



West of England Joint Spatial Plan

Justification of the requirements for the
12 Strategic Development Locations
7.8 Buckover



NOVEMBER 2018

Joint Spatial Plan Examination

WED 004H: Justification of the requirements for the 12 Strategic Development Locations in Policy 7.1 - 7.12 (Nov 2018)

SDL Policy 7.8 Buckover Garden Village

Introduction

1. The Publication JSP (November 2017) identifies Buckover Garden Village as accommodating 1,500 dwellings in the plan period (to 2036) and up to 3,000 dwellings in total. Strategic developments already planned in South Gloucestershire (Core Strategy 2013) have been focussed in large extensions to the north and east fringe of the Bristol urban area, Yate and Thornbury. Strategic development in Buckover Garden Village will assist in addressing housing needs and demand for new homes in the north of the district where there has been relatively little significant planned growth in recent decades. It will also contribute to the provision of a wider range of locational options for new housing and employment across the district. The proposed development area is also outside the Green Belt.
2. Buckover Garden Village provides the opportunity to broaden the portfolio of sites available in the district by delivery of a new freestanding sustainable community with its own new employment opportunities, services and facilities which complement the higher level services in Thornbury and further afield. It broadens the housing supply models in the district due to its unique offer of a large single ownership with a genuinely visionary (garden village) approach to placemaking, governance and land value capture. Given the stated intention of the landowner to remain involved in the project from inception to completion and beyond, it also provides the opportunity to broaden the type and tenure of housing available in the locality.
3. Development within the SDL will assist the case for a step change improvement in strategic public transport provision in the locality through the extension of the Metrobus to Thornbury and Buckover, and the reopening of Charfield Station which will improve sustainable access to major employment and higher level services and facilities in the Bristol north fringe, central Bristol and at the Science Park. Significant highway infrastructure, including improvements to M5 Junction 14, will also be required. There is potential to reinforce recreational access and green infrastructure objectives in the green gap between the East of Thornbury and Buckover Garden Village. Buckover is also a potential growth point for the Oldbury New Nuclear Build.
4. Technical evidence published to support the emerging JSP established the basis for the capacity of this SDL. For reference see: Submission Document **SD11C** (p30) which shows constraints information and indicates the location of the new settlement at Buckover. New Call for Sites and landowner engagement documentation confirm landowner control extending up to the motorway. Document **SD11A** (p60-65) describes key constraints, opportunities, landowner/developer interest, actions required and provides a Concept Diagram. A standard methodology for calculating housing capacity has been used and this is explained in document **SD11B**.
5. Discussions remain ongoing with the landowner and developer partner, specialist officers and statutory partners in respect of the land-use disposition and the extent of the developable area, and therefore allocation boundaries, particularly in respect of land east of Brinkmarsh Lane to the motorway. Based on technical

work undertaken to date, the Council considers that around 1,500 dwellings and supporting infrastructure is achievable in the plan period (to 2036) and some 3,000 dwellings overall.

6. The proposed new settlement is in the single ownership of the Tortworth Estate. The Tortworth Estate assets extend from Buckover north to Falfield, J14 of the M5 and east to Charfield, and includes forestry, farming, quarrying, community, employment and residential assets. The longevity, range and extent of the Tortworth Estates interests in the locality thus provide a unique opportunity to work with a landowner that has the interest and control to deliver a new settlement along garden village principles. Discussions remain ongoing in respect of how these governance and land value capture principles will be developed and incorporated into Buckover Garden Village.
7. Although this Examination is under the 2012 NPPF, it is of note that the 2018 NPPF Paragraph 72 promoted the use of garden community principles are now promoted in the NPPF para 72 in such larger scale developments and 'key qualities' are now set out in the MHCLG Garden Communities prospectus (Aug 2018).
8. An amendment to the JSP introductory text is suggested:

A Garden Village will be developed on land either side of the A38 at Buckover (east of Thornbury) ~~as shown indicatively on the key diagram.~~

An appropriate delivery body, ~~including the~~ land value capture, ownership and management of assets, long-term stewardship and governance arrangements (for the benefit of the community), land uses, master planning and detailed design principles ~~will~~ **(that** accord with Garden community principles), ~~and~~ shall be agreed with the Council following consultation with the local community, Parish and Town Councils and other relevant stakeholders.

	JSP Criteria	Reasoned Justification	Proposed Amendments
1	<p><i>Provision of around 3,000 dwellings (including affordable homes), to be delivered by a full range of providers and of a wide range of types and tenures, complementing existing predominant house types in the local area. At least 1,500 will be delivered within the plan period. The homes will be innovative, of high quality design, spacious and well-planned, meeting Nationally Described Space Standards as a minimum.</i></p>	<p>The NPPF (2012) (Paragraph 50) and SGC Core Strategy policy CS17 require new development to provide a choice of tenure and type, having regard to the existing dwelling mix in the locality. This policy will be reviewed as part of the new Local Plan.</p> <p>JSP Policy 3 and the evidence papers that support it will require Affordable Housing to form part of the mix of dwellings in order to provide for mixed and balanced communities.</p> <p>Delivery of a broad range of dwelling tenures and types to a high quality is also a key Garden community principle (see NPPF 2018, para 72, c).</p>	
2	<p><i>A new Local Plan policy will establish an appropriate policy designation to ensure a permanent strategic gap between the new Garden Village and Thornbury.</i></p>	<p>A strategic green gap is considered essential to frame and develop a new settlement with a distinct identity. Developing a positive and robust relationship between the new settlement and its rural hinterland is also a key principle of the garden community movement. This was also a key concern of local residents in feedback from the autumn 16 consultation event. http://www.southglos.gov.uk//documents/Buckover-Event-Section-2F.pdf See WED 400</p>	
3	<p><i>A Green Infrastructure network will also be established to ensure a permanent and robust landscape edge to the western boundary of Buckover Garden Village, Ridgewood and the setting of local heritage and ecological assets are protected and local food production is given emphasis within the new settlement.</i></p>	<p>Submission Document SD11C (p30) shows constraints information including flood zones, SSSIs and the Ridgewood. Document SD11A (p60-65) describes the key constraints, opportunities, developer interest, actions required and provides a Concept Diagram.</p> <p>Green infrastructure is also a key and critical good practice first consideration of placemaking and master planning objectives. This desire and need to maintain and enhance critical green infrastructure is also reflected in feedback from SDL public consultation events.</p> <p>JSP Policy 5, the NPPF (2012) (para 17, 56, 73 & 109) and SGC Core Strategy policies CS1, CS2, CS9 and CS24 require that existing green infrastructure and heritage assets are taken account of and enhanced where possible.</p>	

		<p>Green infrastructure along the western edge of the Buckover Garden Village will also support implementation of the strategic green gap.</p> <p>Local food production is a key Garden community principle.</p>	
4	<p><i>Provision of and support for a range of retail, community and cultural facilities in the Garden Village and potentially other nearby communities to complement existing local provision.</i></p>	<p>The NPPF (2012) (para 69-70 and SGC Core Strategy policies CS6, 23 and 24 require that new development provides or contributes towards new community facilities commensurate with the scale of development. It is important that new services and facilities in Buckover Garden Village complement, as oppose to compete with, existing amenities in Thornbury and other nearby settlements.</p> <p>The provision, management and maintenance of new community facilities by the community on behalf of the community through a bespoke new settlement governance board is a key Garden community principle.</p> <p>The CIL charging schedule, Regulation 123 list and core strategy policies will be reviewed as part of the new Local Plan process.</p>	
5	<p><i>Provision of a primary school and 3 – 16 all through school and nursery(s).</i></p>	<p>Technical evidence document SG12A (p41-44) explains how school places are planned for. SGC use a pupil projection model to calculate the schools required by each development. The LEA has indicated that the existing schools in the locality are at, or very near, capacity. The quantum of growth proposed in the north of the district will generate the need for additional secondary and primary school places.</p> <p>A SGC School Place Planning Board is responsible for the identification of ‘scheme(s)’ to provide for demand arising from the SDL.</p> <p>The NPPF (2012) (para 72, and SGC Core Strategy policies CS6 and 23 require new development to provide or contribute towards new community facilities including schools, commensurate with the scale of development. The CIL charging schedule and Reg123 list and core strategy policies will be reviewed as part of the new Local Plan process.</p>	
6	<p><i>Provision of around 11ha of employment land to provide a range</i></p>	<p>JSP Policy 4, the NPPF (2012) (para 20-21 & 37 require that employment uses are planned alongside new homes to provide for jobs and reduce commuting.</p>	

	<p><i>of local employment opportunities, including provision for start-up, SMEs and larger businesses.</i></p>	<p>Provision of employment within the new settlement is a key Garden community principle. Rent and lease from employment premises can form a significant income stream to be recycled into the new community. This will be a key consideration in the agreement of an appropriate governance and management organisation for Buckover Garden Village.</p> <p>WOE 03 Annex 1 confirms the WoE Councils intend to publish for consultation updated evidence on employment (p2) see document WED 006.</p> <p>Emerging proposals from the landowner/site promoter set out in <i>Buckover Garden Village, Land Use Budget and Development Key Principles (November 2016) Hunter Page Planning for The Tortworth Estate</i> identifies 14ha of employment generating uses in total including 9.4ha of B Uses and 4.6ha of non B Use Class employment generating uses (A, C and D uses). See WED 401</p>	
7	<p><i>Embedding of zero-carbon and energy positive solutions throughout the planning, design and delivery process across the whole settlement.</i></p>	<p>High environmental standards is a key Garden community principle. Income from renewable energy can also form a significant income stream to be recycled into the new community. The landowner has indicated an early commitment to this principle in accordance with NPPF (2012) para 93-98.</p>	
8	<p><i>Provision of a strategic transport package including as appropriate delivery of or contributions towards: Metrobus Extension to Thornbury and Buckover GV, A38(N) Park & Ride, M5 J14 improvements, Charfield rail station re-opening, local bus service improvements (including new local shuttlebus to Thornbury), strategic and local cycle and pedestrian connections to Thornbury</i></p>	<p>Document SD16A – Transport Topic Paper 8 sets out the strategic transport mitigation measures being considered for the Buckover Garden Village SDL. Transport Topic Paper 8 has now been updated WED 007 and is supplemented with the Emerging Findings Transport Report WED 008.</p> <p>JSP Policy 6, the NPPF (2012) (paras 29-34 and SGC Core Strategy policy CS8, require that new development provides or contributes towards new sustainable transport options and safe access commensurate with the scale of development. The CIL charging schedule, Regulation 123 list and the core strategy policy will be reviewed as part of the new Local Plan process.</p>	<p>To be consistent with emerging transportation studies:</p> <p><i>Provision of a strategic transport package including as appropriate delivery of or contributions towards: Metrobus Extension to Thornbury and Buckover GV, A38(N) Park & Ride, A38 strategic cycle route, M5 J14 improvements, Charfield rail station re-opening, local bus service improvements</i></p>

	<p><i>and other local highway network improvements as necessary.</i></p>	<p>The lack of public transport in the locality was a prime concern of local people as expressed at the Autumn 2016 consultation events. More information can be found at: http://www.southglos.gov.uk//documents/Buckover-Event-Section-2F.pdf See WED 400</p> <p>The promotion of sustainable travel options is a key Garden community principle.</p>	<p><i>(including new local shuttlebus to Thornbury), strategic and local cycle and pedestrian connections to Thornbury and other local highway network improvements as necessary.</i></p>
<p>9</p>	<p><i>Consideration will also be required to ensure the A38 can continue to act as an effective relief road to the M5 without detriment to the new resident's health and wellbeing.</i></p>	<p>Careful consideration is required to ensure the right balance is struck between the capacity of the A38 to support traffic movements, particularly when the M5 is congested and the placemaking and residential amenity objectives of the new settlement.</p> <p>Masterplanning, transport & highway discussions are underway with the promoter.</p>	