

Strategic Planning

Catriona Riddell & Andrew Pritchard

EPOA Planning Skills Series
10 April 2019

Today's Agenda

This workshop will cover

- Learning from strategic planning initiatives across England and areas taking a lead
- Links to the delivery of strategic infrastructure and Government investment, and future opportunities
- Strategic Planning practical skills session in the second half.

13.40	Registration and coffee
14.00	Welcome and outline for the workshop Catriona Riddell
14.10	Latest developments on Strategic Planning – and what can Essex learn? Update on strategic planning initiatives, case studies and emerging issues/ good practice - to cover governance models etc Catriona Riddell MRTPI, Catriona Riddell Associates
14.40	Planning for strategic infrastructure including funding it, and the role of sub-national bodies Andrew Pritchard MRTPI, Director of Policy & Infrastructure, East Midlands Councils
15.10	Questions and Discussion
15.30	Refreshment break
15.45	Strategic Planning Skills - practical session 1. What are the advantages of a more formal approach to strategic (sub-regional) planning? 2. What are the key issues that will need to be thought about (e.g. geography, strategic matters, governance)? 3. What are the barriers to a more proactive approach to strategic planning and how can they be addressed?
16.45	Summing Up - conclusions and feedback Please also email your feedback on tis and other workshops and suggestions for future content or improvement to PlanningSkills@essex.gov.uk

Strategic Planning 2019

2016

Government Technical Consultation highlights *“the advantages of strong strategic plan-making across local planning authority boundaries, in particular in addressing housing need across housing market areas”*. **Local Plan Expert Group** identifies challenges around strategic planning as key barrier to local plan preparation and growth and recommends changes to provide ‘more teeth’ to the Duty to Cooperate, most of which have subsequently been taken forward by Government

Government set out initial proposals for planning reform in **Housing White Paper** - new ‘strategic’ local plan option preferably with *“...more and more local authorities working together to produce a strategic plan over a wider area on the functional economic geography that is right for their part of the world...”*; more robust approach to be introduced to Duty to Cooperate through mandatory ‘statements of common ground’ (to include county councils) and new examination ‘tests of soundness’. Further details set out in the later **Right Homes in Right Places** consultation.

2017

Neighbourhood Planning Act 2017 provides statutory requirement to set out ‘strategic priorities’ through planning ‘portfolio’, more LP intervention powers and new powers to allow the Secretary of State to direct the preparation of a joint local plan where this would *“facilitate the more effective planning of the development and use of land in the area”*.

Joint working over strategic areas key criterion on Government decisions on **Housing Infrastructure Fund** and **Planning Delivery Fund** aimed at supporting *“greater collaboration between councils, a more strategic approach to planning, housing and infrastructure...”*

SoS LP intervention process initiated for first 15 LPAs- SoS decisions to be *“informed by the wider planning context in each area (specifically the extent to which authorities are working cooperatively to put strategic plans in place)”*.

Need for more effective strategic and infrastructure planning emphasised in wider Government announcements with **Budget 2017** endorsing Cam-MK-Ox Corridor and proposals for new ‘strategic infrastructure tariff’ (SIT) and 5 new towns in South East; and **Industrial Strategy White Paper** emphasising support for *“greater collaboration between councils, a more strategic approach to planning housing and infrastructure...”*

2018

First new style **Joint Strategic Plan submitted for examination** (West of England) with four others being prepared. Other LAs considering a move to the new strategic plans on joint basis.

Revised NPPF published July 2018 confirming support for joint plans and development plan ‘portfolio’

Strategic planning 2019

Overall Government priority:
**increase housing delivery to 300k
per annum**



Quicker and more effective plan-making

Speed up delivery
of local plans
(e.g. intervention, use of
planning 'freedoms &
flexibilities', HDT, standard
methodology)

**More effective
strategic planning**



- Stronger emphasis on **joint planning** in NPPF
- Duty to Cooperate strengthened through **Statement of Common Ground** and **new tests of soundness** to ensure DtC is 'duty to agree'
- **Strategic Infrastructure Tariff** to be introduced - but can only be levied by combined authorities or through statutory joint local plan committee
- Increasing number of **housing and growth deals** with more effective joint planning a key part e.g. Oxfordshire 2050 Plan
- **Fiscal incentives** offered for more effective strategic planning through government infrastructure & capacity funding.
- Strategic planning **key factor in government agency priorities** e.g. Highways/ Homes England.
- Strategic approach to transport beginning to emerge **through Sub-national Transport Bodies (STBs)**
- Strong influence beginning to emerge from **Local Industrial Strategies** that will set out 20 year strategies, including some spatial priorities
- **National spatial priorities** begin to emerge from Government e.g. Oxford Cambridge Arc, Thames Estuary, Northern Powerhouse

"Our general thrust is for groups of local authorities to come together to form a kind of strategic partnership and vision for a particular region or area, fundamentally so that we can fund the infrastructure that's related to it."

Joint Strategic Plans 2019

- Five groups of authorities preparing new style Joint Strategic Plans: Greater Exeter, Oxfordshire, South Essex, South West Herts, West of England
- Long term (2050) strategic investment strategies with statutory status being prepared within clear growth narrative & strategy
- Statutory LDDs with focused scope and small number of strategic policies and no site allocations
- Larger areas covered than traditional LPs with 'boundary-off' approach focusing on 'place' and not numbers
- All are S28 joint plans but with no joint decision-making (S29 committee) therefore decisions made by individual LPAs.
- Main drivers - planning on bigger spatial canvas, access to funding and stronger place leadership.
- Cost approx. £2-3m but significant potential savings due to shared evidence base, skills and capacity
- West of England JSP first to be examined with Hearings starting in May - key issues include level of detail, SA process and type of employment land (links to LIS).



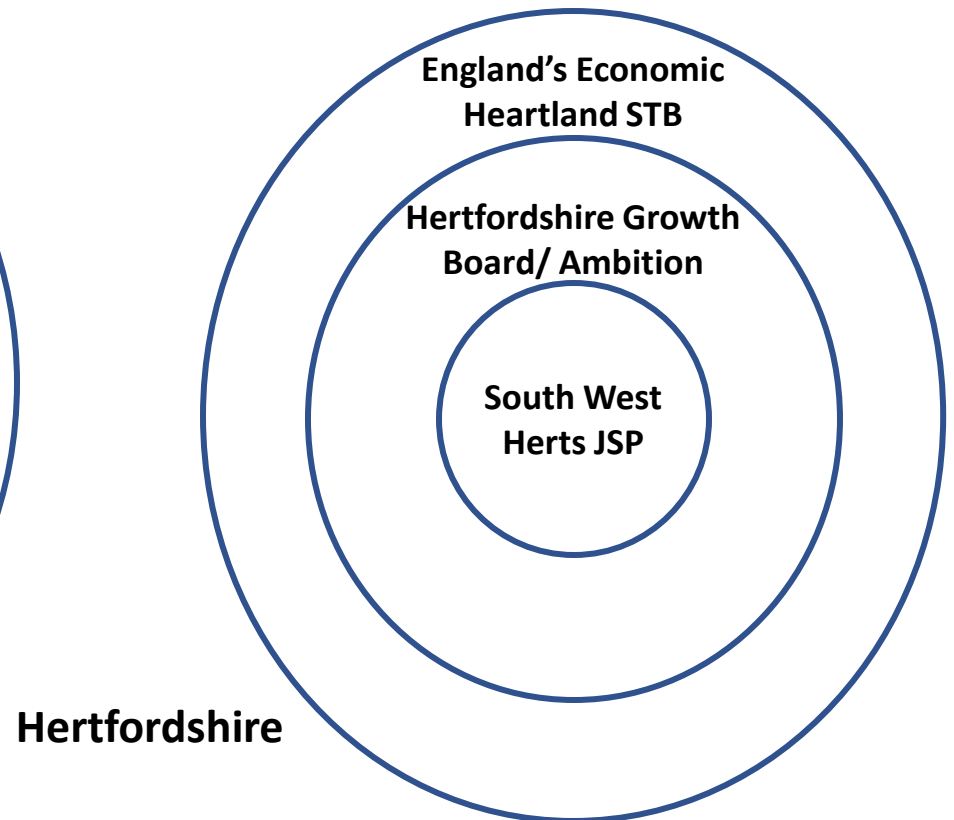
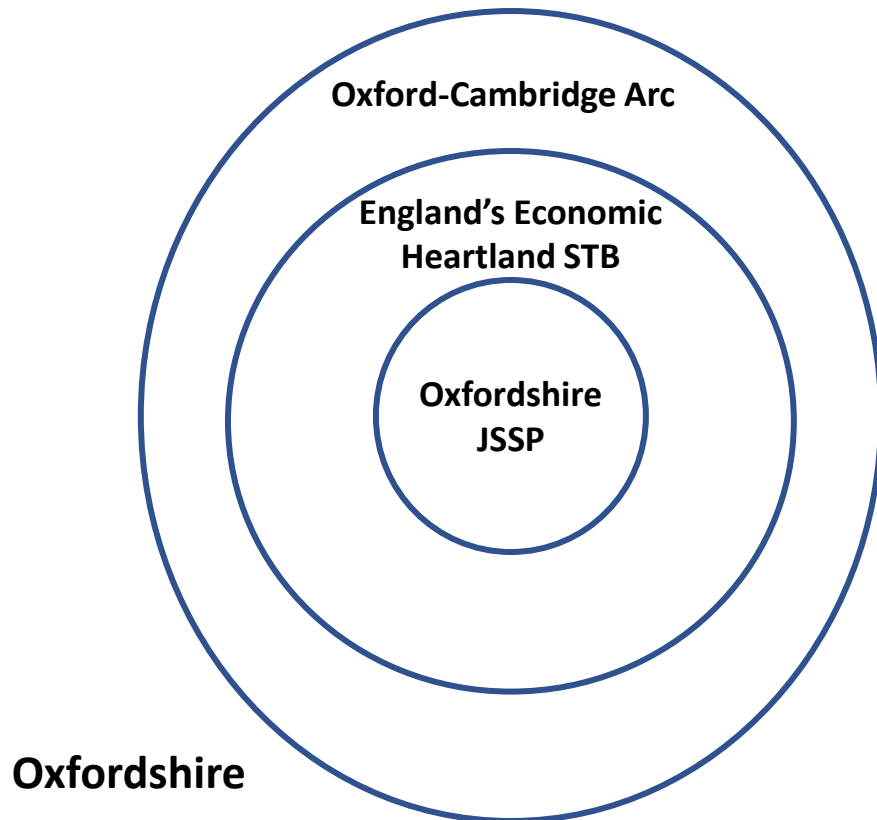
Joint Strategic Plans 2019

The Planning 'Portfolio' 2019 (Managed through a Statement of Common Ground / MoU)	
NPPF	
Statutory Development Plan	
Joint Strategic Plan <ul style="list-style-type: none">• High level planning framework for local policies with small number of strategic policies• May not cover ALL strategic policies but will have to set out where these will be dealt with• Will address critical Duty to Cooperate issues including overall housing target & distribution and strategic infrastructure• Do not have to include site allocations provided it can be demonstrated that these are to be dealt with through other mechanisms such as brownfield registers or non-strategic policies• Must be based on a shared vision / ambition	Minerals & Waste Plans Where not included in Strategic Plan
Local Policies/ plans (Not a requirement) <ul style="list-style-type: none">• More flexible approach to planning tools focusing on managing change on the ground• Do not need to be full site allocations plans• E.g. Site allocation documents (where needed beyond Brownfield Register), (joint) area action plans, neighbourhood plans	

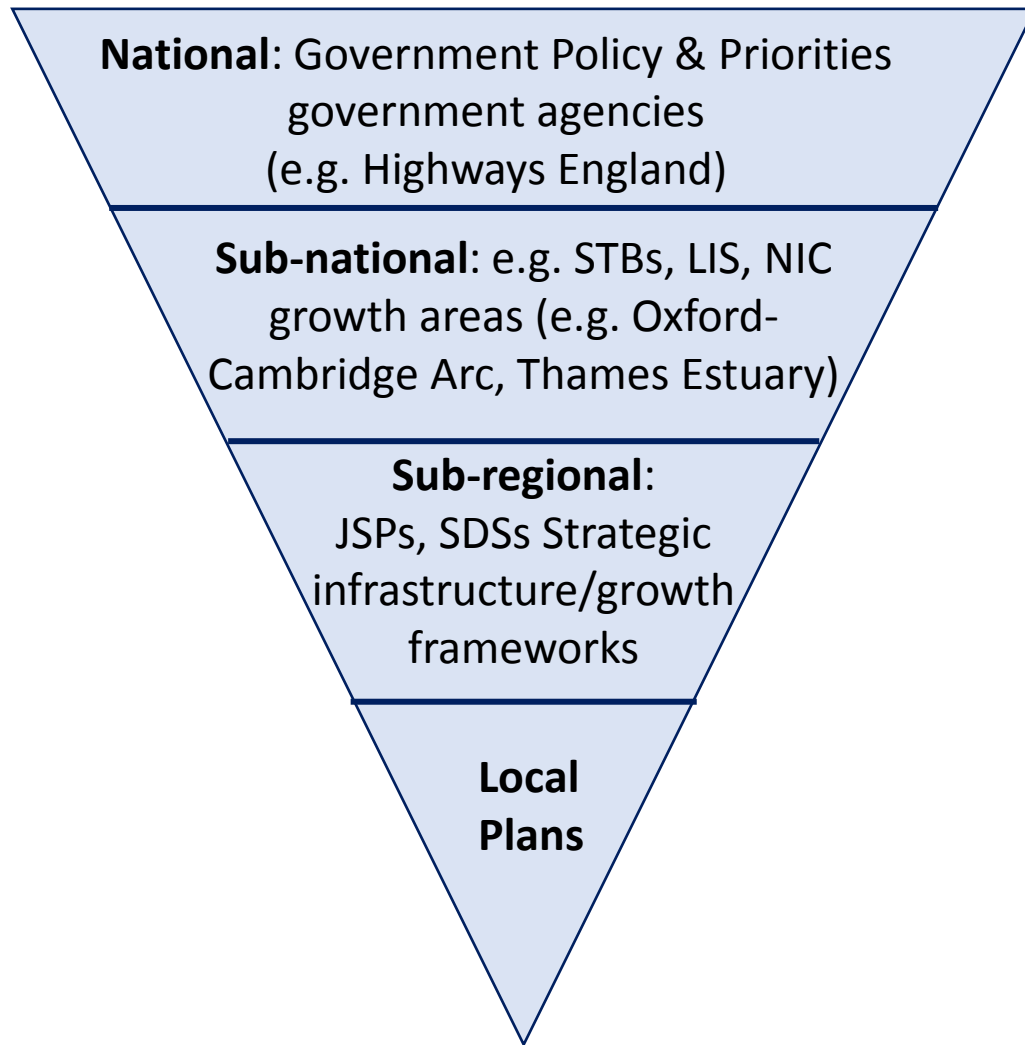
Strategic Planning 2019: Key Issues

Key Issue 1: Geography and Scale

- **Administrative v functional geography:** there is room for both as strategic planning operates on different scales
- **Mix of partners:** can be challenging e.g. if county, district and UA involved or CA/LAs involved
- **Number of partners:** Generally cover large strategic areas with 4-6 LAs (more in Greater Manchester) but if no joint decision-making, the more partners the longer it will take to agree anything



Key Issue 2: Aligning ambition and priorities



*"To create new homes and places for people to live, infrastructure such as transport, healthcare, schools and utilities must be in place, but this is difficult as **government departments are not required to tie their investment strategies with local authorities' infrastructure plans, creating uncertainty about how some infrastructure will be funded.**"*

National Audit Office, February 2019

Key Issue 2: Aligning ambitions and priorities

The role of Local Industrial Strategies/ LEPs

- Local industrial strategies to be prepared by mayoral/ combined authorities or LEPs – initial round to be agreed by March 2019, the rest March 2020
- Focus on rebalancing Britain with investment in transport managed through CAs and sub-national transport bodies
- 20 year plans with sectorial and spatial priorities
- Strong emphasis on infrastructure priorities and on clean growth – clear links with 25 Year Environment Plan (incl role of natural capital)
- NPPF now requires LIS to be taken into account in LPs



“We want to support greater collaboration between councils, a more strategic approach to planning housing and infrastructure, more innovation and high quality design in new homes and creating the right conditions for new private investment.”

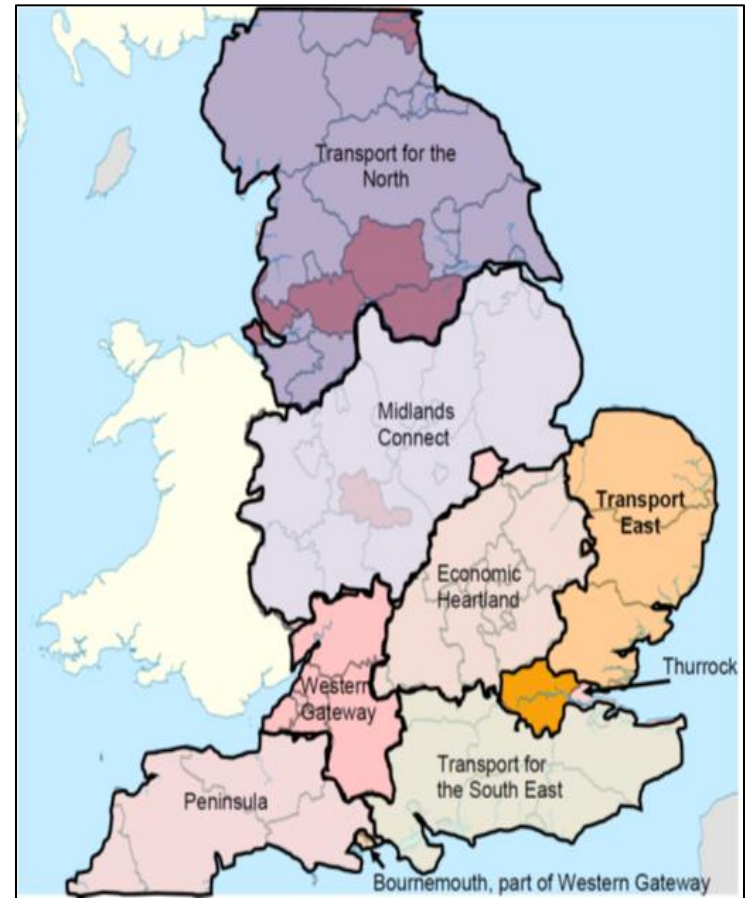
Key Issue 2: Aligning ambitions and priorities

The role of Sub-national Transport Bodies (STBs)

- Focus of single conversation around strategic transport priorities and investment to help deliver improved collective transport planning and decision making over areas larger than current transport authorities
- Will eventually be statutory bodies with significant funding potential and key role in influencing spatial priorities
- Develop integrated transport strategies and plans for their areas.
- Strong focus on supporting growth – investment to be directed where can achieve ‘biggest bang for your buck’ [see TfSE Economic Connectivity Review

<https://transportforthesoutheast.org.uk/strategy/ecr/>]

Emerging STB geography



Key Issue 3: Statutory v Non-statutory

- Clear role for collective place ambition and setting shared priorities but statutory approach provides investor (and government) confidence that this will be delivered
- Government only interested in investing in areas where there is confidence in delivery
 - statutory approach a pre-requisite for growth deal funding e.g. £230m for Oxfordshire Deal
 - Most of PDF directed to areas where statutory joint plans being prepared e.g. largest allocations given to Greater Manchester and South Essex (£900k)
 - Significant proportion of HIF funding directed to areas with JSPs e.g. £55m awarded to Greater Exeter in February
 - Challenging strings attached to deals and funding can be taken away of default on any part of the Deal (e.g. £68m withdrawn from Greater Manchester CA as housing numbers considered too low)
- Less concerns re loss of sovereignty in new JSPs due to individual LPA decision-making (for joint plan) but still issues about role of counties in 2-tier areas
- Statutory plans providing more robust approach to integrating long term strategic spatial, economic and infrastructure priorities.
- Statutory plans allow LPAs to manage growth over longer timescales, larger spatial areas in areas with constraints e.g. where significant Green Belt, constrained cities – HDT and 5YLS can be managed over strategic planning area rather than individual LPA.
- Statutory plans providing more robust place leadership.

Key Issue 4: Governance arrangements

- Increasing number of strategic governance structures evolving to provide stronger place leadership, speaking with one voice to influence funding and other decisions
- Different models being applied but starting position for most is current partnership arrangements (mature relationships)
- Increasing number moving from initial starting position of voluntary structures to more formally constituted joint (S101) boards/committees as partnerships mature and to provide more fiscal accountability (e.g. to manage growth deal funding)
- No real scope for anything that needs legislative backing whilst focus on Brexit – so no more CAs or S29 joint plan committees (which require SoS order) – this will have impact on access to proposed new Strategic Infrastructure Tariff.
- S29 joint plan committee cannot include counties and UA (e.g. in South Essex) therefore limited scope anyway
- Growth Boards include all LAs on equal basis and increasingly including other key stakeholders on non-voting basis (e.g. LEPs, CCGs, STBs)
- Debates over devolution deals have impacted on approach to partnerships to manage growth – recognition that strategic partnerships more effective in accessing funding, but new debates over local government reorg beginning to get in the way.
- Significant challenges in terms of attitude of politicians & CXs to planning – lack of understanding of role of strategic planning/ many still see planning as regulatory function

Key Issue 5: Skills and capacity

- Significant loss of strategic planning expertise and experience since demise of structure plans/ regional planning
- Most JSP groups using combination of own teams with some external support but LP teams usually very small and many still don't see strategic planning as part of the day job.
- GE and SE now have shared office space where policy teams work together for 2-3 days/ week – informal arrangement but paying significant dividends
- Some project directors in place but still relying on internal staff resources and limited budgets
- Need to rebuild skills base – ringmaster role of strategic planners (effective partnership working), mix of disciplines
- Need champions at the top table – don't have to be planners but need to understand what role planning should play in delivering 'good growth'

In conclusion....

Strategic planning has gone from strength to strength over last 2 years but still some way to go.

- Move away from 'planning by numbers' to place-based approach supported by government but housing delivery still single biggest measurement of success (by Treasury).
- Alignment (vertical and horizontal) between spatial, economic and infrastructure priorities still too fragmented.
- Stronger 'place leadership' beginning to emerge but need to make sure role of strategic planning fully understood and reflected.
- Roles and responsibilities getting increasingly complex therefore strategic planning 'ringmaster' role even more critical now.
- Rebuilding strategic planning capacity and expertise starting but from a low base.

DISCUSSION

Planning and Delivering Strategic Infrastructure

Planning for Infrastructure *or* The Strange Re-birth of English Regionalism

Andrew Pritchard





- Membership body for all 46 councils in the East Midlands
- Provides services to improve council performance
- Strategic leadership and a strong regional voice

- TfEM brings together 9 LTAs in the East Midlands under the auspices of East Midlands Councils (EMC)
- Working in partnership with DfT on the East Midlands Franchise
- Collective input into Midlands Connect

- Emerging Sub-national Transport Body for the Midlands
- Published Transport Strategy in March 2017
- Working to prioritise major investment across the Midlands

A LOCALISM BILL

- 3105-14-12-10-



© Steve Bell, 2010 - with apologies to the League of Gent

Regional Resistance Movement...

- Department for Transport never abandoned the concept of regions post 2010 - unlike MHCLG and BEIS....
- DfT recognised that regions were an appropriate geography for prioritising strategic transport infrastructure...and missed RAs/RDAs
- As Chair of HS2 Ltd, Sir David Higgins encouraged northern councils & LEPs to work together on HS2 - resulted in Transport for the North
- Discussions about a Midlands-wide transport partnership started in 2014 - Midlands Connect formalised in 2015
- Other regional partnerships have since emerged elsewhere....

Sub-National Transport Bodies

- Formalised through the Cities & Devolution Act 2016 – but only Transport for the North has been designated.
- Legislation requires STBs to produce a transport strategy...and for the SoST to have regard to it
- Other powers by agreement with SoST
- Process for designation similar to forming a combined authority - requires secondary legislation and an affirmative vote in both houses.
- No receipting powers or ability to borrow.

Emerging STB Geography:

The Strange Re-birth of English Regionalism

Legend

- Transport for the North
- Midlands Connect
- Transport East
- Englands Economic Heartland
- Western Gateway
- Transport for the South East
- South West Peninsula



Midlands Connect

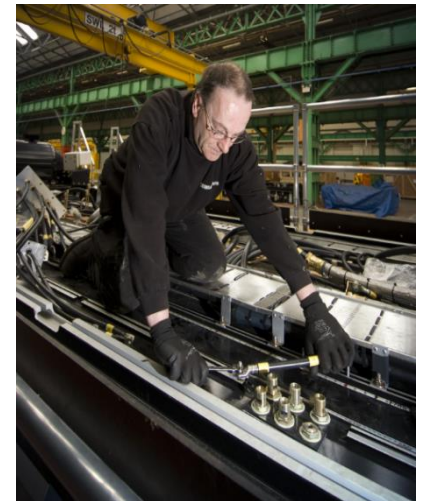
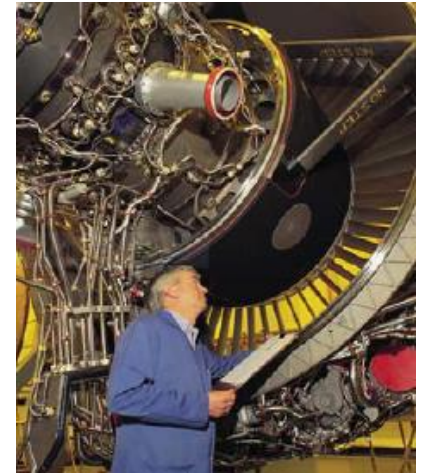


- Non-Statutory Sub-National Transport Body
- Covers the West and East Midlands (less Northamptonshire)- from the Welsh Borders to the Lincolnshire Coast
- c10 million people (i.e. nearly twice as big as Scotland)
- Midlands Connect Strategy published in 2017 – set out a 20 year vision supported for transport led economic growth supported by a proposed pipeline of infrastructure investment
- So far received £23 million from Government towards business case development - future funding dependant on CSR
- Part of the 'Midlands Engine' Brand

	Midlands Connect	Transport for the North	Gap analysis
Transport Strategy	Agreed transport strategy in 2017, as programme for MC work	Requirement in statute to consult and publish a transport strategy; DfT to have 'formal regard' in national decision making processes	Formal requirements of DfT unclear; alternatively NIC have charter with clear expectations of HMG response including timescales
Strategic Roads investment	Early discussion and input into RIS including Strategic Board as a forum to make priorities clear.	Via Highways North has access to information and input into RIS and a forum to make priorities clear.	None in practice, although establishing/formalising a "Highways Midlands" would help address 'perception gap'.
Major Road Network (MRN)	Advises on network. Builds regional evidence base. Prioritises schemes.	Advises on network. Builds regional evidence base. Prioritises schemes.	None.
Local Road investment	Prioritises Large Local Majors (LLMs) within the region and offers advice to SoS.	Prioritises Large Local Majors (LLMs) within the region and offers advice to SoS.	None. Although, worth noting TfN also took some highways powers as part of statutory status.
Rail Infrastructure investment	Develop long term pipeline through economic corridor studies and provide advice on priorities direct to Department via Rail Group.	Through Rail North Partnership Board has visibility of and will be consulted at each stage for investments in region. Final decisions remain with SoS.	Stronger formal role for TfN and greater expectation that DfT explain where advice not followed.
Rail Services	Feeds into consultations on franchises in its region.	Co-manages Northern and Transpennine franchise. Feeds into consultations on other franchises in its region.	Largest gap. Would require significant change in direction should MC wish to address.

Transport as an Engine of Growth

- Economic impacts through improved connectivity between places
- Job growth through transport engineering sector
- Without a transport system, we do not have an economy...



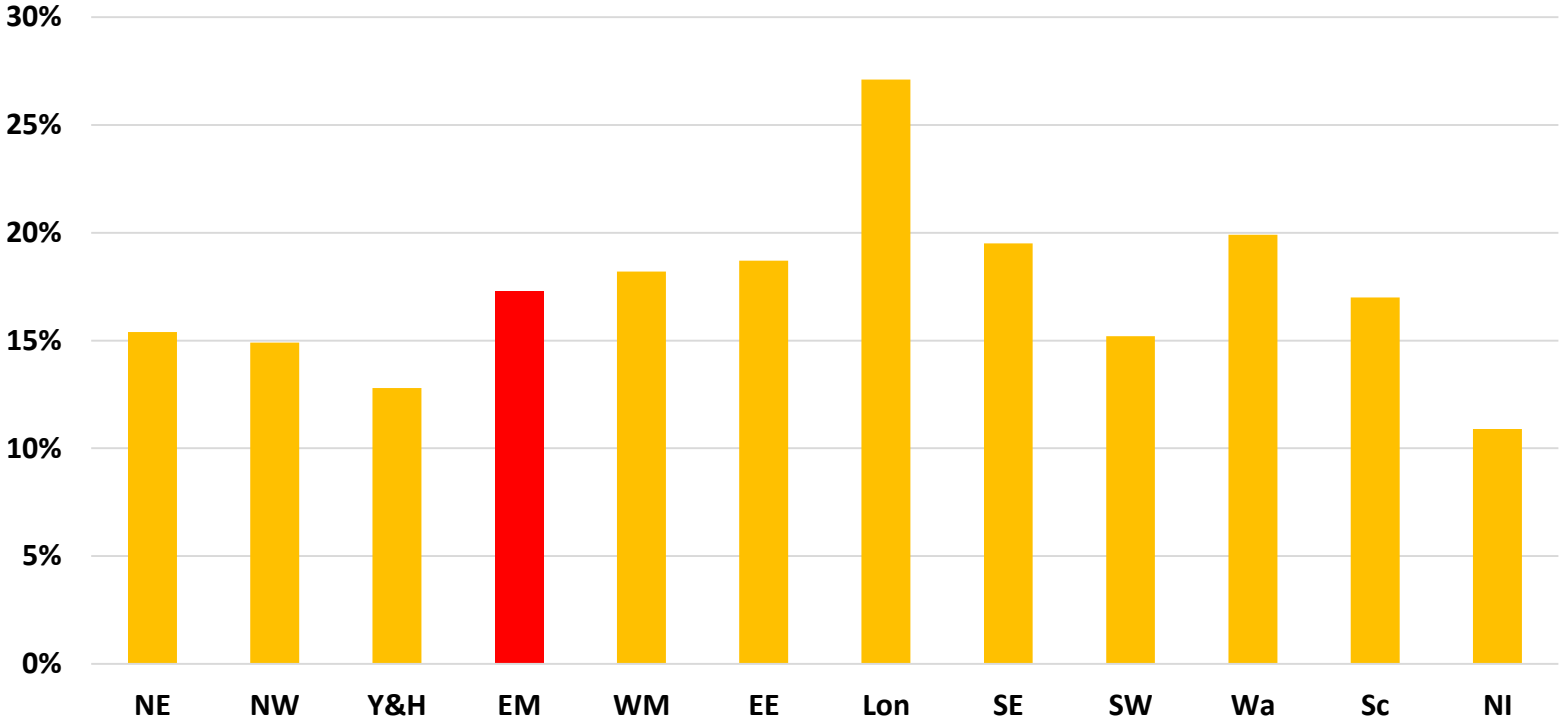
East Midlands Growth: Jobs, People and Homes

- Strong private sector job growth over the last 5 years
- c20% of GVA Exported
- Strong academic network
- EM population likely to rise by half a million to 5 million by 2030
- Biggest growth in university towns & cities - and Corby!
- 400,000 new homes planned over next 20 years



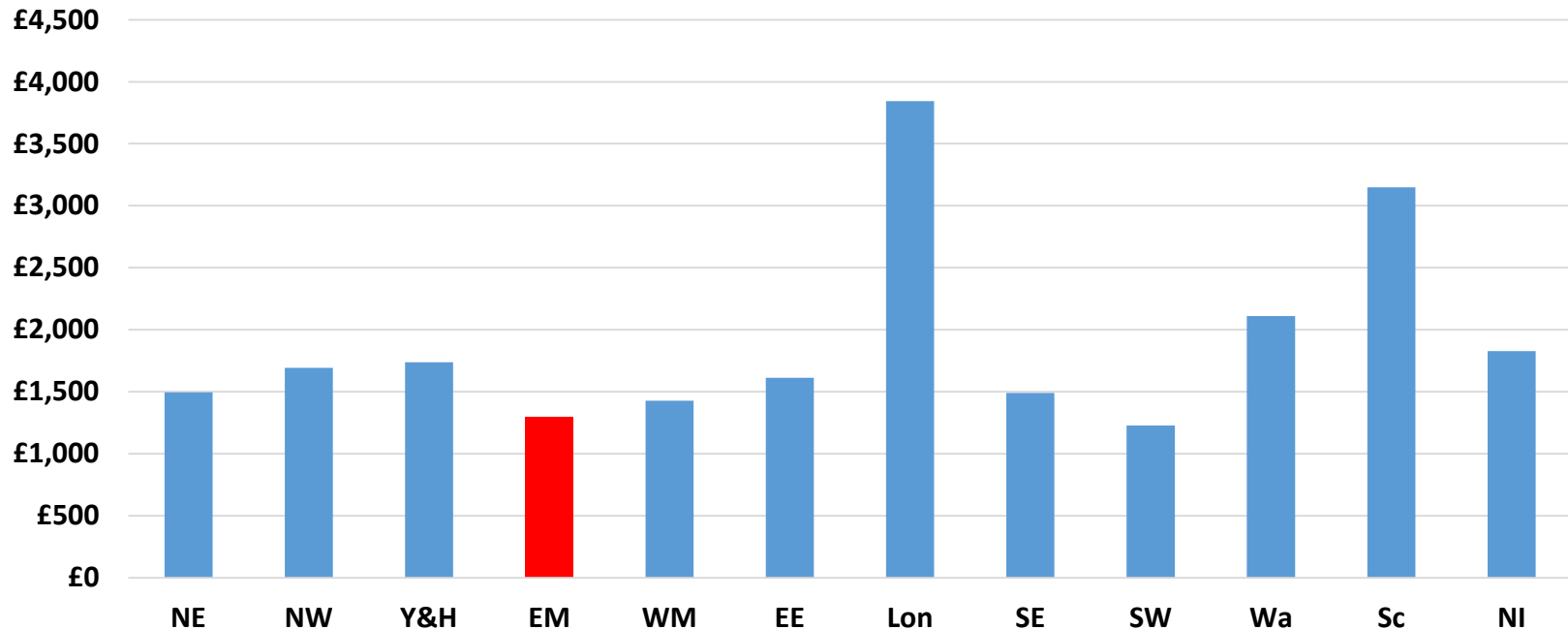
“The East Midlands is a bellwether for the UK economy”

% GVA Growth 2010-2015



Source: <http://researchbriefings.files.parliament.uk/documents/SN05795/SN05795.pdf>

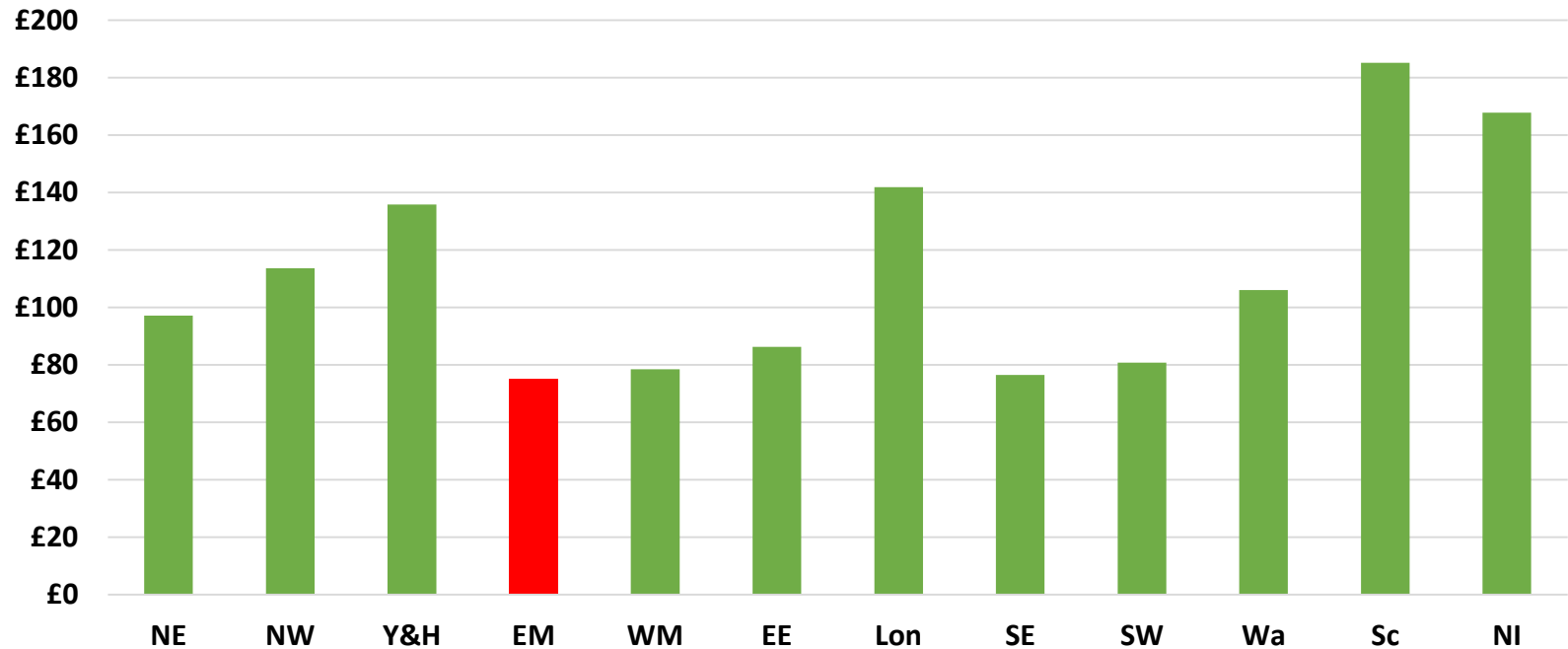
Total Public Investment in Transport (per head) 2010-11 to 2015-16



Source: <https://www.gov.uk/government/collections/public-expenditure-statistical-analyses-pesa>

Cost of Growth 2010-2015

Public Investment (per head) in Transport, per 1% GVA Growth




The need to challenge 'received wisdom'...

- London has delivered a high levels of GVA growth, but this has been sustained by very high levels of transport investment
- Relatively high levels of transport investment in the devolved nations and the northern English regions does not yet seem to have delivered similar levels of GVA growth
- The East Midlands has delivered the highest GVA growth relative to public investment in transport of any UK region/nation since 2010 – with the West Midlands not far behind
- There would appear to be a economic case for increasing transport investment in the East Midlands as a cost effective way of boosting UK GVA in a post Brexit economy...

TfEM & Midlands Connect Joint Priorities

- Six Joint Strategic Priorities agreed by Midlands Connect and TfEM
- Presented to the Secretary of State by Sir John Peace and Sir Peter Soulsby in 2018
- The basis for an ongoing dialogue with Department for Transport....



Transport for the East Midlands

Midlands Connect
Powering the Midlands Region

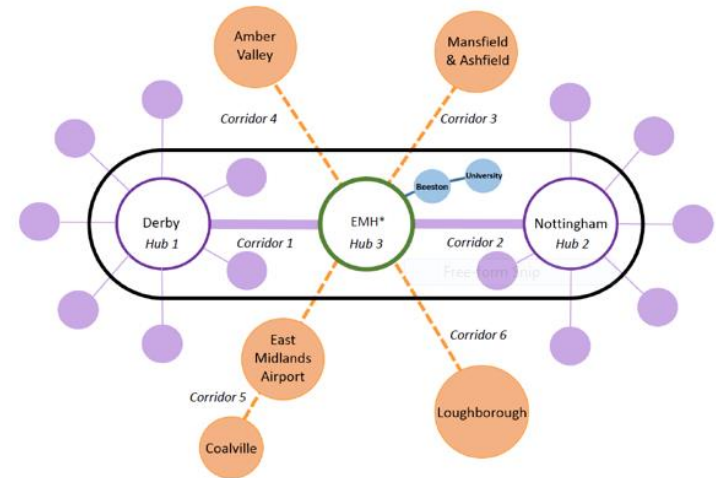
A SHARED VISION FOR THE EAST MIDLANDS

TfEM and Midlands Connect are working together on a common set of key strategic priorities that will help to address the historic underfunding of the East Midlands and support economic and housing growth:

1. Making the most of HS2
2. A Midland Main Line fit for the 21st century
3. Improving access to East Midlands Airport
4. A46 Growth Corridor & Newark
5. A5 Growth Corridor
6. Transforming East-West connectivity

Making the Most of HS2

- Midlands will be the heart of the HS2 Network - 3 new stations and 3 with HS2 connectivity
- EM Hub at Toton, Chesterfield, and Staveley Maintenance Depot
- We are working together to make the case for building Toton early, and to develop the strategic and local transport links that will realise its economic potential



Midlands Main Line fit for the 21st Century

- Working with DfT to develop an incremental approach to electrification of the line between Kettering & Clay Cross
- TfEM working in partnership DfT on the EM Rail Franchise competition
- Working with our world class local rail industry to ensure the track and new rolling stock can deliver real improvements



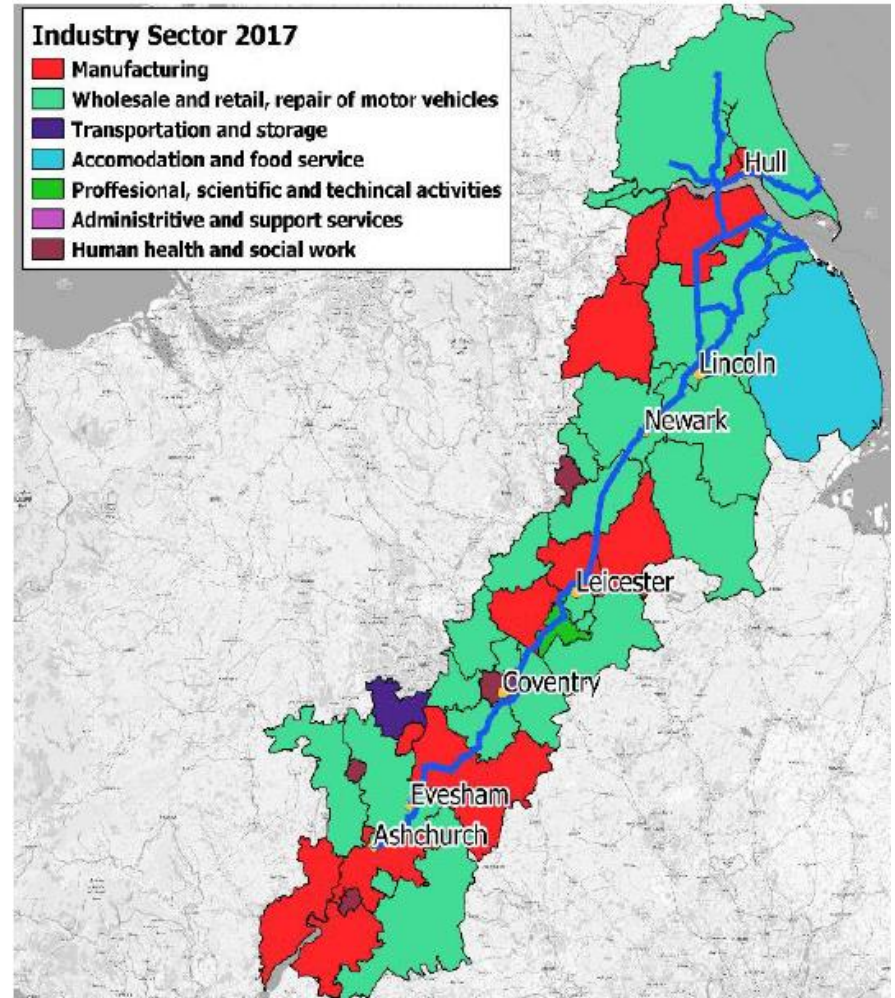
Improving access to East Midlands Airport

- EMA is a major international gateway and economic asset
- 5 million passengers per year and UK's largest dedicated air-freight airport - and plans for major growth
- Adjacent Strategic Freight Interchange will generate 1,000s of new jobs
- But need to improve road and particularly public transport surface access...and links to HS2



A46 Growth Corridor

- 145 mile corridor from the Severn Estuary to Humber ports
- Support key economic sectors including automotive, aerospace, agri-food and textiles
- Huge potential for further economic and housing growth - bigger than CaMKOx!
- Key priorities for improvement: Newark North, SE Leicester and Lincoln to Humber



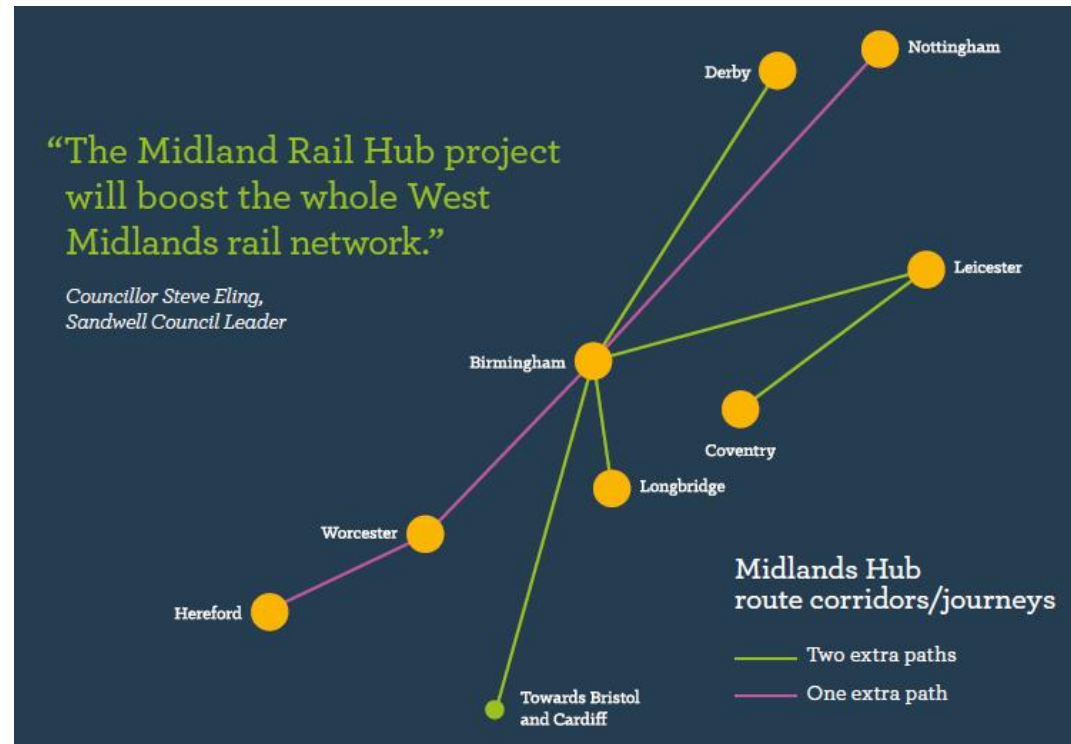
A5 Growth Corridor

- A5 (Watling Street) an major E-W route – and an alternative to M6
- Key to major employers, particularly freight distribution
- Major housing and employment growth planned along the corridor over next decade
- But route is variable standard, accident prone and frequently congested...
- TfEM working to develop a strategic approach to improvement - particularly between M42 and M69



Transforming East-West Connectivity

- Key UK transport corridors predominately North South
- Poor East West connectivity between midlands cities undermining growth:
 - Nottingham/Derby/Leicester/Lincoln to Birmingham (Rail & Road)
 - Leicester to Coventry (Rail)
- Midlands Rail Hub and Road Hub projects promoting targeted enhancements



Deal or No Deal...?

- East Midlands has untapped potential for major employment and housing growth
- Addressing historic patterns of under-investment in transport key to unlocking growth and re-balancing the UK economy
- This becomes even more important in a post Brexit world....



Something to watch out for....

“There are deep-rooted inequalities across the UK. These are not inevitable. However we lack the long term thinking and spatial economic plan needed to tackle them. The UK2070 Commission will seek to fill this gap through a national inquiry and debate on the nature of the problems and set out the actions needed to address them.”

Lord Kerslake, October 2018

<http://uk2070.org.uk/publications/>



UK2070
COMMISSION

DISCUSSION

Workshop Session

1. What are the advantages of a more formal approach to strategic (sub-regional) planning?
2. What are the key issues that will need to be thought about (e.g. geography, strategic matters, governance)?
3. What are the barriers to a more proactive approach to strategic planning and how can they be addressed?

Thank you!

And can we please have your feedback

PlanningSkills@essex.gov.uk