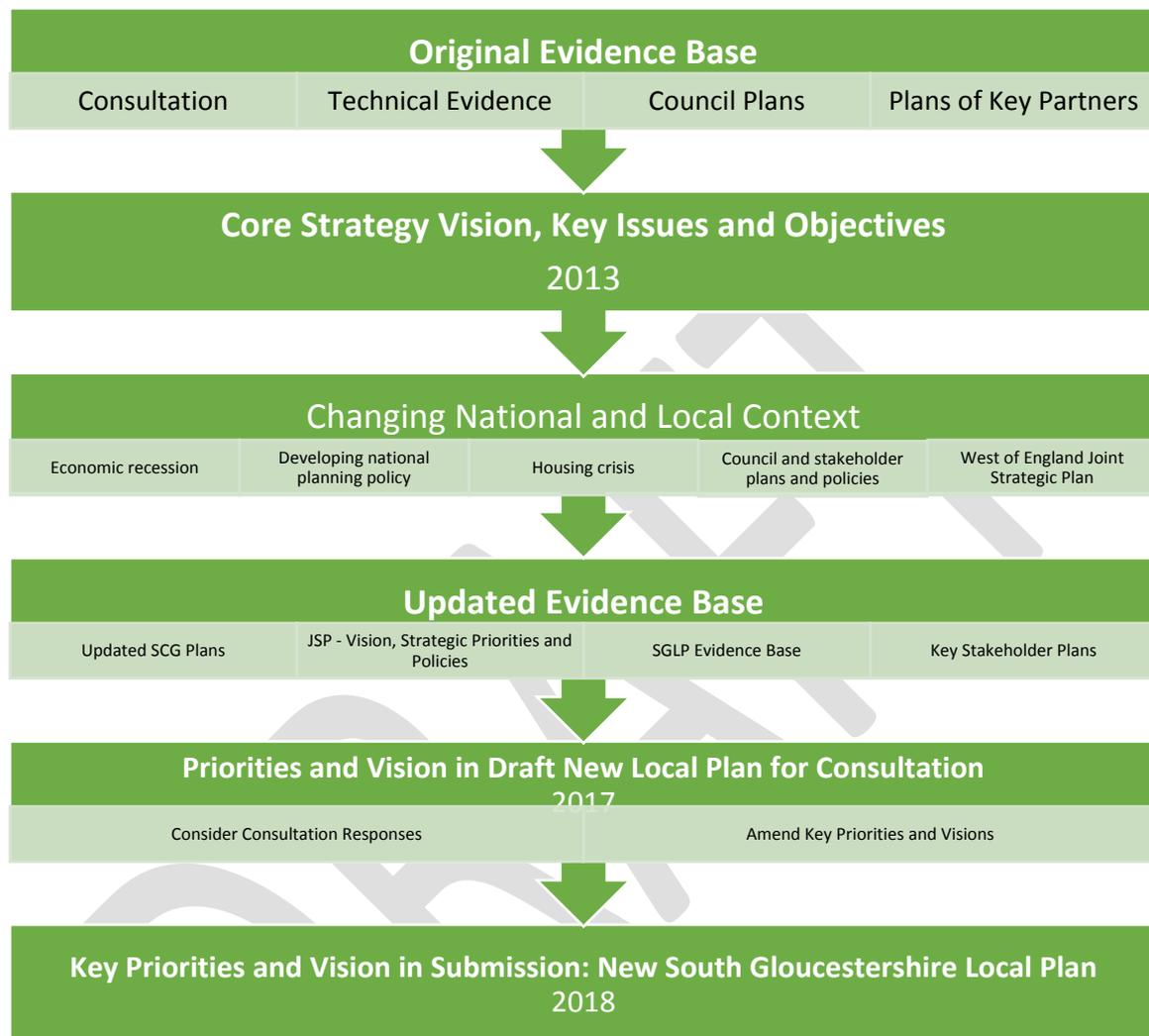
The Core Strategy was published in 2013 and covers the period up to 2027. It sets out the key issues (or “priorities”) facing the area and then strategic objectives and area specific visions for different parts of the district. The Core Strategy key issues and vision were based on technical evidence and specialist advice from partner organisations and also subject to extensive consultation with the public and other stakeholders as part of preparing the Plan.

As the Core Strategy overall plan period extends to 2027 the key issues, objectives and vision within it are the starting point for the new Local Plan. However, it is important these are reviewed and updated as a number of key factors have altered since the Core Strategy was developed including:

- changes in the national context, in particular the economic recession and housing crisis which has increased the focus on promoting economic growth and building more homes;
- the development of the West of England Joint Spatial Plan which will set the context for the new SGLP in terms of how much housing and employment development is required and the broad locations for this development; and
- updated Council plans and plans of key partners such as the Environment Agency and updated evidence on local issues which the plan needs to address for example relating to the environment and health and wellbeing.

In reviewing the key priorities for the new SGLP the Council has taken account of the above factors and produced for the purposes of public consultation draft updated key priorities. The process for updating both the key priorities and the vision for the new SGLP is set out below in Figure 1.

**Figure 1.**  
**Process for Developing the Key Priorities and vision for the South Gloucestershire Local Plan**



### 3. Draft new SGLP key priorities

As set out above, in developing draft key priorities for the new Local Plan the Council has taken account of our own and key stakeholder's plans, as well as responding to changing local and national context. The updated key priorities are as follows:

#### 1) Reducing and adapting to climate change

- I. Deliver a coordinated response to planning, design and delivery of infrastructure to ensure resilience to the increased risks from tidal, river and surface water flooding
- II. Reduce energy consumption and emissions and adapt to climate change by living and working in more sustainable ways e.g. through providing new energy, home insulation and transportation opportunities for existing and new communities, improving habitat connectivity and ensuring new development is not at risk from flooding or increasing flood risk elsewhere.

## **2) Maintaining economic prosperity**

- I. Provide sufficient land for the needs of local and new businesses to meet the strategic growth aspirations of the Local Enterprise Partnership as set out in the JSP.
- II. Improve the balance between jobs and housing and improve so that employment opportunities are accessible to all our communities to reduce inequality across the district and help to reduce commuting and achieve sustainable patterns of development.
- III. Support our town and local centres and provide for the future retail and leisure needs of the district.
- IV. Ensure the provision of supporting transport and other infrastructure to enable future growth. In the Severnside area this relates to the significant constraints relating to flood risk, ecology archaeology and transport infrastructure which need to be addressed.

## **3) Providing housing for all**

- I. Meet the need for housing identified in the JSP in strategic growth locations and smaller scale development in other locations.
- II. In South Gloucestershire house prices have risen compared to incomes making it an expensive place to buy a house. This has resulted in an affordability gap with people unable to buy on the open market and a need to provide affordable housing to address these needs.
- III. Provide housing for all types of people particular types of people including the elderly, students and Gypsy and Travellers.

## **4) Successful communities**

- I. Provide the transport and social infrastructure to meet the needs of existing and new communities at the right time. This includes transport, telecommunications, waste management, water supply, wastewater and energy as well as education, retail, health, leisure, social and cultural facilities.
- II. Ensure that new communities integrate well with existing communities.

## **5) Tackling congestion and improving accessibility**

- I. Reduce the rising car usage, increasing congestion and longer journey times which are major issues impacting on our economy, the growth potential of the area and quality of life.
- II. Plan for the increased pressure which will be placed on our transport infrastructure as a result of economic and housing growth and deliver the required infrastructure in a timely way.
- III. Increasing the proportion of trips taken by walking and cycling to reduce car use and increase health benefits.
- IV. Improving the public transport alternative options available to residents to help to reduce car use.
- V. Provide secure cycle storage

## **6) Managing the environment and heritage**

- I. Conserve and enhance the districts diverse and high quality natural and historic environments including landscape for their own sake, to improve quality of life and for the environmental benefits they provide.

## **7) Improving health and wellbeing**

- I. Address areas of poor air quality mostly due to emissions from traffic which are affecting the health of residents.
- II. Enabling more active lifestyles to help to address increasing issues relating to obesity impacting on health and life expectancy.
- III. Promote active travel & physical activity through safe, direct routes for walking and cycling.
- IV. Ensure appropriated internal housing space standards to support education attainment and learning and ensure kitchens large enough to cook and eat in
- V. Ensure access to parks and green open space, play facilities & community facilities, to promote mental health and wellbeing including social isolation social inclusion.
- VI. Provide space for local food growing

**We would like your feedback on whether these updated key priorities are the right ones for the area please see our consultation questions below.**

#### **4. Updating the vision**

The Core Strategy vision is reproduced in **Appendix 1**. The vision starts with the high level vision for South Gloucestershire as a whole and then has separate area specific visions up to 2026 for the North and East fringes of the urban area of Bristol, Yate & Chipping Sodbury, Thornbury, the rural areas and Severnside. These 6 area specific visions are given planning policy expression through the Plan's strategy for development and implemented by the policies in the plan.

For the new SGLP the Core Strategy vision will need to be updated to reflect; what has already been built in the first years of the Core Strategy period, new key issues and priorities which have arisen and, most importantly, the vision and requirement for new strategic development locations and smaller scale development in rural areas set out in the West of England Joint Strategic Plan.

The proposed Vision for the West of England Joint Spatial Plan as published in the JSP - Towards the Emerging Spatial Strategy Document, November 2016 is as follows:

*“By 2036 the West of England 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.”*

To be in line with the JSP vision as well as respond to the key priorities identified above, we know that the Core Strategy vision will need to be updated for the new SGLP to:

- Reflect the ambitious vision and economic growth aspirations set out in the JSP
- Confirm the areas where strategic economic and housing growth in South Gloucestershire will and will not take place
- Identify where more local growth will be delivered including a strategy for growth in the rural areas of South Gloucestershire.
- Include detailed visions for each part of the district reflecting how the area will change up to 2036 including what is proposed to be developed, protected or enhanced including planned

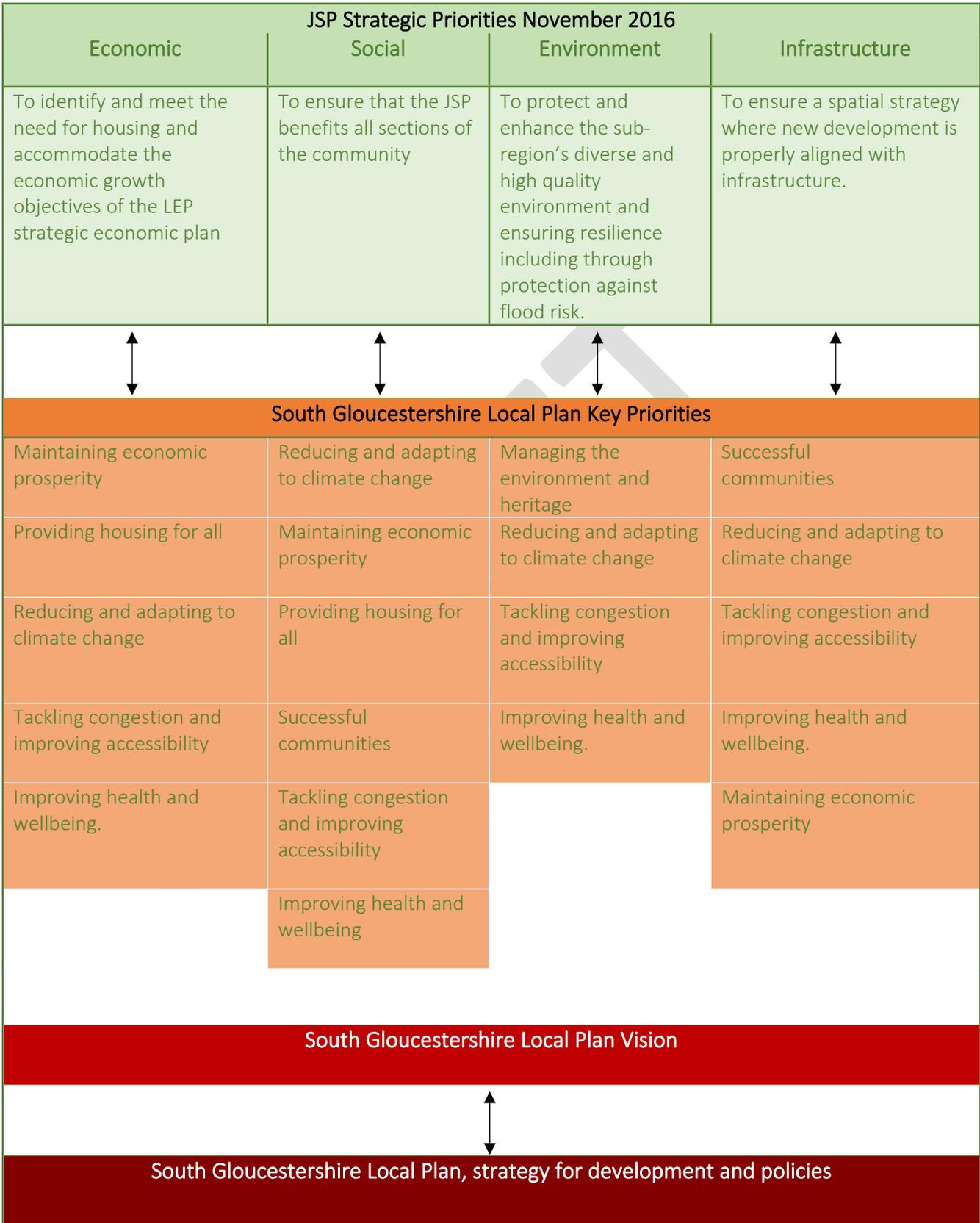
new development and key infrastructure, environmental protection and social developments.

As the JSP process goes forward final decisions and further detail will emerge on these issues, particularly the areas for strategic growth. This will support and inform the development of our new SGLP vision accordingly.

At this initial and early stage in preparing our new Local Plan we would like you views now on what you think should be included in the overarching and area specific visions to 2036. In particular we are interested in your views on the key local problems with transport and other infrastructure which need to be addressed and local environmental or social issues.

The diagram below demonstrates how we consider the key priorities facing South Gloucestershire relate to the JSP Vision and Strategic Priorities and how they will drive and inform the new SGLP's strategy for development and policies.

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## **Consultation questions**

We would like feedback on whether the updated key priorities above are the right ones for the area and any comments on what should be contained in the overall vision or area visions for the New Local Plan.

**Q Are the key issues identified above the right key priorities for the South Gloucestershire new Local Plan to tackle up to 2036.**

**Q Have you any comments on what should be included in the visions for any of the following areas:**

- 7. Overall vision for the whole of South Gloucestershire**
- 8. Urban areas in the north and east of Bristol**
- 9. Yate & Chipping Sodbury**
- 10. Thornbury**
- 11. Severnside**
- 12. Rural towns and villages**

## **Next steps**

Responses to this consultation will be taken in to account in drawing up the draft new Local Plan as it goes forward over the course of 2017.

## VISION FOR 2027 AND BEYOND

South Gloucestershire will continue to be a 'great place to live and work'. Within an attractive and accessible environment, everyone will be enjoying healthier and more sustainable lifestyles in balanced, vibrant and safe communities with ready access to jobs, supporting services and facilities. Adaptation to a changing climate will be taking place through the active management of impacts. The economy will be buoyant and prosperous and recognised internationally.

The North Fringe of Bristol urban area will continue to be a major economic driver in the South West region and the West of England sub region. It will continue to maintain its role as a major focus for employment, commercial and retail activity, education and learning. The distinctive identities and heritage of the existing communities will also have been strengthened and preserved. New neighbourhoods will provide opportunities for people to live near to where they work and be well integrated with existing communities. All residents and workers will have better access to local amenities and high quality public transport, walking and cycling links. Community identity and neighbourhood distinctiveness will be improved by the development of new public spaces and high quality landscaping. The green network will be enhanced through opportunities to provide new and improved green spaces, within the existing urban area and which connect to the wider countryside. This network will include new corridors along the Henbury Trym, and Stoke Park to Three Brooks Nature Reserve via the East of Harry Stoke new neighbourhood.

The distinctive identity and heritage of the linked communities in the East Fringe of Bristol will be preserved and enhanced. The vibrancy and vitality of the traditional town centres at Downend, Staple Hill, Kingswood, and Hanham will be strengthened. The area will benefit from improved employment opportunities including the Science Park. Public transport services, especially to the North Fringe and central Bristol from the north of the area, will be more reliable, punctual and frequent.

Well designed housing developments, including the major development at Emersons Green, will be integrated with and connected to existing communities. This will achieve a stronger town centre at Emersons Green and support balanced and quality neighbourhoods throughout the urban area.

The landscape setting of the area and of surrounding villages will be preserved and opportunities will be taken to make the urban area greener. Green spaces, walking and cycling routes will lead through and out of the area into the open countryside. These routes will include key links to the commons, Warmley Forest Park and an enhanced forest park based around Overscourt Wood.

Yate and Chipping Sodbury will build upon their distinct yet complementary heritage, character and roles to develop a coherent sense of place, and provide a richer mix of social, cultural and economic opportunities. The towns will develop as a popular

destination and a more attractive service centre for their surrounding villages and farming communities. Chipping Sodbury town centre will realise its retail and tourism potential. Yate's evening economy will develop and the range of town centre uses increased. Public transport services will be more attractive and accessible to users.

The open spaces, playing fields, footpaths and cycleways, which contribute to each town's unique identity will be strengthened and enhanced with improved linkages throughout the towns and beyond into the surrounding countryside.

A new neighbourhood to the north of Yate, will accommodate around 3,000 new homes (2,400 up to 2026), employment and community uses. This will enable the towns to meet locally generated housing requirements, provide a broader employment base and provide opportunities for modern flexible working practices, enhancing their sustainability.

Thornbury will be a thriving and socially cohesive historic market town with a diverse range of employment opportunities and modern healthcare facilities. The vibrant town centre will provide a range of facilities for the needs of its residents, visitors & workers, as well as its surrounding villages and farming communities.

These aims will be supported by an appropriate amount of high quality housing growth which will help to strengthen and develop the town centre, local schools and community facilities and activities. This growth will provide for the needs of young families and the elderly. The town centre will build on its rich historic character and setting and will promote itself as an attraction, a centre for the arts and an exciting place to shop.

Sevenside will remain a strategically important location for employment uses. Employers, landowners and developers will work with the Council, other agencies and Bristol City Council to unlock economic potential and improve local transport infrastructure. The Severn Estuary and adjoining floodplain is internationally important for a wide range of ecology and will be safeguarded and maintained. Its archaeological heritage and interest will also be protected and conserved, and a network of new nature reserves will be implemented. A longer term durable and robust strategy for addressing flood risk due to climate change will be adopted. The area's potential for power generation will be managed.

The rural areas will continue to be an important asset contributing to the economy, biodiversity and heritage of the district; providing public access to the countryside and recreation opportunities; and supporting local food production. The diversity and unique character of individual settlements and the open countryside will be conserved and enhanced and recognised as providing a valuable setting to the main urban area contributing to a unique sense of place and identity. Through engagement with rural communities and where environmentally appropriate new limited development will be provided which meets local needs. Innovative transport solutions will link rural communities with centres of employment, services and facilities. The rural areas will make a positive contribution to the generation of renewable energy and healthier lifestyles.