



**LIST OF PLANNING APPLICATIONS AND OTHER PROPOSALS
SUBMITTED UNDER THE PLANNING ACTS TO BE DETERMINED BY
THE DIRECTOR OF ENVIRONMENT AND COMMUNITY SERVICES**

CIRCULATED SCHEDULE NO. 15/14

Date to Members: 10/04/14

Member's Deadline: 16/04/14 (5pm)

The reports listed over the page form the 'Circulated Schedule' a procedure agreed by the Planning and Transportation Committee on 21 November 1996. The procedure is designed to increase the effectiveness and efficiency of the Development Control Service. Under the arrangement reports are circulated on a weekly basis.

The reports assess the application, consider representations which have been received, and make a recommendation regarding the proposal. The procedure is designed to ensure that Members are aware of any concern expressed by interested parties in their ward and indicate a recommendation.

Having considered the reports, those applications that Councillors feel should be referred to an appropriate Area Development Control Committee must be notified to the Development Control section **by email within five working days of the publication of the schedule (by 5pm)**. If there has been no member request for referral within the time period, the decision notices will be issued in line with the recommendation in this schedule. **Before referring an item to the Committee, Members may wish to speak to an officer about the issue, in order that any problems can perhaps be resolved without the need for referral to a Committee**

PLEASE NOTE: THE CIRCULATED SCHEDULE PROCESS IS ONLY OPEN TO THE ELECTED MEMBERS OF SOUTH GLOUCESTERSHIRE COUNCIL.

NOTES FOR COUNCILLORS - FORMAL ARRANGEMENTS

If any Member requires any of the proposals listed in the Schedule to be considered by the appropriate Development Control Committee, please let the Director of Planning, Transportation and Strategic Environment know within 5 working days of the date of this Schedule (e.g., if the schedule is published on a Friday, comments have to be received by the end of Thursday) (see cover page for the date).

To refer an application(s) members are asked to email MemberReferral@southglos.gov.uk providing details of

- Application reference and site location
- Indicate whether you have discussed the application(s) with the case officer and/or area planning manager
- Indicate whether you have discussed the application(s) with ward member(s) if the site is outside of your ward
- The reason(s) for the referral

The following types of applications may be determined by this Circulated Schedule procedure:

All applications and related submissions not determined either by the Development Control Committees or under delegated powers including:

- a) Any application submitted by or on behalf of the Council.
- b) Any application requiring either new or a modification to an existing planning agreement, provided that the application is not required to be determined by Committee.
- c) Any footpath diversion required to implement an approved scheme.
- d) Applications, except those where approval is deemed to be granted upon the expiry of a defined period, where a representation contrary to the Officers recommendation are received.
- e) Applications for Certificates of Appropriate Alternative Development where a representation contrary to the Officer's recommendation is received.
- f) Applications for Certificates of Lawful Use of Development

GUIDANCE FOR 'REFERRING' APPLICATIONS

Members are entitled to refer any application for consideration by the relevant DC Committee or Sites Inspection Committee, before a decision has been made. However as call-ins will delay the decision on an application and in the interests of improving the effectiveness and efficiency of the Development Control service, this option should only be exercised after careful consideration. Members are therefore asked to take account of the following advice:

- Before referring an application always speak to the case officer or Area Planning Manager first to see if your concerns can be addressed without the application being referred.
- If you are considering referring in an application outside the ward you represent, as a courtesy, speak to the ward member(s) to see what their views are, before referring the application.
- Always make your referral request as soon as possible, once you have considered all the application details and advice of the case officer. Please do not leave it to the last minute
- Always make your referral request by e-mail to MemberReferral@southglos.gov.uk, where referrals can be picked up quickly by the Development Management Technical Support Team. If in exceptional circumstances, you are unable to e-mail your request, please contact 01454 863519, well in advance of the deadline, to discuss alternative arrangements to ensure your response can be received.
- When you refer an application, make clear what the planning reasons are for doing so. This will help the case officer and other members give attention to the specific issues you have raised.
- It may also allow officers to seek to negotiate with the applicant to overcome the Member's concerns and therefore removing the need for a Committee determination.

CIRCULATED SCHEDULE – 10 APRIL 2014

ITEM NO.	APPLICATION NO	RECOMMENDATION	LOCATION	WARD	PARISH
1	PK14/0143/F	Refusal	Land Rear Of 37-43 Birgage Road Hawkesbury Upton Badminton South Gloucestershire	Cotswold Edge	Hawkesbury Parish Council
2	PK14/0408/PDR	Approve with Conditions	25 Fallowfield Warmley South Gloucestershire BS30 8YS	Oldland	Bitton Parish Council
3	PK14/0428/F	Approve with Conditions	Land At Coombs End Old Sodbury South Gloucestershire BS37 6SQ	Cotswold Edge	Sodbury Town Council
4	PK14/0682/F	Approve with Conditions	21 Oakwood Gardens Coalpit Heath South Gloucestershire BS36 2NB	Westerleigh	Westerleigh Parish Council
5	PK14/0702/F	Approve with Conditions	74 Bader Close Yate South Gloucestershire BS37 5UD	Yate North	Yate Town
6	PT13/0002/O	Approve with Conditions	Frenchay Hospital Frenchay Park Road Frenchay South Gloucestershire BS16 1LE	Frenchay And Stoke Park	Winterbourne Parish Council
7	PT13/3438/F	Approve with Conditions	Jesmond Dene Old Gloucester Road Thornbury South Gloucestershire BS35 3UF	Thornbury North	Thornbury Town Council
8	PT13/4148/RM	Approve with Conditions	Plots MU5 And MU6 Charlton Hayes Northfield Filton Aerodrome South Gloucestershire	Patchway	Patchway Town Council
9	PT13/4182/O	Refusal	Land South Of Wotton Road Charfield Wotton Under Edge South Gloucestershire	Charfield	Charfield Parish Council
10	PT13/4615/FDI	Approve	Minors Lane To Severn Road Severn Beach South Gloucestershire BS35 4HP	Almondsbury	Almondsbury Parish Council
11	PT13/4616/FDI	Approve	Minors Lane To Severn Road Severn Beach South Gloucestershire BS35 4HP	Pilning And Severn Beach	Pilning And Severn Beach Parish Council
12	PT13/4617/FDI	Approve	Minors Lane Severn Beach South Gloucestershire	Almondsbury	Almondsbury Parish Council
13	PT14/0365/F	Approve with Conditions	49 Oxbarton Stoke Gifford South Gloucestershire BS34 8RP	Stoke Gifford	Stoke Gifford Parish Council
14	PT14/0774/F	Approve with Conditions	Hew-Hey Hazel Lane Rudgeway South Gloucestershire BS35 3QW	Thornbury South And	Alveston Parish Council

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PK14/0143/F	Applicant:	Bendeaux, Starling & Gardener
Site:	Land Rear Of 37-43 Birgage Road Hawkesbury Upton South Gloucestershire GL9 1BH	Date Reg:	24th January 2014
Proposal:	Erection of 3 no. dwellings with access, parking and associated works. (Resubmission of PK13/2240/F).	Parish:	Hawkesbury Parish Council
Map Ref:	377890 186636	Ward:	Cotswold Edge
Application Category:	Minor	Target Date:	18th March 2014



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 100023410, 2008. **N.T.S.** **PK14/0143/F**

REASON FOR REPORTING TO CIRCULATED SCHEDULE

This application appears on the circulated schedule due to the receipt of several letters of support from local residents. This application previously appeared on the circulated schedule in the week commencing 4th April 2014 but was not issued at the agent's request. The application now re-appears with a few amendments.

1. THE PROPOSAL

- 1.1 This application seeks full planning permission for the construction of three detached dwellings on a green field site adjacent to the village of Hawkesbury Upton. The three dwellings would all be single storey only and would each have two bedrooms. The remainder of the site would then be split up to provide parking and garden space.
- 1.2 The application states that the three homes would all be for residents over the age of 55 with a local connection and the need for disabled facilities and have expressed a willingness to enter into a S106 agreement to ensure this.
- 1.3 This application is the resubmission of a previously refused application reference Pk13/2240/F. This previous application was refused for two reasons which read as follows:
- 1.4 Planning Policy H7 of the South Gloucestershire Local Plan and Policy CS19 of the Core Strategy (which relate to rural exceptions sites) allow for small scale proposals for affordable housing to meet a local need where market housing would not normally be acceptable because of planning policy constraints. Although the applicant proposes to restrict occupation of the 3 dwellings for purchasers aged 55 and over with a local connection, this type of tenure is not deemed affordable housing as defined by the NPPF i.e. social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market and therefore would be contrary to Planning Policy H7 of the South Gloucestershire Local Plan and Policy CS19 of the Core Strategy. Policy H3 of the South Gloucestershire Local Plan states that 'proposals for new residential development outside the existing urban areas and the boundaries of settlements, as defined on the proposals map, will not be permitted with the exception of the following – Affordable housing on Rural Exception sites, Housing for agricultural or forestry workers, or replacement dwellings.' The application is for three retirement dwellings and therefore the proposal does not fall within one of the three limited categories of development and the application is contrary to the requirements of Policy H3 of the Adopted Local Plan and CS5 of the Core Strategy.
- 1.5 Because of the massing and height of the proposed bungalow closest to No's 37 to 49 Birgage Road, its proximity to the existing boundary fence and the fact that it will span almost the entire rear boundary of numbers 37 and 39 Birgage Road, it is considered that the proposed development will have an overbearing impact on the existing level of residential amenity afforded to these properties. The rear wall of the proposed bungalow will be less than 13.5 metres from the rear extension on No. 37 and less than 18 metres from the main rear wall of No. 39. Windows and doors are shown in the rear elevation of the proposed

dwelling facing towards No's 37 and 39 and due to the lack of sections and the existing change in ground levels, your officer cannot be certain that the existing boundary treatment will obstruct visibility. The application is therefore contrary to the requirements of Policy H3 of the South Gloucestershire Local Plan (Adopted).

- 1.6 The design and access statement advises that this current application has been submitted in attempt to overcome the previous refusal reasons whilst acknowledging that the site still lies outside of the defined settlement boundary. The shown changes are the siting in respect of No's 37 to 43 Birgace and a reduction in the size and height.

2. POLICY CONTEXT

2.1 National Guidance

National Planning Policy Framework March 2012

2.2 Development Plans

South Gloucestershire Local Plan (Adopted) January 2006

L1	Landscape Protection and Enhancement
L2	Cotswolds Area of Outstanding Natural Beauty
H3	Residential Development in the Countryside
T7	Cycle Parking
T12	Transportation Development Control

South Gloucestershire Local Plan Core Strategy (Adopted) December 2013

CS1	High Quality Design
CS5	Location of Development
CS18	Affordable Housing
CS19	Rural Housing Exception Sites
CS34	Rural Areas

2.3 Supplementary Planning Guidance

South Gloucestershire Design Checklist SPD (Adopted) 2007

South Gloucestershire Residential Parking Standards SPD (Adopted)

Affordable Housing SPD Adopted September 2008

3. RELEVANT PLANNING HISTORY

- 3.1 PK13/2240/F Erection of 3 no. dwellings with access, parking and associated works.
Refused August 2013
- 3.2 Approval on adjacent site - P94/1758 Erection of 10 dwellinghouses.
Construction of estate road and associated works.
Approved 1994

4. CONSULTATION RESPONSES

- 4.1 Hawkesbury Parish Council
Objects to the application on the grounds that the planning application falls outside the village development boundary.
- 4.2 Highway Drainage
No Objection subject to conditions
- 4.3 Environmental Protection
No Objection subject to conditions
- 4.4 Councils Landscape Architect
Objects to the scheme
- 4.5 Councils Transportation Officer
No Objection
- 4.6 PROW officer
No Objection
- 4.7 Housing Enabling
Objects

Other Representations

- 4.8 Local Residents
Approximately 28 letters of support have been received in relation to this application. The letters primarily support the application as the writers all believe Hawkesbury Upton to be in need of this type of accommodation.
- Approximately 5 letters of objection have also been received.
- 4.9 Letter from Ian Woodward-Court
A letter has also been received from plainview planning drawing attention to two appeals (APP/C1625/A/13/2201018 and APP/K2420/A/13/2202261) and also the Importance of the NPPF.

5. ANALYSIS OF PROPOSAL

- 5.1 Principle of Development
The application site lies outside of the defined settlement boundary. The application is to develop the site for retirement bungalows (NOT recognised as affordable housing). As the development is outside of the settlement boundary and not within an existing residential curtilage, the application stands to be assessed against the requirements of Policy H3 of the adopted local plan.
- 5.2 Residential Development in the Open Countryside

Policy H3 of the South Gloucestershire Local Plan states that '*proposals for new residential development outside the existing urban areas and the boundaries of settlements, as defined on the proposals map, will not be permitted with the exception of the following – Affordable housing on Rural Exception sites, Housing for agricultural or forestry workers, or replacement dwellings.*' The application is for three retirement dwellings and therefore the proposal does not fall within one of the three limited categories of development and the application is contrary to the requirements of Policy H3.

5.3 Rural Exceptions Policy

Whilst this application is not for affordable housing and therefore is not a rural exception site, the approval of housing on the adjacent site also outside of the village development boundary in 1994 was raised by the agent in respect of the previously refused application. In the interest of completeness therefore, the rural exceptions policy will also be discussed.

5.4 It is indeed true that in 1994, the erection of 10 houses was allowed on a site immediately adjacent to this application site. These 10 houses were also outside of the defined settlement boundary. However, the 10 houses subject of the 1994 application were true affordable houses and a S106 agreement was signed to secure this. Therefore, there are no planning similarities between this 1994 approval and the scheme currently for consideration in terms of the policies that apply.

5.5 Policy CS19 of the Core Strategy (which relate to rural exceptions sites) allows for proposals for permanent affordable housing to meet an identified local need where market housing would not normally be acceptable because of planning policy constraints. Although the applicant proposes to restrict occupation of the 3 dwellings for purchasers aged 55 and over with a local connection, this type of tenure is not deemed affordable housing as defined by the NPPF i.e. *social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market* and therefore would be contrary to Policy CS19 of the Core Strategy. In addition, the application is not supported by an approved housing needs survey and is not supported or initiated by the Parish Council which are also requirements of Policy CS19.

5.6 Visual Amenity/Area of Outstanding Natural Beauty

The site is located on the south west corner of Hawkesbury Upton and is located outside the Settlement boundary. Hawkesbury Upton is washed over by the AONB. Although the open and exposed character of the surrounding landscape make it potentially highly sensitive to change, with regards to Policy L1 the development would not significantly change the landscape character of the area. The proposed development would be viewed against the back drop of the existing relatively modern properties currently forming the edge of Hawkesbury. The South Gloucestershire Landscape Character Assessment has noted that "More recent built development, such as at Hawkesbury Upton, is situated on higher ground on the edge of the older village core, where the new rooftops break the skyline and there is little tree cover, making it visually prominent within the wider landscape."

5.7 There is scope to improve the southern approach to Hawkesbury with hedge and tree planting which would help to screen, soften and integrate the settlement edge within the surrounding landscape. There is scope therefore for the development to enhance the settlement edge of Hawkesbury Upton. However the combined footprints of the proposed bungalows do not leave adequate space for boundary hedges and standard native trees to mature. Any planting on the boundary should be mixed native hedge, but not the hornbeam and beech as proposed as this would have a domesticating effect on the rural landscape character. It is understood from the applicant that the existing boundary hedges and trees are causing maintenance issues with the adjacent footpath. Officers are not requiring the retention of any existing vegetation causing blockage or obstruction but that a satisfactory alternative scheme of planting be considered. With regards to Policy L1 and L2 the development could enhance the southern approach to Hawkesbury Upton through robust hedge and tree planting on the boundary however, given that there is a strong policy objection to the proposal, this has not been pursued further.

5.8 Design

The proposal is for the erection of three bungalows with large footprints – although admittedly slightly reduced from those previously refused. The dwellings would be constructed of natural stone and have slate roofs. The plans appear to show that the dwellings will share the garden space with no formally defined private gardens. The agent suggests that the site plan does clearly show indicative garden boundaries although on drawing 2884/5/2013revF, there are no boundaries shown between the rear gardens of any of the three proposed dwellings. The site also appears to lie on a backland plot, being accessed by an existing agricultural access lane to the site tucked up behind the existing dwellings on Birgage Road.

5.9 Whilst, in the opinion of your officer, the dwellings will appear quite out of keeping with the immediately adjacent dwellings, this on its own is not put forward as a reason for refusal. The neighbouring properties are of no special architectural merit and so it is not considered that there is any merit in reflecting the existing built form. Therefore, there is no objection to the style and design of the dwellings

5.10 Access

The Councils highway officer has raised no objection to the proposed development. Adequate off street parking and turning provision is made to meet the needs arising. Although there is some concern regarding the distance the bins would have to be wheeled, this alone is not of sufficient concern to warrant the attachment of an additional refusal reason.

5.11 Residential Amenity

The site has a slight gradient to it whereby the site slopes up gently away from the rear of dwellings 37 to 48. As a result, the proposed bungalows will be at a slightly higher level than the floor level in the existing properties. Proposed plot 1 (closest to the rear elevations of No.s 37 to 43 Birgage will be 19m from the rear of No, 39 and 15.5 metres from the single storey element to No. 37.

Although these separation distances are tight, no refusal reason will be added in this instance.

5.12 Whilst the level of amenity space proposed is minimal, given that children will not reside in the development, the level is considered to be acceptable to meet the needs of the development.

5.13 Policy

The South Gloucestershire Core Strategy was adopted in December 2013 and therefore forms part of the development plan. The application is being determined with consideration given to the Development Plan (including the Core Strategy, Local Plan and SPD's) and also the NPPF.

5.14 Policies CS5 (Location of Development) and CS34 (Rural Areas) set the context for development affecting a rural area. As the proposal is outside the settlement boundary of Hawkesbury Upton the site is regarded as being in the open countryside and therefore contrary to Policy CS5 (and CS34). Policy CS5 of the Core Strategy states that "in the rural areas communities will be empowered to shape the future of their own area through opportunities presented by Neighbourhood Planning." Policies CS5 and CS34 of the Core Strategy also require the council to review the rural settlement boundaries in the Policies Sites and Places Development Plan Document (PSP DPD) and undertake a review of the approach to the distribution of housing in the rural areas to include engagement with the local community and other stakeholders/parties. Should the local community, via the parish council, identify a need for housing in their area, to sustain the village, this could be delivered either through neighbourhood planning or the PSP DPD. Both approaches would require a thorough and transparent assessment of all site/location options in order to identify the most appropriate and deliverable site/ location. Initial work on the Policies Sites and Places DPD has commenced. However at this stage no weight can be given to this document when determining planning applications.

5.15 A letter has also been received drawing attention to two appeal reference numbers and reminding your officer of the need to consider the NPPF. Limited weight is given to the two previous appeals mentioned as these two sites are not known to be in South Gloucestershire and therefore determined under different development plan policies. Of course significant weight is given to the NPPF. Section 6 of the NPPF sets out the government's objective to deliver a wide choice of high quality homes. Other than requiring Councils to have demonstrated a five year land supply, the NPPF is not overly prescriptive in the location of development. The Council has recently demonstrated and proven its five year land supply (as part of the Adoption of the Core Strategy process) and therefore there is not an identified un-met need for general market housing or retirement housing in South Gloucestershire.

6. CONCLUSION

- 6.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, Local Planning Authorities are required to determine applications in accordance with the policies of the Development Plan, unless material considerations indicate otherwise.
- 6.2 The recommendation to refuse permission has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted) January 2006 set out above, and to all the relevant material considerations set out in the report.

7. RECOMMENDATION

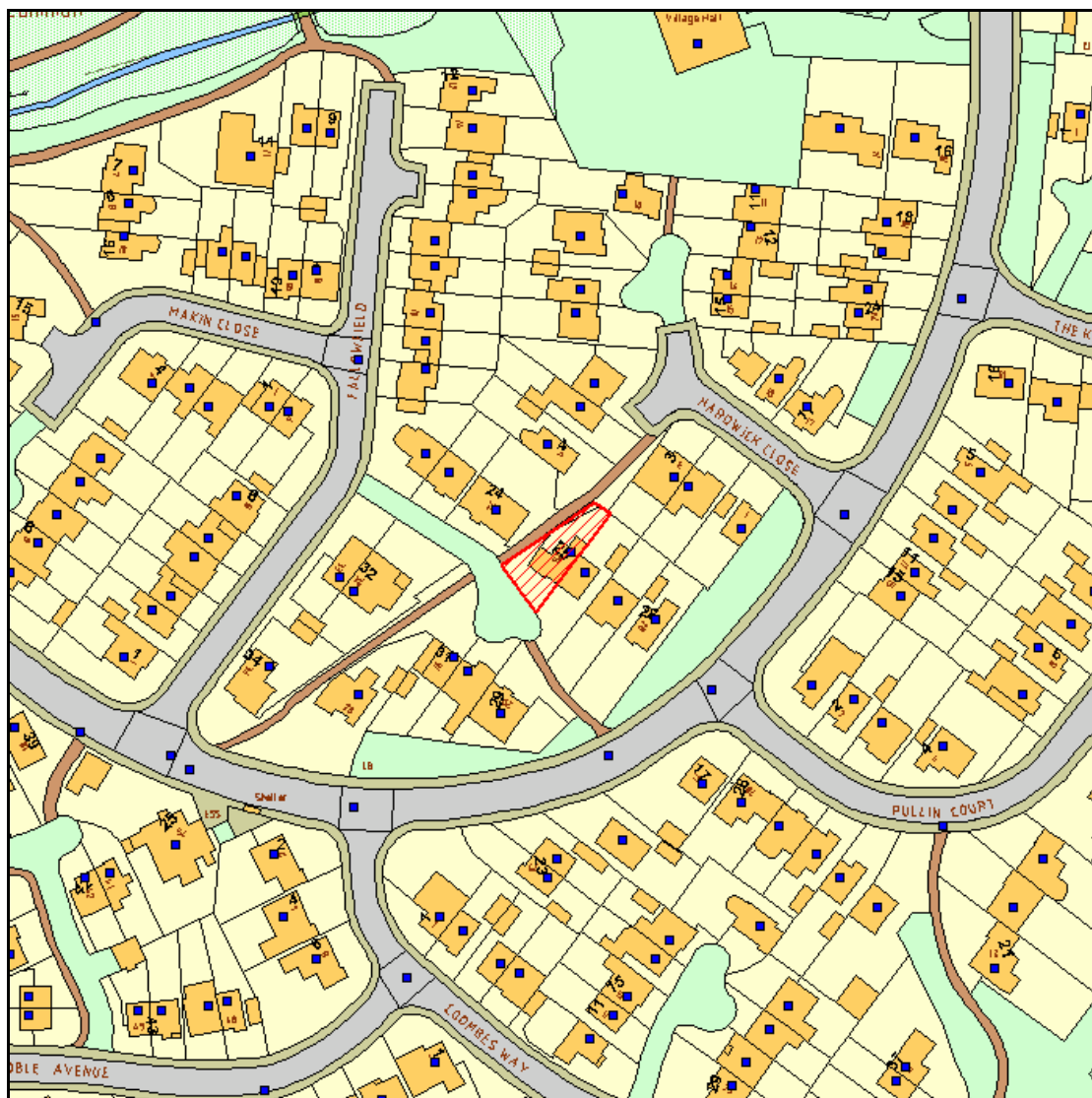
- 7.1 That the application be refused for the following reason;

Contact Officer: Marie Bath
Tel. No. 01454 864769

1. The application site lies outside of the defined settlement boundary. Policy CS19 of the Core Strategy (Adopted) which relates to rural exceptions sites, allows for proposals for permanent affordable housing to meet a local need where market housing would not normally be acceptable because of planning policy constraints. Although the applicant proposes to restrict occupation of the 3 dwellings for purchasers aged 55 and over with a local connection, this type of tenure is not deemed affordable housing as defined by the NPPF i.e. social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market and therefore would be contrary to Policy CS19 of the Core Strategy (Adopted). Policy H3 of the South Gloucestershire Local Plan states that 'proposals for new residential development outside the existing urban areas and the boundaries of settlements, as defined on the proposals map, will not be permitted with the exception of the following - Affordable housing on Rural Exception sites, Housing for agricultural or forestry workers, or replacement dwellings.' The application is for three retirement dwellings and therefore the proposal does not fall within one of the three limited categories of development and the application is contrary to the requirements of Policy H3 of the Adopted Local Plan and CS5 of the Core Strategy (Adopted).

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PK14/0408/PDR	Applicant:	Mr Paul O'Neill
Site:	25 Fallowfield Warmley Bristol South Gloucestershire BS30 8YS	Date Reg:	12th February 2014
Proposal:	Erection of single storey rear extension to provide additional living accommodation	Parish:	Bitton Parish Council
Map Ref:	367557 172028	Ward:	Oldland Common
Application Category:	Householder	Target Date:	23rd April 2014



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REASON FOR REPORTING TO CIRCULATED SCHEDULE

The application has been referred to the circulated schedule due to the receipt of a letter of objection from a local resident.

1. THE PROPOSAL

- 1.1 The application is seeking planning permission for the erection of a single storey rear extension to the rear of the existing garage and the side of main dwelling to provide additional living accommodation at 25 Fallowfield, Warmley. The proposed extension would measure 2.6 metres wide by 3.1 metres deep and have an overall height to ridge of 3.6 metres.
- 1.2 The property is a two storey semi detached dwelling and is located within the established residential area of Warmley.

2. POLICY CONTEXT

- 2.1 National Guidance
National Planning Policy Framework March 2012
- 2.2 Development Plans

South Gloucestershire Local Plan (Adopted) January 2006 (saved policies)
H4 Development within Existing Residential Curtilages, Including Extensions and New Dwellings
T12 Transportation Policy for New Development

South Gloucestershire Local Plan Core Strategy Adopted December 2013
CS1 High Quality Design
- 2.3 Supplementary Planning Guidance
South Gloucestershire Design Checklist (Adopted) 2007.
South Gloucestershire Residential Parking Standards (Approved for Development Management purposes March 2013)

3. RELEVANT PLANNING HISTORY

- 3.1 PK08/1199/F – Erection of Rear Conservatory – Approved with Conditions 11 June 2008l.

4. CONSULTATION RESPONSES

- 4.1 Bitton Parish Council
No objection

4.2 Open Spaces Society

No comment made at time of writing report.

4.3 Public Rights of Way

No objection. However the PROW officer requests that the applicant's attention be drawn to the standard limitations regarding rights of way and development. This will be attached as an informative on the issued notice of decision.

Other Representations

4.3 Local Residents

One objection has been received, via email, dated 4 March 2014. The local resident objects to the proposed extension on the basis that it would reduce the light to the kitchen/ dining room of the adjoining property (No. 26 Fallowfield). It is stated that the current conservatory helps reduce light blockage owing to its glazed nature. A more opaque structure would completely prevent light.

5. ANALYSIS OF PROPOSAL

5.1 Principle of Development

Policy H4 of the South Gloucestershire Local Plan (Adopted) 2006 advises that extensions should respect the massing, scale, proportions, materials and overall design of the existing property and the character of the street scene and surrounding area, they shall not prejudice the amenities of nearby occupiers, and shall not prejudice highway safety nor the retention of an acceptable level of parking provision or prejudice the retention of adequate amenity space.

5.3 Design/ Visual Amenity

The proposed single storey extension is of an appropriate standard in design and reflects the character of the main dwelling house and surrounding properties. The proposed extension would be approximately 3 metres deep and would have a pitched roof, measuring approximately 3.6 metres to the ridge height. It is considered that the proposal would not be large in size in comparison to the bulk of the main dwelling and is suitably subservient.

The proposed extension would be to the rear of the existing retained garage and to the side of the main dwelling house. The extension would incorporate materials to match those of the main dwelling, assisting the successful integration of the extension with the host dwelling.

Overall, it is considered that the proposal would not be harmful to the character and appearance of the principal dwelling or the street scene.

5.4 Residential Amenity

The western boundary of the property is bounded by a 2m high boundary wall beyond which is a designated public right of way (PROW). No 24. Fallowfield is located west of this PROW and this property is also bounded by a brick wall

boundary treatment. Semi-mature planting is also located along both boundary treatments. There are no new window openings proposed for this elevation. As such, given the scale and location of the proposal, combined with the existing boundary treatments in place and lack of fenestration detailing on this elevation, it is not considered that the extension would not have any detrimental impact on the residential amenity of No. 24 Fallowfield.

Officers acknowledge that a local resident raises concern relating to the impact on the adjoining property, No. 26 Fallowfield, in terms of loss of light. This property forms part of a semi-detached pair with No. 25, Fallowfield, the subject of this application, and is located to the east of the proposal site. Owing to the positioning of the proposed extension on the west elevation of the main dwelling house, there will be no resulting impact on No. 26 Fallowfield in terms of loss of light as the extension will be located on the opposite side of the house to No. 26 Fallowfield.

Sufficient garden space would remain to serve the property.

Bearing the above in mind, the impact on residential amenity is subsequently deemed acceptable.

5.5 Parking and Highway Safety

The application is not proposing to increase the number of bedrooms within the property, nor would it effect the existing off street parking arrangements. As such, there are no objections to the proposal with regard to parking and highway safety.

6. CONCLUSION

- 6.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, Local Planning Authorities are required to determine applications in accordance with the policies of the Development Plan, unless material considerations indicate otherwise.
- 6.2 The recommendation to grant permission has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted) January 2006 and the South Gloucestershire Local Plan Core Strategy (Adopted) December 2013 set out above, and to all the relevant material considerations set out in the report.

7. RECOMMENDATION

- 7.1 That the application be approved subject to the following conditions.

Contact Officer: Sharon Waring
Tel. No. 01454 863131

CONDITIONS

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

To comply with the requirements of Section 91 of the Town & Country Planning Act 1990 (as amended).

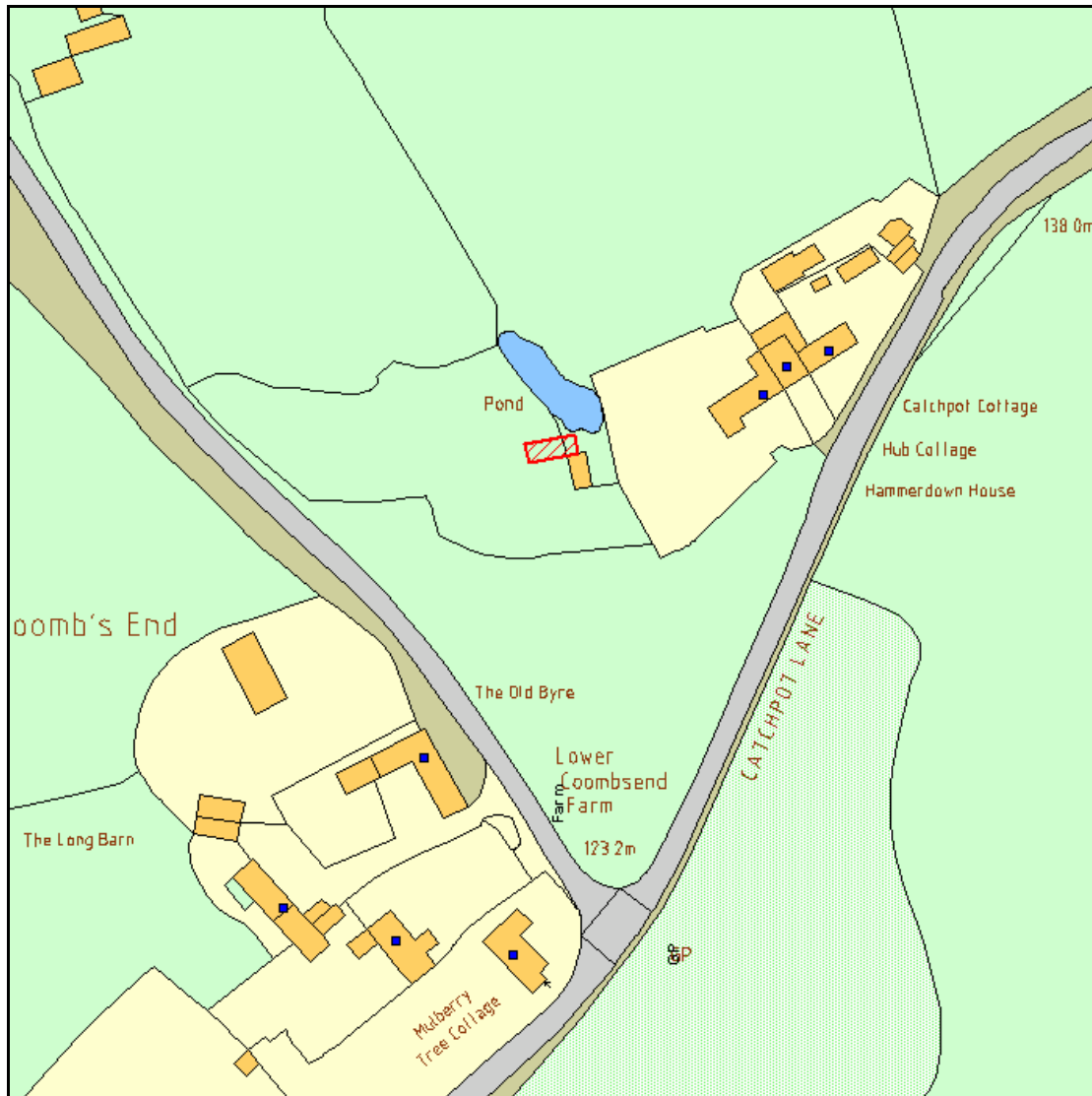
2. The materials to be used in the construction of the external surfaces of the extension hereby permitted shall match those used in the existing building.

Reason

To ensure a satisfactory standard of external appearance and to accord with Policy CS1 of the South Gloucestershire Core Strategy (Adopted) December 2013.

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PK14/0428/F	Applicant:	Mrs Sarah Hendy
Site:	Land At Coombs End Old Sodbury Bristol South Gloucestershire BS37 6SQ	Date Reg:	13th February 2014
Proposal:	Erection of stable block, part amendment to previously approved scheme PK10/1968/F to re-design stable block. (Retrospective)	Parish:	Sodbury Town Council
Map Ref:	375250 180796	Ward:	Cotswold Edge
Application Category:	Minor	Target Date:	8th April 2014



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 100023410, 2008. **N.T.S.** **PK14/0428/F**

REASON FOR REPORTING TO CIRCULATED SCHEDULE

This application has been referred to the Circulated Schedule following the receipt of objections from Sodbury Town Council and local residents, which are contrary to the officer recommendation.

1. THE PROPOSAL

- 1.1 The application relates to a small (0.26ha) field located to the east of Chapel Lane, Old Sodbury. The land slopes down from the east to Chapel Lane. Within the field, at its eastern end, was a small natural stone building. Until recently the field and building had been used for keeping a pony. Residential dwellings lie on higher ground immediately to the east, otherwise the location is rural in character. The site lies within the Bristol/Bath Green Belt and Cotswolds Area of Outstanding Natural Beauty (AONB). Despite the presence of an existing access gate off Common Land to the south, a new access track from Chapel Lane and associated hard-standing area, have recently been introduced.
- 1.2 Planning permission PK10/1968/F was granted in Oct. 2010 to change the use of the field from agricultural to land for the recreational keeping of horses. It was also proposed to utilise the existing building for a hay store, tack and feed store. Stabling, for 2no. brood mares, would be provided in a new building to be located adjacent to the northern end of the existing building. The new building, which was to be built of Cotswold Stone and tiles to match the existing building, was to be modest in scale measuring 3.5m wide, 8.5m long and 4m to the roof ridge; eaves would be set at 2.1m. Permission was also granted to retain the existing rubble stone access track.
- 1.3 Works to erect the stable have commenced and are now almost complete, however in the course of the building works it became evident that the development being constructed was not entirely in accordance with the plans that were approved. This application therefore merely seeks to regularise those differences.

2. POLICY CONTEXT

2.1 National Guidance

The National Planning Policy Framework 27th March 2012

2.2 Development Plans

The South Gloucestershire Local Plan Core Strategy (Adopted) Dec. 2013

CS1 Design

CS5 Location of Development

CS9 Managing the Environment and Heritage

CS34 Rural Areas

South Gloucestershire Local Plan (Adopted) 6th January 2006

T8 - Parking Standards

T12 - Transportation

L1 - Landscape Protection and Enhancement

L2 - Cotswolds AONB

- L9 - Species Protection
- EP2 - Flood Risk and Development
- E10 - Horse related development
- LC5 - Proposals for Outdoor Sports and Recreation outside Existing Urban Area and Defined Settlement Boundary
- LC12 - Recreational Routes

2.3 Supplementary Planning Guidance

Advice Note 9 - Development Involving Horses

Development in the Green Belt (SPD) – Adopted June 2007

The South Gloucestershire Design Checklist (SPD) – Adopted August 2007

3. RELEVANT PLANNING HISTORY

- 3.1 PK07/3332/F - Change of use of land for the keeping of horses to residential curtilage. Erection of single storey extension to facilitate the change of use of stables to mixed residential (Class C3) and Film Editing suite (Class B1). Creation of new access.

Refused 11 Dec. 2007 for reasons of:

- Unsuitable access
- Inappropriate development in the Green Belt. No very special circumstances.

- 3.2 PK08/1314/F - Change of use of land from the keeping of horses and erection of single storey extension to facilitate the change of use of stables to 1no. holiday let (Class C1). Construction of new vehicular access.

Refused 11 June 2008 for reasons of:

- Inappropriate development in the Green Belt. No very special circumstances.
- New build, not conversion.
- Not in keeping.
- Intensify use of sub-standard access.
- Introduction of additional vehicular movements onto local highway network not suitable to accommodate the increase.

- 3.3 PK10/1037/F - Erection of agricultural building for storage of fodder.
Withdrawn 14 July 2010

- 3.4 PK10/1968/F - Change of use of land from agricultural to land for the keeping of horses. Erection of stable block. Retention of access.
Approved 8 Oct. 2010

4. CONSULTATION RESPONSES

4.1 Sodbury Town Council

Object on the following grounds:

- The plans do not reflect the building on the site i.e. it is clearly not a stable.
- Overdevelopment of the site.

4.2 Other Consultees

Cotswolds Conservation Board

The Board neither object or support the scheme.

Public Rights of Way

PROW LSO 69 runs to the south of the site and is unlikely to be affected.

Technical Support - Street Care

No objection subject to condition to secure SUDS drainage scheme.

Sustainable Transport

No objections

Other Representations

4.3 Local Residents

4no. local residents have objected to the proposal. The concerns raised are summarised as follows:

- The paddock is not big enough for more than 1 horse.
- The application is the start of a development to get permission for a house.
- Previous refusals.
- Would set a precedent for similar proposals.
- Within the AONB.
- The stable was to be timber clad.
- The stable has increased in size.
- The openings are different.
- The roof is higher.
- In breach of planning control.

5. ANALYSIS OF PROPOSAL

5.1 Principle of Development

The acceptance in principle of the proposal has previously been established with the approval of PK10/1968/F. In the first instance the proposal must be considered in the light of current Green Belt Policy. Guidance contained in the NPPF states that, the change of use of land or the re-use of existing buildings in the Green Belt is not inappropriate, where it would not have a materially greater impact on the openness of the Green Belt than the present authorised use. Furthermore the construction of new buildings inside the Green Belt is not inappropriate development if it is an appropriate facility for outdoor sport and recreation. This is supported by Policy LC5 of The South Gloucestershire Local Plan (Adopted) 6th Jan 2006, which states that proposals for outdoor sports and recreation outside the urban area and defined settlement boundaries will be permitted, subject to a number of criteria being met.

- 5.2 Policy E10 of the South Gloucestershire Local Plan reinforces the view that *'proposals for horse related development .. such as stables, will be permitted outside the urban boundaries of settlements'*, subject to the following criteria being met:

- A. Development would not have unacceptable environmental effects; and
- B. Development would not prejudice the amenities of neighbouring residential occupiers; and
- C. Adequate provision is made for vehicular access, parking and manoeuvring and would not give rise to traffic conditions to the detriment of highway safety; and
- D. Safe and convenient access to bridleways and riding ways is available to riders; and
- E. There are no existing suitable underused buildings available and capable of conversion; and
- F. The design of buildings, the size of the site and the number of horses to be accommodated has proper regard to the safety and comfort of horses.

The analysis of the proposal in relation to these criteria is considered below.

5.3 Green Belt Issues

As stated above appropriate sporting facilities are not inappropriate within the Green Belt and this includes stables. The proposal remains modest in scale and is not considered to be inappropriate development in the Green Belt. By definition therefore, the proposal would not adversely affect the openness of the Green Belt or be contrary to the purposes of including land within the Green Belt. The building would be appropriate for the use that retains the openness of the Green Belt. This was previously established with the grant of PK10/1968/F and officers consider that it would be unreasonable to now consider otherwise.

5.4 Scale and Design

In design terms, officers consider that the application should be considered in relation to the character and location of the application site, which lies within a Cotswold rural location. In this instance the originally approved stable/store had a total floor area of 63.78sq.m. and consisted of a Hay Store and a Fodder/Tack Room in the existing building (34.03sq.m.) and 2no. stalls in the new build (29.75sq.m.). Officers considered that the proposed stable building had been kept to a reasonable size and in the context of the proposed use was considered to be small. Furthermore the stable building was designed to minimise its impact in the landscape with the new build element being subservient to the existing building and set down within the landscape. The overall scale of the building was therefore considered to be acceptable.

- 5.3 At the time of the site visit for the current revised proposal, officers had the advantage of being able to view the stable building in its almost completed form. In the current revised proposal, the concept of the stable block remains the same as that previously approved i.e. hay store and feed/tack store with adjoining stable containing 2 stalls erected at right angles and attached to create an 'L' shaped building. The overall footprint of the hay store and tack/feed store has remained much the same (35.2sq.m) but the stable containing the 2 stalls is slightly bigger at 4m x 8.9m (35.6sq.m), to that previously approved. The overall foot-print of the revised building is therefore 70.8sq.m. compared to the 63.78sq.m previously approved; this increase is not

- considered to be significant. At 2.00m the eaves levels are slightly less than previously approved (2.10m).
- 5.4 Any increase in the massing of the building has been more than compensated for by recessing the level of the hay store and tack/feed store into the slope, so that the roof ridge is now at the same level as the stable block. This creates a much more compact looking building where the respective roofs integrate very well with each other. Any increase in size is therefore barely discernible. There are some differences between the openings previously approved and those in the building as erected, but these are not excessive in number or to the detriment of the appearance of the building. The building has been constructed to a high standard, with the external surfaces being natural Cotswold Stone with the roof covered in second hand tiles to create a sense of age and rustic character appropriate to this location.
- 5.5 Officers consider that the overall revised scale is acceptable and the revised design to be superior to that previously granted.
- 5.6 Impact on the Visual Amenity of the Green Belt and Landscape in General
In any event, the planting of hedgerows and the introduction of a new access from Chapel Lane would not require planning permission and neither would the use of temporary mobile field shelters. In this respect officers would rather see the use of existing buildings or erection of more permanent stables, the siting and design of which, can be suitably controlled via the planning process, to minimise the impact on the landscape.
- 5.7 Whilst it is acknowledged that the applicant has proceeded to build a stable that did not conform to the originally approved plans; the proposed new stable has a traditional design being constructed of Cotswold Stone and clay tiles to match those of the original building.
- 5.8 It is proposed to keep 2 brood mares on the site for breeding purposes and this again can be restricted by condition. It is proposed to retain the existing natural stone rubble track and hard-standing adjacent to the building, both of which were part of the originally approved scheme. It is acknowledged that the paddock is small 0.26ha for the number of horses proposed but the applicant does have access to additional grazing land on adjacent Upper Coombes End Farm. Officers consider that with good management, the existing field is big enough for the number of horses proposed, without resulting in any unsightly poaching of the land. In time grass would be allowed to grow through the rubble track which would help to reduce its visual impact.
- 5.9 The existing hard-standing areas adjacent to the building could be used for parking as well as the driveway; no horse-boxes are proposed to be kept on the application site and this could again be secured by condition.
- 5.10 The new build is appropriately located close to the existing building. Since the building is traditional in design and screened by high hedgerows, it does not appear out of place within the landscape; a new hedgerow has already been planted on the eastern boundary to provide additional screening to views from the east. A condition could also be imposed to control the erection of jumps

within the field as well as any lighting that may be required. Officers are satisfied that the scheme would not adversely affect the visual amenity of the Green Belt or Cotswolds AONB; there are therefore no landscape objections.

5.11 Transportation Issues

The stables would be relatively small and traffic generation would not be significantly different than for the original authorised use (horses could be grazed in the field under the previously authorised agricultural use). Irrespective of whether there was a gate to Chapel Lane or not, the road is not classified and therefore an access could have been introduced using permitted development rights. Subject to the number of horses kept on the field being limited to 2no. with foals, and there being no livery use or sub-letting of the stables, there are no highway objections. Criterion C of Policy E10 of the South Gloucestershire Local Plan (Adopted) 6th Jan 2006 is therefore satisfied.

5.12 Environmental Effects and Drainage Issues

All matters of external lighting, erection of loose jumps and fences and use of horse boxes or portable buildings or trailers, could be strictly controlled by conditions.

5.13 The disposal of foul waste should be undertaken in accordance with the MAFF (now DEFRA) Code of Good Agricultural Practice for the Protection of Water and would be the subject of Environment Agency controls. Foul wash-down would soakaway to the land. The Council's Drainage Engineer has raised no objection subject to a condition to secure a SUDS drainage scheme. Any burning of waste manure would be controlled by Environmental Health legislation. Criterion A of Policy E10 is therefore satisfied.

5.14 Buildings Capable of Conversion

The existing building within the field has previously been used to house a pony and forms part of the proposal; there are no other buildings available. Criterion E of Policy E10 is therefore satisfied.

5.15 Impact Upon Residential Amenity

Residential properties adjoin the site to the east. The site has previously been used for the keeping of horses and in any event could be used for the grazing of farm animals. Additional screen planting has already been introduced on the eastern boundary and the proposal is not considered to have a detrimental impact on the visual amenity of the location. A condition can ensure that any muck heaps are located a satisfactory distance from the boundary with the nearest residential property. On balance therefore, there would be no significant adverse impact on residential amenity.

5.16 Ecology

The site has no special nature conservation designation. The field could already be used for grazing purposes. Additional habitat has been provided by the new hedge. It is therefore considered that there would be no adverse impact upon the ecology of the area.

5.17 PROW Issues

A PROW runs across the common adjacent to the southern boundary of the site, but this path would not be affected by the proposal.

5.18 Other Concerns Raised

Of the concerns raised, that have not been addressed above:

- Each application must be determined on its individual merits so any future application for e.g. a change of use to a dwelling, would need planning permission in its own right and would be determined in relation to the relevant Development Plan policies and government guidelines. The application is not for residential development and any perceived future development of the site should not be justification for the refusal of the scheme as applied for. Officers have inspected the building, which had no domestic features or character whatsoever, indeed at the time of the visit, the horses were already in residence within the stable.
- In submitting the application, the agent submitted an earlier plan for comparison. This plan however related to a much earlier scheme PK10/1037/F that was withdrawn and may have caused some confusion amongst consultees. The plan has since been withdrawn.

6. CONCLUSION

6.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, Local Planning Authorities are required to determine applications in accordance with the policies of the Development Plan, unless material considerations indicate otherwise. The following is a summary of the reasons for recommending approval :

6.2 The recommendation to grant planning permission has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted) January 2006 set out above, and to all the relevant material considerations set out in the report.

7. RECOMMENDATION

7.1 That planning permission be GRANTED subject to the conditions listed on the Decision Notice.

Contact Officer: Roger Hemming
Tel. No. 01454 863537

CONDITIONS

1. At no time shall the stables and the associated land be used for livery, riding school or other business purposes whatsoever.

Reason 1

To protect the character and appearance of the area and the visual amenity of the landscape and natural beauty of the Cotswolds AONB; to accord with Policies L1, L2 and E10 of the South Gloucestershire Local Plan (Adopted) 6th Jan 2006.

Reason 2

In the interests of highway safety, and to accord with Policy T12 of the South Gloucestershire Local Plan (Adopted) January 2006.

2. The number of horses kept on the site edged in red on the approved plans shall not exceed 2 (with foals).

Reason 1

To protect the character and appearance of the area and the visual amenity of the landscape and natural beauty of the Cotswolds AONB; to accord with Policies L1, L2 and E10 of the South Gloucestershire Local Plan (Adopted) 6th Jan 2006.

Reason 2

In the interests of highway safety, and to accord with Policy T12 of the South Gloucestershire Local Plan (Adopted) January 2006.

3. No jumps, fences, gates or other structures for accommodating animals and providing associated storage shall be erected on the land.

Reason

To protect the character and appearance of the area and the visual amenity of the landscape and natural beauty of the Cotswolds AONB; to accord with Policies L1, L2 and E10 of the South Gloucestershire Local Plan (Adopted) 6th Jan 2006.

4. At no time shall horse boxes, trailers, van bodies and portable buildings or other vehicles be kept on the land other than for the loading and unloading of horses.

Reason

To protect the character and appearance of the area and the visual amenity of the landscape and natural beauty of the Cotswolds AONB; to accord with Policies L1, L2 and E10 of the South Gloucestershire Local Plan (Adopted) 6th Jan 2006.

5. Within 3 months of the date of this permission details of any external illumination shall be submitted to and approved in writing by the Local Planning Authority. The external illumination shall be implemented in accordance with the approved details.

Reason

To protect the character and appearance of the area and the visual amenity of the landscape and natural beauty of the Cotswolds AONB; to accord with Policies L1, L2 and E10 of the South Gloucestershire Local Plan (Adopted) 6th Jan 2006.

6. At no time shall there be any burning of foul waste upon the land the subject of the planning permission hereby granted.

Reason

To protect the amenities of the occupiers of the nearby dwellings, and to accord with Policy E10 of the South Gloucestershire Local Plan (Adopted) January 2006.

7. No waste removed from the stables shall be stored within 30 metres of the boundary with any residential property.

Reason

To protect the amenities of the occupiers of the nearby dwellings, and to accord with Policy E10 of the South Gloucestershire Local Plan (Adopted) January 2006.

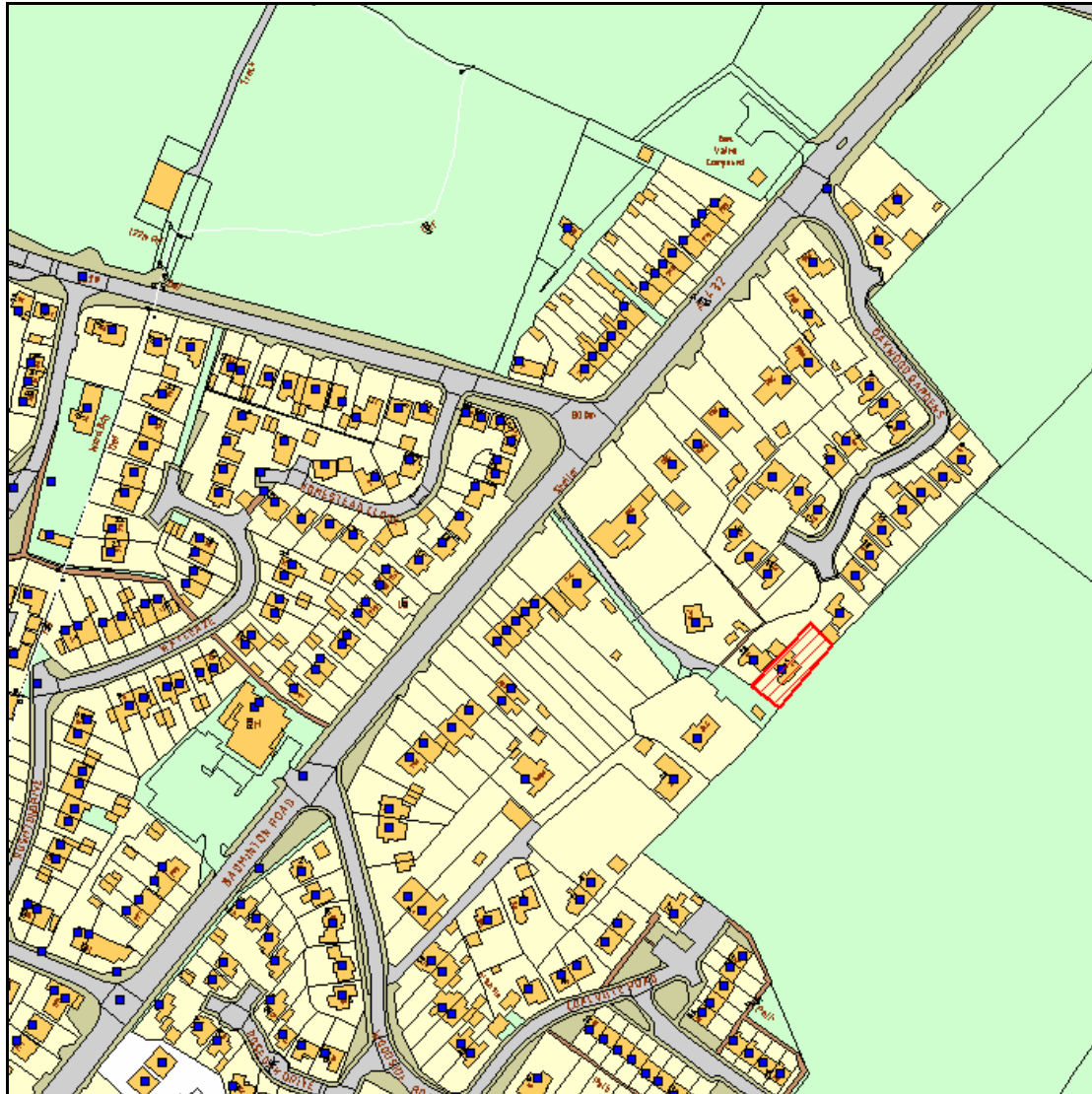
8. Within 3 months of the date of this decision, drainage detail proposals incorporating Sustainable Drainage Systems (SUDS) and confirmation of hydrological conditions (e.g. soil permeability, watercourses) within the development shall be submitted for approval in writing to the Local Planning Authority. Development shall be completed in accordance with the approved details and before the first use of the development hereby approved.

Reason

To ensure that a satisfactory means of drainage is provided, and to accord with policy CS9 of the South Gloucestershire Local Plan Core Strategy (Adopted) December 2013.

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PK14/0682/F	Applicant:	Mr Robert Winstone
Site:	21 Oakwood Gardens Coalpit Heath Bristol South Gloucestershire BS36 2NB	Date Reg:	27th February 2014
Proposal:	Erection of a single storey extension to provide additional living accommodation.	Parish:	Westerleigh Parish Council
Map Ref:	368041 181316	Ward:	Westerleigh
Application Category:	Householder	Target Date:	21st April 2014



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REASON FOR REPORTING TO CIRCULATED SCHEDULE

The following report appears on the Circulated Schedule following a comment from a local resident.

1. THE PROPOSAL

- 1.1 The applicant seeks full planning permission for the erection of a single storey extension to provide additional living accommodation. The application site relates to a two-storey detached dwelling situated within the settlement boundary of Coalpit Heath. The site is adjacent to open fields which are within the Bristol/Bath Green Belt and a tree with a TPO is also next to the site.
- 1.2 During the course of the application discussions were held between the agent and the Tree Officer with the result that an arboricultural report would be conditioned prior to the commencement of works

2. POLICY CONTEXT

- 2.1 National Guidance
National Planning Policy Framework March 2012

- 2.2 Development Plans

South Gloucestershire Local Plan Core Strategy (Adopted December 2013)

CS1	High Quality Design
CS5	Location of Development
CS9	Environmental Resources and Built Heritage

South Gloucestershire Local Plan (Adopted) January 2006 – Saved Policies

H4	Development within Existing Residential Curtilages, Extensions and New Dwellings	Including
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- 2.3 Supplementary Planning Guidance
South Gloucestershire Design Checklist (Adopted 2007)

3. RELEVANT PLANNING HISTORY

- | | | |
|-----|---------------|---|
| 3.1 | P97/1235 | Residential Development - 22 no. dwellings with associated roads. |
| | Approved | 19.03.1997 |
| 3.2 | P98/1336 | Erection of 22 no dwellings (revised designs incorporating conservatories) |
| | Approved | 04.06.1998 |
| 3.3 | PT10/2892/TRE | Works to reduce crown of 1 no. Oak tree by 30% and thin by 20% covered by Tree Preservation Order No. 3/97 dated 31st July 1997 |
| | Refused | 29.11.2010 |

- | | | |
|-----|---------------|--|
| 3.4 | PT11/0442/TRE | Works to 1 no. Oak Tree to crown lift to 5 metres and thin by 20% to tree covered by South Gloucestershire Tree Preservation Order 435 (R/O 280-290 Badminton Road, Coalpit Heath) dated 21st October 1997.
08.03.2011 |
| | Approved | |
| 3.5 | PT13/2561/F | Demolition of existing conservatory and erection of a two storey and single storey extension to form additional living accommodation
04.09.2013 |
| | Withdrawn | |

4. **CONSULTATION RESPONSES**

4.1 Westerleigh Parish Council
No objection

4.2 Other Consultees

Highway Drainage
No comment

Other Representations

4.3 Local Residents

One letter has been received from a neighbour :

- What does this do to the light coming into my side window for the dining room? Can I get a light prediction?

5. **ANALYSIS OF PROPOSAL**

5.1 Principle of Development

Policy CS1 of the South Gloucestershire Core Strategy (Adopted) 2013) states that all development will only be permitted where the highest possible standards of design and site planning are achieved. Proposals will be required to demonstrate that they respect and enhance the character, distinctiveness and amenity of the site and its context; is well integrated with existing and connected to the wider network of transport links; safeguards existing landscape/nature/heritage features; and contributes to relevant strategic objectives.

Saved Policy H4 of the South Gloucestershire Local Plan is supportive in principle of proposals for alterations and extensions to existing dwellings within their curtilage, providing that the design is acceptable and that there is no unacceptable impact on residential and visual amenity.

Policy CS9 seeks to protect and manage South Gloucestershire's environment and its resources in a sustainable way and new development will be expected to, among others, ensure that heritage assets are conserved, respected and enhanced in a manner appropriate to their significance; conserve and enhance the natural environment and conserve and enhance the character, quality, distinctiveness and amenity of the landscape.

The proposal is considered to accord with the principle of development.

5.2 Design and Visual Amenity

The application site sits in a tucked away position at the end of a cul-de-sac in this modern development. The dwellinghouse benefits from a conservatory which is to the southern part of the rear elevation. The proposed single storey extension would extend across most of the rear elevation for approximately 8.2 metres, have a depth of 2.9 metres, height to eaves of 2.3 metres and a maximum height of 3.5 metres. It would have a hipped roof and two banks of full length openings in its southwest elevation, windows in the south elevation and 2no. high level windows in the north elevation. Materials would be of good quality comprising a rendered exterior and Marley Slates for the roof. These would be agreed by condition.

Given the above the overall design, scale and massing of the proposed rear extension is considered to be appropriate to the host dwelling and to complement the area in general. As such the proposal is deemed to accord with Policy CS1 of the South Gloucestershire Local Plan: Core Strategy (adopted) 2013.

5.3 Residential Amenity

A comment from a local resident has been received expressing concerns regarding the impact of the proposal single storey rear extension on his dining room. Currently these two properties are separated by a 1.8 metre fence and by a distance of approximately 2 metres. The neighbouring property is to the north of the application site but also positioned further to the west. The roof of the proposed extension would be hipped away from this neighbour and the 2no. windows proposed in the opposing elevation would be at high level with the lower cill being 1.6 metres above ground level.

The neighbour has expressed concern regarding the amount of light entering his dining room and asked for a light prediction. A formal light prediction is not a service that can be supplied by the Council. It is acknowledged that the proposed extension would change the existing situation. However, given the single storey nature of the proposal, its hipped roof and its modest depth of 2.9 metres, the presence of the existing fence and the position of the neighbouring property further to the west, it is considered that the changes would not be regarded as being unacceptable or sufficient to warrant a refusal of the application. Furthermore, the neighbour's dining area is connected to the kitchen area where another window serves that room.

Given the above, the proposed is considered to accord with saved Policy H4 of the South Gloucestershire Local Plan (adopted) 2006.

5.4 Tree Officer

The indicated Root Protection Area (RPA) extends to cover a large proportion of the back garden and half of the proposed extension.

To ensure the root system of this protected Oak is not damaged an Arboricultural Impact Assessment and Method Statement needs to be

submitted and approved. These should cover elements such as ground protection, protective fencing, materials storage, cement mixing area and disposal of mixer washings.

In addition it was felt that consideration should be given to the foundation design as the LPA would look to preclude excavation within the root protection area. A pile and beam method, with the beam at or above ground level, which enables construction within these areas whilst minimising root damage was suggested. Such methods should minimise the tree's influence on the new extension into the future. Discussions between the agent and the Tree Officer ensued, and it was agreed that an Arboricultural Impact Appraisal and a Method Statement were necessary and key to the assessment of the proposal. The method of construction would therefore be subject of a condition to ensure the continued health of the nearby trees.

6. CONCLUSION

- 6.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, Local Planning Authorities are required to determine applications in accordance with the policies of the Development Plan, unless material considerations indicate otherwise.
- 6.2 The recommendation to **grant** permission has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted) January 2006 and the South Gloucestershire Local Plan Core Strategy (Adopted) December 2013 set out above, and to all the relevant material considerations set out in the report.

7. RECOMMENDATION

- 7.1 That the application be **APPROVED** subject to the conditions written on the decision notice.

Contact Officer: Anne Joseph
Tel. No. 01454 863788

CONDITIONS

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason
To comply with the requirements of Section 91 of the Town & Country Planning Act 1990 (as amended).
2. An Arboricultural Impact Appraisal and Method Statement laying out the steps and measures that will be taken to ensure the safe retention of the existing trees will be submitted and approved by the Council's Tree Officers prior to commencement. This will include a methodology for carrying out some exploratory hand-digging within the

tree's RPA to establish the extent of the root system of the Oak tree in proximity to the proposed foundations

Reason

To protect the character and appearance of the area and the long term health of the tree and to accord with saved Policy L1 of the South Gloucestershire Local Plan (Adopted) January 2006.

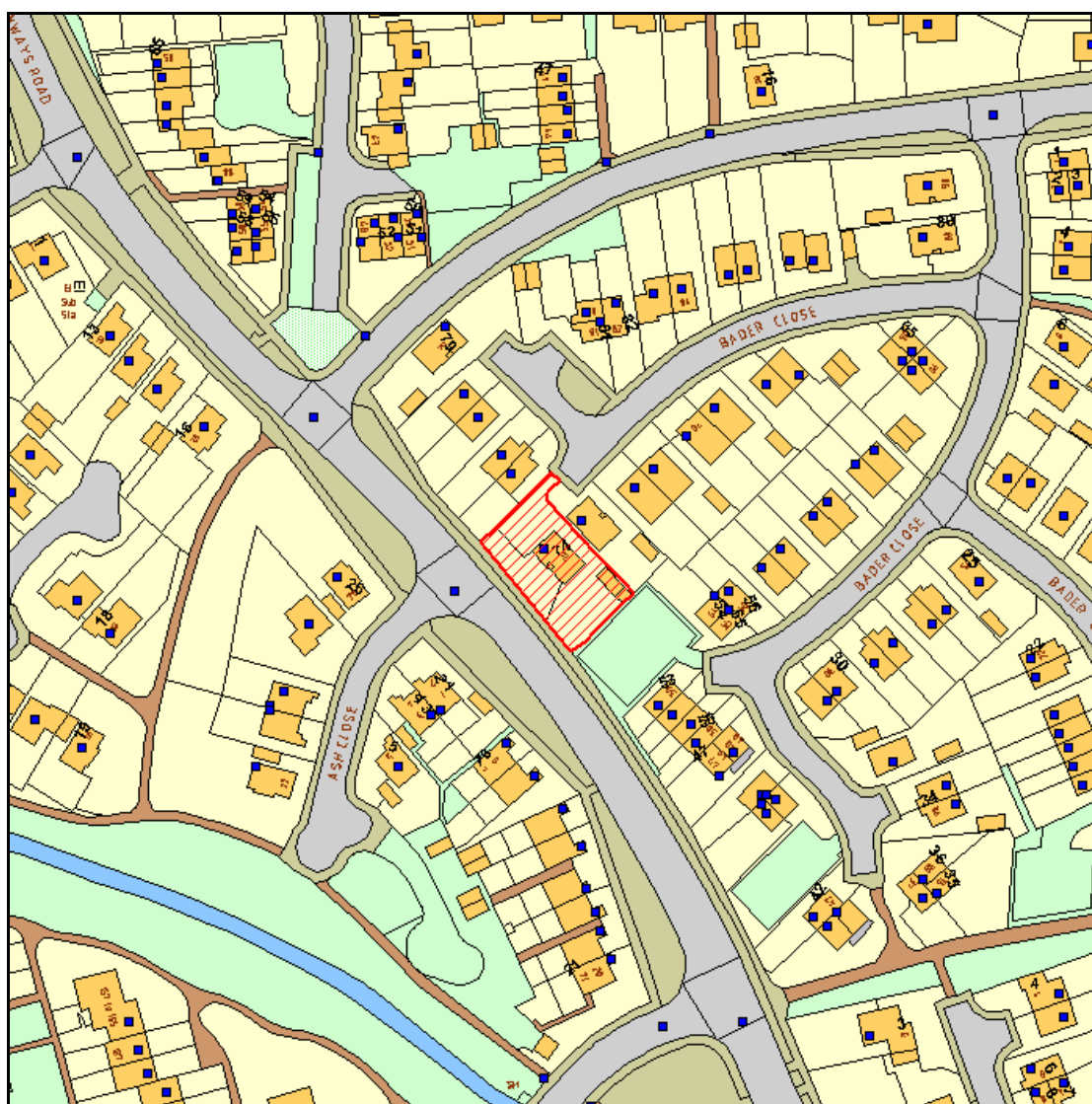
3. Prior to the commencement of development samples] of the roofing and external facing materials proposed to be used shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason

To ensure a satisfactory standard of external appearance and to accord with Policy CS1 of the South Gloucestershire Local Plan: Core Strategy (Adopted) December 2013

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PK14/0702/F	Applicant:	Mr Jason Bamford
Site:	74 Bader Close Yate Bristol South Gloucestershire BS37 5UD	Date Reg:	7th March 2014
Proposal:	Erection of extension to existing detached garage to form double garage.	Parish:	Yate Town Council
Map Ref:	370693 183438	Ward:	Yate North
Application Category:	Householder	Target Date:	29th April 2014



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 100023410, 2008. **N.T.S.** **PK14/0702/F**

REASON FOR REPORTING TO CIRCULATED SCHEDULE

The following report appears on the Circulated Schedule as the applicant is related to the elected Councillor representing the Hanham area.

1. THE PROPOSAL

- 1.1 The applicant seeks full planning permission for the erection of an extension to an existing detached garage to form a double garage. The application site relates to a two-storey detached dwellinghouse situated within the settlement boundary of Yate.

2. POLICY CONTEXT

2.1 National Guidance

National Planning Policy Framework March 2012

2.2 Development Plans

South Gloucestershire Local Plan Core Strategy (Adopted December 2013)

CS1 High Quality Design

CS5 Location of Development

South Gloucestershire Local Plan (Adopted) January 2006 – Saved Policies

H4 Development within Existing Residential Curtilages, Including Extensions and New Dwellings

T12 Transportation Development Control

2.3 Supplementary Planning Guidance

South Gloucestershire Design Checklist (Adopted 2007)

South Gloucestershire SPD: Residential Parking Standards (adopted) 2013

3. RELEVANT PLANNING HISTORY

- 3.1 N593/4 Erection of 1,101 terraced, semi-detached and detached dwellings and garages; erection of 1 small supermarket and six shops with flats above; construction of associated estate roads, footpaths and parking spaces; provision of open spaces, a primary school, social services facilities and community facilities, on approximately 125 acres.
Approved 19.07.1976
- 3.2 N593/33 Erection of 128 dwellings and construction of associated roads, footpaths, open spaces, garages and screen walls (in accordance with revised plans received by the Council on 25th September, 1980 and the applicants letter dated 30th September 1980).
Approved 23.10.1980

- | | | |
|-----|-----------------------------|---|
| 3.3 | N593/67

Approved | Erection of 60 houses and associated garages, parking areas, screen walls and access roads on plots 105-164 inclusive. (In accordance with revised plans received by the Local Planning Authority on 11th August 1982).

09.09.1982 |
| 3.4 | P89/1401
Approved | Erection of domestic garage.
13.4.1989 |
| 3.5 | P99/2371
Withdrawn | Erection of 1.8 m high front boundary wall
05.11.1999 |
| 3.6 | PK99/0174/PDR
Approved | Erection of a 0.9 metre high boundary wall.
02.12.1999 |
| 3.7 | PK00/3042/F

Approved | Retention of greenhouse. Raise boundary wall from 0.90 metres to 1.8 metres in height
19.12.2000 |
| 3.8 | PK04/3122/F
Approved | Erection of rear gazebo.
15.10.2004 |

4. CONSULTATION RESPONSES

- 4.1 Yate Town Council
No objection
- 4.2 Other Consultees
- Highway Drainage
No comment

Other Representations

- 4.3 Local Residents
None received

5. ANALYSIS OF PROPOSAL

- 5.1 Principle of Development
Policy CS1 of the South Gloucestershire Core Strategy (Adopted) 2013) states that all development will only be permitted where the highest possible standards of design and site planning are achieved. Proposals will be required to demonstrate that they respect and enhance the character, distinctiveness and amenity of the site and its context; is well integrated with existing and connected to the wider network of transport links; safeguards existing landscape/nature/heritage features; and contributes to relevant strategic objectives.

Saved Policy H4 of the South Gloucestershire Local Plan is supportive in principle of proposals for alterations and extensions to existing dwellings within their curtilage, providing that the design is acceptable and that there is no unacceptable impact on residential and visual amenity.

In addition saved Policy T12 seeks to ensure that development will have no adverse impact on highway safety and residential parking standards have been revised under supplementary planning guidance adopted 2013.

The proposal is deemed to accord with the principle of development.

5.2 Design and Visual Amenity

The application site is positioned at the end of a cul-de-sac of modern dwellinghouses in Yate. It benefits from a detached garage to the north west of the main house which currently has a greenhouse attached to its southern elevation. This greenhouse would be demolished to accommodate the extension to create a double garage. The site itself is bound to the north by walling of approximately 1.8 metres in height and by a wall running along the western boundary which varies in height given the land rises up to the west.

The proposed garage extension would measure approximately 6 metres in length, 4.4 metres wide with a maximum height of 4 metres. Good quality materials to match the existing garage comprising brick wall and double Roman tiles would be used in the construction. Given the above it is considered that the proposed extension would be acceptable and in-keeping with the character of the host dwelling and area in general. As such the proposal accords with Policy CS1 of the South Gloucestershire Local Plan: Core Strategy (adopted) 2013.

5.3 Residential Amenity

The proposed extension would be to the southern elevation of the existing garage. Closest neighbours are to the north of the garage at No. 75. As such they would be unaffected by the extension. To the west the application site is adjacent to Greenways Road and separated from it by a boundary wall. It is considered that the proposal would not have an adverse impact on existing neighbours and given that sufficient amenity space would remain to serve existing and future occupiers of No. 74, the proposal is deemed to accord with saved Policy H4 of the South Gloucestershire Local Plan (adopted) 2006.

6. CONCLUSION

- 6.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, Local Planning Authorities are required to determine applications in accordance with the policies of the Development Plan, unless material considerations indicate otherwise.
- 6.2 The recommendation to **grant** permission has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted) January 2006 and the South Gloucestershire Local Plan Core Strategy

(Adopted) December 2013 set out above, and to all the relevant material considerations set out in the report.

7. RECOMMENDATION

- 7.1 That the application be **APPROVED** subject to the conditions written on the decision notice.

Contact Officer: Anne Joseph
Tel. No. 01454 863788

CONDITIONS

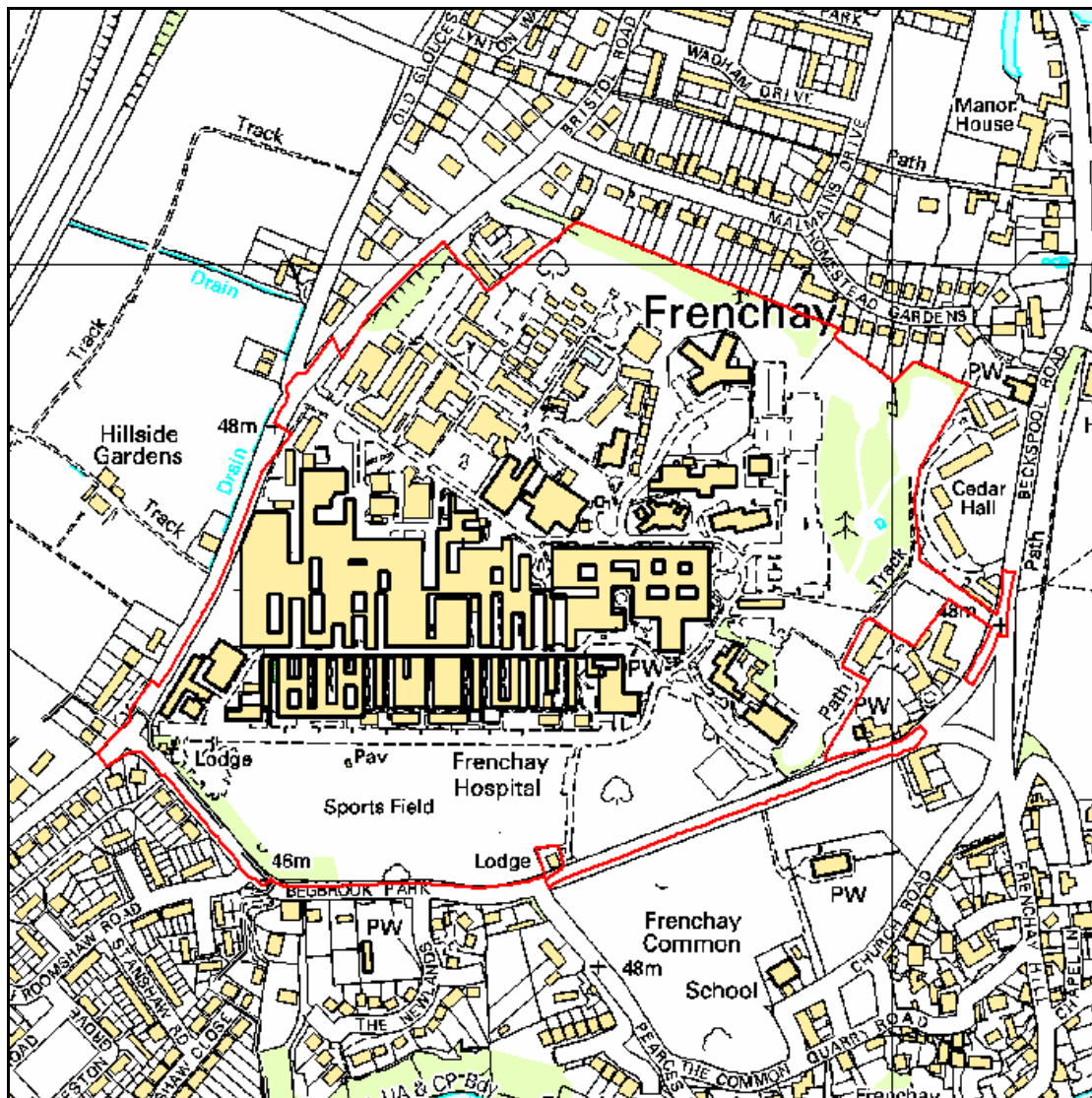
1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

To comply with the requirements of Section 91 of the Town & Country Planning Act 1990 (as amended).

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PT13/0002/O	Applicant:	North Bristol NHS Trust
Site:	Frenchay Hospital Frenchay Park Road Frenchay Bristol South Gloucestershire BS16 1LE	Date Reg:	3rd January 2013
Proposal:	Redevelopment of hospital site to facilitate the construction of up to 490 residential units; a new health and social care centre and; a 1 form entry primary school, all with associated works. Outline application with access to be determined: all other matters reserved	Parish:	Winterbourne Parish Council
Map Ref:	363383 177635	Ward:	Frenchay And Stoke Park
Application Category:	Major	Target Date:	29th March 2013



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 100023410, 2008. N.T.S. PT13/0002/O

REASONS FOR REPORTING TO CIRCULATED SCHEDULE

- 1.1 Members will recall the outline planning application for the redevelopment of Frenchay Hospital was considered at a special Development Control (West) Committee held on 10th December 2014 where Members resolved to grant planning permission subject to the completion and signing of a s106 agreement and the recommended conditions. A copy of the report that Members approved at the December committee is appended to Annex A. For the sake of completeness, the list of conditions and heads of terms is compiled from the various changes and additions either suggested by Members or set out within the update sheet.
- 1.2 The reason for this update report being referred to the Circulated Schedule is following the resolution of approval being granted, the applicant has requested that the provision of affordable housing is changed from the approved 20% provision that would be subject to periodic review to a 25% fixed rate provision. The obligation for the applicant to seek additional sources of funding to achieve the policy complaint 35% would remain.
- 1.3 Therefore the purpose of this report is to seek a further resolution of approval to allow the s106 heads of terms and 1no. condition to be amended to reflect a 25% affordable housing provision. The only issue to be therefore considered is the proposed increase in affordable housing provision to 25% and the proposed amended heads of terms and conditions to reflect this proposed change.

2. BACKGROUND INFORMATION

- 2.1 As part of the original negotiations to resolve the viability issues surrounding the proposed for the redevelopment of Frenchay Hospital, in accordance with advice from the District Valuation Services, to allow the proposals to be considered deliverable the Council offered the applicant two options as a negotiated solution:
 - (1) A fixed 25% affordable housing provision (as per recent approvals at Harry Stoke, Emersons Green East and Northfield);
 - (2) An initial provision of 20% affordable housing, but this would be subject to periodic review.
- 2.2 Initially the applicant requested they could take both options, but Officers advice was that the S106 drafting required to provide such flexibility would be complex and the lack of certainty over the actual provision would not be acceptable.
- 2.3 Consequently the applicant selected the second option and as set out within the heads of terms of the report that went before committee, the 20% 'subject to review' affordable housing provision formed part of the resolution of approval. However, following a reconsideration, the applicant now wishes to choose to the first option and seek approval for a fixed 25% affordable housing provision subject to the standard requirements of provision at nil-subsidy etc.
- 2.4 It remains the case that that either option presents their own risks and benefits for both developers and the local authority. The proposed change would however see an initial uplift of 5% in the overall provision of affordable house from the previously approved position. There would also be the additional benefits to both developer and

local authority of certainty over the level of provision and the level of affordable housing provision for the Frenchay development would be brought in line with the level of provision for a number of its most recent strategic housing allocation approvals.

- 2.5 With the only amendments to the approval therefore being relevant to matters of affordable housing, it is the heads of terms (numbers 16 to 32) that are proposed to be amended to reflect the change to the fixed level of affordable housing as opposed to the need to secure a review mechanism. Condition 33 also needs to be amended as the condition wording made reference to 20% affordable provision levels.

3. POLICY CONTEXT

- 3.1 In the interests of brevity, the list of policy considerations as well as the relevant planning history are set out within the appended report (Appendix A). It can be noted however that since the previous report was published, the South Gloucestershire Core Strategy has now been fully adopted and so the policies listed under that document are of greater material weight.
- 3.2 The National Planning Practice Guidance was also published in March 2014.

4. RECONSULTATION RESPONSES

- 4.1 In light of the only issue to be considered within this update report relates to affordable housing, the only re-consultation sought was from the Council's Housing Enabling Team: below is their received response.
- 4.2 The applicant has claimed that the site is unviable with the provision of affordable housing at 35% of all dwellings. The Council appointed the District Valuers on 17th May 2013 to assess the viability claim and advise on the total amount of s.106 contributions including affordable housing the scheme could viably support. In order to facilitate the comprehensive development of the whole site.
- 4.3 A minimum of 25% (122 dwellings) should be delivered without public subsidy, with public subsidy sought to deliver the remaining 10% (49 dwellings) to bring the level of provision up to policy compliant levels. This is a change from the previously agreed 20% but with review position, but both options had been previously accepted by Officers as a means of ensuring that the proposed redevelopment of the Frenchay hospital site can be delivered.
- 4.4 There is therefore no objection to the proposed amendment from the Council's Housing Enabling Officer.

5. PROPOSED CHANGES TO HEADS OF TERMS

- 5.1 The proposed changes to the heads of terms would see the heads of terms listed from 16 to 30 within the report that previously been before Members (see appended report) with the amended heads of terms listed below:

- 16) The target is to deliver 35% of dwellings on site to be affordable housing as defined within the NPPF. This will be achieved by 25% being delivered without subsidy with the aim for 10% to be delivered with public subsidy.
- 17) A minimum of 25% (122 dwellings) should be delivered without public subsidy, with public subsidy sought to deliver the remaining 10% (49 dwellings) up to a maximum of 35%.
- 18) The affordable housing will be as defined by the NPPF and will consist of 80% social rent and 20% intermediate housing. It is confirmed that the applicant did not want to consider the inclusion of affordable rented homes.
- 19) The range of affordable homes to meet housing need will be incorporated into the S106 agreement as set out below, unless otherwise agreed with the Council:

Social Rent

Percentage	Type	Min Size m2
24%	1 bed flats	46
7%	2 bed flats	67
41%	2 bed houses	75
18%	3 bed houses	85
11%	4 bed houses	106

Intermediate (Shared Ownership)

Percentage	Type	Min Size m2
44%	1 bed flats	46
17%	2 bed flats	67
19%	2 bed houses	75
19%	3 bed houses	85
1%	4 bed houses	106

- 20) 5% of the affordable housing will meet the wheelchair accommodation standards as set out in the Council's Wheelchair Unit Design Specification.
- 21) The Council will refer potential occupants to all first lettings and 75% of subsequent lettings.
- 22) An affordable housing masterplanning schedule and plan will need to be prepared for the whole site and agreed with the Council prior to commencement of development. The amount, type and tenure of the affordable housing in each phase and sub phase will be set out in the site wide affordable housing masterplan schedule approved by the Council, which is to be contained within the S106 Agreement. It will be the objective of the Council and the applicant/developer to ensure that each phased parcel of land will contain the same overall percentage of affordable housing in accordance with the overall masterplanned tenure split and unit mix. If there is any discrepancy between the approved affordable housing masterplan and a RM permission,

then subsequent parcels will need to ensure the overall provision of affordable housing in that phase, and site wide is maintained.

- 23) The affordable housing should be appropriately phased in a sustainable manner to ensure mixed and balanced communities. Triggers will be agreed and detailed in the affordable housing schedule of the S106, to ensure a close ratio between the number of affordable housing completed and market housing.
- 24) The affordable housing will be distributed across the site in small clusters. Unless otherwise agreed by the Council, there will be no more than 8 homes per cluster on the basis of:
 - A maximum of 4 of the same house type per cluster;
 - No more than 6 flats accessed off a communal entrance; and
 - Flats sharing a communal entrance to be a single tenure.
- 25) All units to be built in line with the same standards as the market units (if higher) and to fully comply with the latest Homes and Communities Agency (HCA) standards applicable at the time the S.106 will be signed, to include at least Level 3 of the Code for Sustainable Homes, Lifetime Homes standard, Secured by Design, and compliance of RP design brief.
- 26) Delivery is preferred through a Housing Delivery Panel (HDP) RP. The HDP is set up to deliver affordable housing across the West of England to local development and management standards. The Council encourages the developer to work with a member of the HDP, and in the event of the developer choosing an Affordable Housing Provider from outside this panel then the same WoE standards will need to be adhered to and the Council will set out the detailed standards that will be required.
- 27) It is agreed that the Council will define affordability outputs in the S.106 agreement, without any further information regarding sales values the affordability standards are as follows:
 - social rents to be set at target rents;
 - shared ownership: no more than 40% of the market value will be payable by the purchaser The annual rent on the equity retained by the RP should be no more than 1% of the unsold equity;.
 - service charges will be capped at an appropriate level to ensure that the affordable housing is affordable (currently base cost £500 plus annual RPI increase) and estate charges and ground rents to be no more than £1
- 29) Social rented accommodation to be retained as affordable housing in perpetuity. Right to Acquire does not apply where no public subsidy is provided.
- 30) It is agreed that any capital receipts on intermediate housing is to be recycled as capital expenditure on approved affordable housing schemes in South Gloucestershire, on the basis that the subsidy increases by any capital appreciation on that subsidy.

- 15.2 In addition to the above s106 heads of terms, the following condition (condition 33 as noted on the update sheet is also be amended to reflect the difference level of affordable housing provision.

Existing Condition 33

Prior to the submission of any reserved matters applications (excluding applications relating to exempt infrastructure works) a site wide affordable housing plan and an accompanying schedule shall be submitted to and approved in writing by the local planning authority showing the distribution of 20% of the total dwelling number across the site in the residential land parcels shown in the approved phasing plan submitted pursuant to condition 14 above. For each development parcel, the plan and the accompanying schedule shall show:

- the number of affordable dwellings to be provided;
- the mix of dwellings (in terms of the number of bedrooms and the proportion of houses and flats, broken down between social rented affordable housing units and intermediate units in that parcel).

The location of the affordable dwellings shall be detailed in subsequent reserved matters applications. Development shall thereafter be carried out in accordance with the site wide affordable housing plan, accompanying schedule and reserved matters approvals, unless otherwise agreed in writing by the Council.

Reason

To ensure that the distribution of affordable houses assists the creation of an inclusive mixed community in accordance with policies in the South Gloucestershire Local Plan.

- 5.3 The above condition is to be replaced with the following condition wording.

Revised Condition wording (to be condition 31 in revised decision notice)

Prior to the submission of any reserved matters applications (excluding applications relating to exempt infrastructure works) a site wide affordable housing plan and an accompanying schedule shall be submitted to and approved in writing by the local planning authority showing the distribution of 25% of the total dwellings to be provided as affordable housing without public subsidy (defined as Base Affordable Dwellings in the S106 Agreement [associated with this development], and 10% of the total dwellings to be provided as affordable housing with public subsidy (defined as Target Affordable Dwellings in the S106 Agreement), across the site in the residential land parcels shown in the approved phasing plan submitted pursuant to condition 14 above. For each development parcel, the plan and the accompanying schedule shall show:

- the number of affordable dwellings to be provided;
- the mix of dwellings (in terms of the number of bedrooms and the proportion of houses and flats, broken down between social rented affordable housing units and intermediate units in that parcel);
- the location of clusters of the affordable housing.

Development shall thereafter be carried out in accordance with the site wide affordable housing plan, accompanying schedule and reserved matters approvals, unless otherwise agreed in writing by the Council.

Reason

To ensure that the distribution of affordable houses assists the creation of an inclusive mixed community in accordance with policies in the South Gloucestershire Local Plan.

6. **CONCLUSION**

- 6.1 The proposed amendment to provide a fixed 25% level of affordable housing as opposed to the previously agreed 20% but subject to a review was previously identified as an option by the District Valuer as a way of ensuring deliverability of the redevelopment of Frenchay.
- 6.2 As noted within part 2 of this report, both options present their own risks and rewards, but a fixed 25% affordable housing provision for the redevelopment of the Frenchay site provides certainty of delivery, represents potentially a betterment to the previously approved position, and is consistent with the levels of provision secured at Emersons Green East, Northfield and Harry Stoke.
- 6.3 It is considered that there is no basis for objection to the proposed change in affordable housing provision and the proposed amended heads of terms listed above are therefore recommended to Members for approval.

7. **RECOMMENDATION**

- 7.1 That authority be delegated to the Director of Environment and Community Services to grant permission, subject to the conditions set out below and the applicant first voluntarily entering into an agreement under section 106 of the Town and Country Planning Act 1990 (as amended) to secure the following:
- 1) Prior to the submission of the first reserved matters, the developer/landowner is to undertake a detailed condition survey of the interiors and exteriors of the grade II listed buildings (Frenchay Park House, also known as Sisters House and Stable Block to Sisters House); associated curtilage listed boundary structures (including the walls to the north of the site) and the curtilage listed water tower and observation pavilion that are being retained. The findings of the survey are to be submitted to the local planning authority for written approval. The survey shall then be used to form the basis of a full schedule and specification of repairs to the listed and curtilage listed structures, including structural repairs. The phased schedule and specification of repairs shall be submitted to and agreed in writing by the local planning authority within 3 months of the agreement of the survey and prior to the submission of any reserved matters application (unless the local authority gives written consent to any extension). The 'schedule of repair' shall also include a phasing plan/timetable for implementation of the works, which shall be completed in their entirety within 24 months of the approval of the listed building application or the occupation of the 150th unit, whichever is sooner.
 - 2) A contribution of £175,000 towards traffic management and public transport to be secured prior to the commencement of development. This will comprise of £100k contribution towards traffic management (£30k safer routes to school, £20k parking restriction review, £50k traffic management works along

Beckspool Road). A further £50k should be provided to Bristol City Council towards traffic management (walking and cycling facilities). An additional £25k should be provided towards public transport which will benefit both local authorities.

- 3) A contribution of £126,196.96 towards local library provision;
- 4) A contribution of £307,599 towards the provision of a new off-site GP practice;
- 5) The transfer of a 1.2 hectare site for the provision of a new primary school for a nominal sum of £1 with trigger to be agreed;
- 6) A financial contribution of £2,270,733 towards to the provision of a new primary school (indexed at Q42011 and payment trigger to be agreed);
- 7) The provision of an on-site nursery to provide 36 nursery places to be located within a retained and refurbished sanatorium building directly to the north of Frenchay Park House (the specification of refurbishment and delivery to be agreed).
- 8) A contribution of £203,672 towards enhancing the existing Frenchay Village Hall;
- 9) The freehold of the curtilage listed lodge that houses the museum in addition to the identified associated land (shown on the approved plot map) is transferred to the local authority or the Trustees of Frenchay Museum/Frenchay Tuckett Society prior to the commencement of development and for a nominal fee of £1;
- 10) If for any reason the freehold of museum lodge building is not successfully transferred, the full £378,672 off-site community building is to be paid, i.e. if head of term (8) has been already received, an additional £175,000 would be required.
- 11) A contribution of £452,219.59 towards outdoor sports facilities which comprises of:
 - o £64,361.25 towards the maintenance of the dual use sports facility;
 - o £297,741.25 towards the provision or/and enhancements of existing outdoor sports facilities;
 - o £90,117.19 towards the maintenance of the outdoor sports facilities.
- 12) A total of 75,733 square metres of informal recreational openspace and natural and semi-natural green spaces is provided in phases within the on site.
- 13) The development delivers 18,816 square metres of outdoor facilities on site which comprise of:
 - A cricket pitch and pavilion – 5,800sq.m
 - Two tennis courts – 1,226sq.m
 - A 2 –lane petanque court - 170sq.m.
 - A croquet lawn – 819sq.m
 - Outdoor sports facilities on the primary school (dual use) –4,500sq.m.
- 14) A total of 2,940sq.m. of provision for Children and Young People.
- 15) A total of 3,310sq.m of allotments
- 16) The target is to deliver 35% of dwellings on site to be affordable housing as defined within the NPPF. This will be achieved by 25% being delivered without subsidy with the aim for 10% to be delivered with public subsidy.
- 17) A minimum of 25% (122 dwellings) should be delivered without public subsidy, with public subsidy sought to deliver the remaining 10% (49 dwellings) up to a maximum of 35%.
- 18) The affordable housing will be as defined by the NPPF and will consist of 80% social rent and 20% intermediate housing. It is confirmed that the applicant did not want to consider the inclusion of affordable rented homes.

- 19) The range of affordable homes to meet housing need will be incorporated into the S106 agreement as set out below, unless otherwise agreed with the Council:

Social Rent

Percentage	Type	Min Size m2
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- 20) 5% of the affordable housing will meet the wheelchair accommodation standards as set out in the Council's Wheelchair Unit Design Specification.
- 21) The Council will refer potential occupants to all first lettings and 75% of subsequent lettings.
- 22) An affordable housing masterplanning schedule and plan will need to be prepared for the whole site and agreed with the Council prior to commencement of development. The amount, type and tenure of the affordable housing in each phase and sub phase will be set out in the site wide affordable housing masterplan schedule approved by the Council, which is to be contained within the S106 Agreement. It will be the objective of the Council and the applicant/developer to ensure that each phased parcel of land will contain the same overall percentage of affordable housing in accordance with the overall masterplanned tenure split and unit mix. If there is any discrepancy between the approved affordable housing masterplan and a RM permission, then subsequent parcels will need to ensure the overall provision of affordable housing in that phase, and site wide is maintained.
- 23) The affordable housing should be appropriately phased in a sustainable manner to ensure mixed and balanced communities. Triggers will be agreed and detailed in the affordable housing schedule of the S106, to ensure a close ratio between the number of affordable housing completed and market housing.
- 24) The affordable housing will be distributed across the site in small clusters. Unless otherwise agreed by the Council, there will be no more than 8 homes per cluster on the basis of:

- A maximum of 4 of the same house type per cluster;
 - No more than 6 flats accessed off a communal entrance; and
 - Flats sharing a communal entrance to be a single tenure.
- 25) All units to be built in line with the same standards as the market units (if higher) and to fully comply with the latest Homes and Communities Agency (HCA) standards applicable at the time the S.106 will be signed, to include at least Level 3 of the Code for Sustainable Homes, Lifetime Homes standard, Secured by Design, and compliance of RP design brief.
- 26) Delivery is preferred through a Housing Delivery Panel (HDP) RP. The HDP is set up to deliver affordable housing across the West of England to local development and management standards. The Council encourages the developer to work with a member of the HDP, and in the event of the developer choosing an Affordable Housing Provider from outside this panel then the same WoE standards will need to be adhered to and the Council will set out the detailed standards that will be required.
- 27) It is agreed that the Council will define affordability outputs in the S.106 agreement, without any further information regarding sales values the affordability standards are as follows:
- social rents to be set at target rents;
 - shared ownership: no more than 40% of the market value will be payable by the purchaser The annual rent on the equity retained by the RP should be no more than 1% of the unsold equity;.
 - service charges will be capped at an appropriate level to ensure that the affordable housing is affordable (currently base cost £500 plus annual RPI increase) and estate charges and ground rents to be no more than £1
- 28) Social rented accommodation to be retained as affordable housing in perpetuity. Right to Acquire does not apply where no public subsidy is provided.
- 29) It is agreed that any capital receipts on intermediate housing is to be recycled as capital expenditure on approved affordable housing schemes in South Gloucestershire, on the basis that the subsidy increases by any capital appreciation on that subsidy.
- (30) The prior to the completion of the development the objectives of any management trust for the development are to be agreed. The purpose of this is to ensure the objectives are clearly limited to only management/maintenance functions and are thereby prevented from promoting development proposals within the boundaries of the site, all in the long-term interests and preservation of the landscape character of this sensitive site.

The reasons for the above obligations is to ensure that the enhancements needed to off-set the impact of the redevelopment are secured both to the natural and built environment, and to provide a suit of measures to mitigate the impacts of the development on the existing community and to ensure the future community is sustainable.

- 7.2 That the Head of Legal and Democratic Services be authorised to prepare and seal the agreement.
- 7.3 Should the agreement not be completed within 12 months of the date of the Committee resolution that delegated authority be given to the Director of Planning, Transport and Strategic Environment to refuse the application.

Background Papers **PT13/0002/O**

Contact Officer: **R Nicholson**
Tel No. **01454 863536**

CONDITIONS

1. The application has been approved on the basis of the list of the following submitted documents:

Air Quality Assessment; Coal Mining Risk Assessment; Utilities Report; Sustainability and Energy Statement; Archaeological Desk Based Assessment; Historic Landscape Assessment; Statement of Community Engagement; Phase 1 Geotechnical and Contaminated Land Desk Study Report (Volumes 1 & 2); Phase 2 Geotechnical and Contaminated Land Desk Study Report; Phase 1 and 2 Ecological Surveys; Heritage Audit and Assessment; Landscape Management Framework; Character Study; Flood Risk Assessment; Planning Statement; Proposed improvements to Frenchay Park Road and Begbrook Park (drg no.2442.18A), as all received by South Gloucestershire Council on 28th December 2012.

Design and Access Statement (as amended), as received by South Gloucestershire Council on 4th July 2013.

Addendum to Design and Access Statement, as received by South Gloucestershire Council on 20th November 2013.

Extent of Museum Plot for Freehold Transfer/adoption (drg no. SK025), as received by South Gloucestershire Council on 26th November 2013.

Reason

To ensure that the development is carried out in accordance with the approved plans in order to comply with the policies in the South Gloucestershire Local Plan.

2. Approval of the details of the layout, scale and appearance of the buildings and the landscaping of the site (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.

Reason

This is an outline permission only and the reserved matters shall be made to the Local Planning Authority.

3. Plans and particulars of the reserved matters referred to in the condition above, relating to the layout, scale and appearance of any buildings to be erected and the

landscaping of the site, shall be submitted in writing to the Local Planning Authority and shall be carried out as approved.

Reason

This is an outline permission only and the reserved matters shall be made to the Local Planning Authority.

4. Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.

Reason

This is an outline permission only and the reserved matters shall be made to the Local Planning Authority.

5. The development hereby permitted shall be begun either before the expiration of three years from the date of this permission, or before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

Reason

This is an outline permission only and the reserved matters shall be made to the Local Planning Authority.

6. Applications for the approval of the reserved matters shall be in accordance with the design and scale parameters described within the amended Design and Access Statement and the superseding Addendum which sets out the need to achieve three distinctive character areas through the incorporation of designs, scale, form, materials and layout prescribed for each of the character areas.

Reason

To ensure a satisfactory external appearance of individual buildings and the wider development in the interests of the visual amenity of the area and to accord with Policies D1, H2, L1, L12 and L13 of the South Gloucestershire Local Plan (Adopted) January 2006.

7. No development shall commence until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro-geological context of the development, has been submitted to and approved in writing by the Local Planning Authority (LPA). The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The drainage scheme shall also consider the potential impact on the existing and proposed landscaping site features. The drainage scheme shall also include details of how the scheme shall be maintained and managed after completion

Reason

To prevent the increased risk of flooding, to improve and protect water quality, improve habitat and amenity, ensure future maintenance of the surface water drainage system and ensure the landscape character of the site is preserved, and to accord with Policies L17 and L18 of the SGLP (Adopted January 2006).

8. No development approved by this permission shall be occupied or brought into use until a scheme for the future responsibility and maintenance of the surface water drainage system has been submitted to and approved by the LPA. The approved drainage works shall be completed and maintained in accordance with the details and timetable agreed.

Reason

To ensure adequate adoption and maintenance and therefore better working and longer lifetime of surface water drainage schemes, and to accord with Policies L17 and L18 of the SGLP (Adopted January 2006)

9. No development approved by this planning permission shall take place until a scheme that includes the following components to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the LPA:

1) A preliminary risk assessment which has identified:

- all previous uses,
- potential contaminants associated with those uses,
- a conceptual model of the site indicating sources, pathways and receptors,
- potentially unacceptable risks arising from contamination at the site.

2) A site investigation scheme, based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.

3) The results of the site investigation and detailed risk assessment referred to in (2) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.

4) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

Any changes to these components require the express written consent of the LPA. The scheme shall be implemented as approved.

Reason

To prevent pollution of the water environment, and to accord with Policies EP1, L17 and L:18 of the SGLP (Adopted January 2006).

10. Any reserved matters application seeking consent for 'layout' shall demonstrate compliance with the submitted Environmental Noise Assessment which recommends noise mitigation measures be considered to minimise to potential levels of disturbance to prospective residents of the development hereby approved.

Reason

To provide the residents with an acceptable level of amenity, all in accordance with Policy H2 of the SGLP.

11. If during development, contamination not previously identified is found to be present at the site then no further development shall be carried out until the developer has submitted a remediation strategy to the LPA detailing how this unsuspected contamination shall be dealt with and obtained written approval from the LPA. The remediation strategy shall be implemented as approved.

Reason

To prevent pollution of the water environment, and to accord with Policies EP1, L17 and L18 of the SGLP (Adopted January 2006).

12. No development approved by this permission shall be commenced until a scheme for prevention of pollution during the construction phase has been approved by the LPA. The scheme should include details of the following:
1. Site security.
 2. Fuel oil storage, bunding, delivery and use.
 3. How both minor and major spillage will be dealt with.
 4. Containment of silt/soil contaminated run-off.
 5. Disposal of contaminated drainage, including water pumped from excavations.
 6. Site induction for workforce highlighting pollution prevention and awareness.

Reason

To prevent pollution of the water environment, and to accord with Policies EP1, L17 and L:18 of the SGLP (Adopted January 2006)

13. Applications for approval of reserved matters shall be accompanied by an Energy Statement that shall comprise of the following:
- o How the layout, three dimension building envelope and landscape proposals have been designed to maximise solar gains and cooling as well as natural ventilation of buildings;
 - o Measures to improve the insulation of the building envelope to reduce energy demand;
 - o Calculation of energy demand

The Energy Statement shall require development contained within any reserved matters application to achieve the following standards.

- a minimum of Level 3 for the Code for Sustainable Homes (or the equivalent level of such national measure of sustainability for house design that replaces the Code) for dwellings;
- a minimum 'very good' rating under the relevant Building Research Establishment Assessment Method (BREEAM) for all new buildings types other than dwellings;
- Building for Life 12 Green Scheme

Applications for approval of reserved matters within the phase that the Energy Statement relates shall be carried out in accordance with the agreed details.

Reason

To achieve improved energy conservation and to protect environmental resources in accordance with Policy D1 of the adopted South Gloucestershire Local Plan (Adopted 2006) and the South Gloucestershire Design Checklist.

14. Prior to the first submission of any reserved matters application, a phasing plan to indicate scale and sequence of build out including relationship of dwellings to the delivery of infrastructure and facilities shall be submitted to the local planning authority for written approval. Such plan as approved shall be adhered to thereafter.

Reason

To ensure that the development is carried out in accordance with the approved plans and so ensure the provision of community facilities, infrastructure and protection of existing landscape access can be co-ordinated, delivered and protected in order to comply with the policies in the South Gloucestershire Local Plan.

15. Prior to the commencement of development, a mitigation strategy for reptiles (slow worms) shall be submitted to the local planning authority for written approval. All works shall be carried out in accordance with the approved strategy.

Reason

To accord with Policies L1 and L9 of the South Gloucestershire Local Plan (Adopted 2006).

16. Prior to the commencement of development, a mitigation strategy for hedgehogs shall be submitted to the local planning authority for written approval. All works shall be carried out in accordance with the approved strategy.

Reason

To accord with Policies L1 and L9 of the South Gloucestershire Local Plan (Adopted 2006).

17. Prior to the commencement of development (which includes demolition works), an ecological and landscape management plan shall be submitted to the local planning authority for written approval. The plan shall accord with the approved masterplan and shall include details of the existing habitat to be safeguarded (trees, scrub, pond or hedges; and any new habitat to be created (species rich grassland, hedges, scrub). It should also include a programme of monitoring of all works for a period of 5 years. All works shall be carried out in accordance with the approved plan.

Reason

To accord with Policies L1 and L9 of the South Gloucestershire Local Plan (Adopted 2006).

18. Prior to the commencement of development, the landowner/developer shall submit to the local planning authority details of a suitably-experienced or qualified and licensed ecological 'clerk of works' who shall be appointed to oversee all works relating to ecology in addition to ensuring all works accord with the provisions of the relevant legislation or conditions.

Reason

To accord with Policies L1 and L9 of the South Gloucestershire Local Plan (Adopted 2006).

19. Prior to the commencement of development, a mitigation strategy for badgers shall be submitted to the local planning authority for written approval. This shall include details

of all works subject to the licensing provisions of the Protection of Badgers Act 1992. All works shall be carried out in accordance with the approved strategy.

Reason

To accord with Policies L1 and L9 of the South Gloucestershire Local Plan (Adopted 2006).

20. Notwithstanding the submitted details, no development (including demolition) shall commence until a Tree Protection Plan is submitted and the location of the tree protection fencing agreed in writing by the Local Planning Authority Arboricultural Officer. For the avoidance of doubt, the Tree Protection Plan shall accord with BS5837 (2012). Thereafter the development shall be implemented in accordance with the agreed details. The Council must be notified when all the tree protection and cellular confinement is in place, to allow this to be checked on site and ensure that it is in accordance with the tree protection plan and 'no dig' construction method statements prior to any works commencing. The applicant's arboricultural consultant should oversee these works. All tree protection must be left in place for the duration of the development and should not be moved without written authorisation by the Local Planning Authority Arboricultural Officer. .

Reason

To ensure the existing trees and hedgerows are protected during the works and all tree works are carried out in accordance with best arboricultural practice and to accord with Policy L1 of the South Gloucestershire Local Plan (Adopted January 2006).

21. Notwithstanding the submitted details, no development shall commence until a Tree Protection Plan is submitted and the location of the tree protection fencing agreed in writing by the Local Planning Authority Arboricultural Officer. For the avoidance of doubt, the Tree Protection Plan shall accord with the proposed site layout to be agreed under condition and shall be in accordance with BS5837 (2012). Thereafter the development shall be implemented in accordance with the agreed details, with all tree protection fencing erected PRIOR to any site clearance works to . The Council must be notified when all the tree protection and cellular confinement is in place, to allow this to be checked on site and ensure that it is in accordance with the tree protection plan and 'no dig' construction method statements. The applicant's arboricultural consultant should oversee these works. All tree protection must be left in place for the duration of the development and should not be moved without written authorisation by the Local Planning Authority Arboricultural Officer.

Reason

To avoid any damage to existing trees to be retained and ensure the existing trees and hedgerows are protected during the works, in accordance with best arboricultural practice, and to accord with Policy L1 of the South Gloucestershire Local Plan (Adopted January 2006).

22. A site specific Construction Environmental Management Plan (CEMP), shall be agreed in writing with the Local Planning Authority prior to commencement of work. The CEMP as approved by the Council shall be fully complied with at all times.

The CEMP shall address the following matters:

- (i) Procedures for maintaining good public relations including complaint management and public consultation
- (ii) Mitigation measures as defined in the British Standard - BS 5228: Parts 1 and 2 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance. Piling will not be undertaken and Best Practice alongside the application of BS 5228 shall be agreed with the LPA.
- (iii) The use of a 'Considerate Contractors' or similar regime for the site induction of the workforce highlighting pollution prevention and awareness.
- (iv) Measures to control the tracking of mud off-site from vehicles.
- (v) Measures to control dust and from the demolition and construction works approved along with land disturbance in general.
- (vi) Adequate provision of fuel oil storage, landing, delivery and use, and how any spillage can be dealt with and contained.

Reason

In the interests of residential amenity and to accord with Policy EP6 of the adopted South Gloucestershire Local Plan.

23. The hours of working on site during the period of construction shall be restricted to 07300hrs -1800hrs Monday to Saturday and no working shall take place on Sundays or Public Holidays. The term 'working' shall, for the purpose of clarification of this condition include: the use of any plant or machinery (mechanical or other), the carrying out of any maintenance/cleaning work on any plant or machinery deliveries to the site and the movement of vehicles within the curtilage of site.

Reason

To protect the amenities of the occupiers of nearby dwelling houses, and to accord with Policy E6 of the South Gloucestershire Local Plan (Adopted) January 2006.

24. Prior to the commencement of any of the phases of development (as approved by reserved matters applications) details of the location of any construction compound to be provided on the site shall be submitted to and agreed in writing with the Local Planning Authority. Development shall be carried out in accordance with the agreed details.

Reason

To protect the amenities of the occupiers of nearby dwelling houses and protect the existing landscape features and ecology interest, all in accordance with Policies E3, E4, L1 and L9 of the South Gloucestershire Local Plan (Adopted) January 2006.

25. The submitted travel plan shall be implemented in accordance with the details set out therein within the first six months of the occupation of the first dwelling construction as part of the approved scheme. The applicant/developer shall supply the Council the name of the appointed person responsible for the implementation of the Travel Plan within this time frame.

Reason

To encourage means of transportation other than the private car, to accord with Policy T12 of the South Gloucestershire Local Plan (Adopted) January 2006.

26. The developer shall appoint an archaeological contractor not less than three weeks prior to the commencement of any ground disturbance on site, and shall afford him or other archaeologist nominated by the Local Planning Authority access at all reasonable times in order to observe the excavations and record archaeological remains uncovered during the work. This work is to be carried out in accordance with the attached brief.

Reason

In the interest of archaeological investigation or recording, and to accord with Policy L11 of the South Gloucestershire Local Plan (Adopted) January 2006.

27. Notwithstanding the previously submitted details, including the illustrative details set out in the Design and Access Statement and Masterplan, due to the land that forms the immediate setting to Frenchay Park House and the Stable Block potentially falling out of any 'reserved matters' application and the outline application not including any detailed phasing plan, prior to commencement of any development, a detailed hard and soft landscaping scheme is to be submitted to the Local Planning Authority for written approval which shall demonstrate a reduction and rationalisation the areas of car parking located within the immediate setting of the listed buildings (Frenchay Park House (also known as Sisters House) and Stable Block to Sisters House). The approved landscaping scheme shall be implemented prior to the occupations of the 200th residential unit.

Reason

In order that the development serves to deliver the necessary enhancement identified with the Frenchay Conservation Area SPD and thereby serve to preserve and enhance the character and appearance of the Frenchay Conservation Area and preserve the setting of the listed buildings, in accordance with section 72(1) and 66(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990, national guidance set out at the NPPF and the Historic Environment Planning Practice Guide, and policies L12 and L13 of the Adopted South Gloucestershire Local Plan.

28. Prior to the commencement of development, a detailed landscaping scheme for the reinstatement of the tennis courts to the south-west of Frenchay Park House following their removal shall be submitted to the local planning authority for written approval. The tennis courts located to the south-west of Frenchay Park House shall be removed in their entirety and the land reinstated in accordance with the approved landscaping scheme by the occupation of the 100th dwelling and retained thereafter.

Reason

In order that the development serves to deliver the necessary enhancement identified with the Frenchay Conservation Area SPD and thereby serve to preserve and enhance the character and appearance of the Frenchay Conservation Area and preserve the setting of the listed buildings, in accordance with section 72(1) and 66(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990, national guidance set out at the NPPF and the Historic Environment Planning Practice Guide, and policies L12 and L13 of the Adopted South Gloucestershire Local Plan.

29. Prior to the submission of the first reserved matters application a future management plan for the trees in the avenue, commenting upon cyclical re-pollarding and epicormic growth removal, as well as any gapping up that may be required is to

be submitted to the local authority for written approval and shall also include details on the responsibility for the implementation of the management plan. All such details as approved shall be fully implemented.

Reason

To ensure the works are carried out in an appropriate manner and in the interests of the health and visual amenity of the tree, and to accord with The Town and Country Planning (Tree Preservation) (England) Regulations 2012 and policies L1 and L12 of the South Gloucestershire Local Plan (Adopted January 2006).

30. The reserved matters application shall include the whole of the Lime Tree Avenue within a single reserved matters application and the relevant reserved matters application that includes the surface changes to the Lime tree avenue shall include a method statement on the construction of the proposed cycle path beneath the trees along with a method statement on the demolition of the hard standing in this area.

Reason

To ensure the works are carried out in an appropriate manner and in the interests of the health and visual amenity of the tree, and to accord with The Town and Country Planning (Tree Preservation) (England) Regulations 2012.

31. Prior to the submission of any reserved matters applications (excluding applications relating to exempt infrastructure works) a site wide affordable housing plan and an accompanying schedule shall be submitted to and approved in writing by the local planning authority showing the distribution of 25% of the total dwellings to be provided as affordable housing without public subsidy (defined as Base Affordable Dwellings in the S106 Agreement [associated with this development]), and 10% of the total dwellings to be provided as affordable housing with public subsidy (defined as Target Affordable Dwellings in the S106 Agreement), across the site in the residential land parcels shown in the approved phasing plan submitted pursuant to condition 14 above. For each development parcel, the plan and the accompanying schedule shall show:
- o the number of affordable dwellings to be provided;
 - o the mix of dwellings (in terms of the number of bedrooms and the proportion of houses and flats, broken down between social rented affordable housing units and intermediate units in that parcel);
 - o the location of clusters of the affordable housing.

Development shall thereafter be carried out in accordance with the site wide affordable housing plan, accompanying schedule and reserved matters approvals, unless otherwise agreed in writing by the Council.

Reason

To ensure that the distribution of affordable houses assists the creation of an inclusive mixed community in accordance with policies in the South Gloucestershire Local Plan.

32. All reserved matters applications seeking approval for matters concerning 'landscaping' shall include a detailed post development landscaping plan ensuring that the root protection areas remain in-tact and free from disturbance - i.e. ensuring no rotavation occurs within these areas.

Reason

To ensure the works are carried out in an appropriate manner and in the interests of the health and visual amenity of the tree, and to accord with The Town and Country Planning (Tree Preservation) (England) Regulations 2012.

33. Any reserved matters application for the relevant parts of the application site shall make provision for the diversion of the regional cycle way route (RCR16) from Old Gloucester Road through the main site entrance before rejoining the existing route at Pearces Hill.

Reason

To encourage means of transportation other than the private car, to accord with Policy T12 of the South Gloucestershire Local Plan (Adopted) January 2006.

34. Prior to the commencement of any demolition works prior, the landowner/developer is to establish a residents liaison group which shall include representatives of South Gloucestershire Council, Winterbourne Parish Council, Frenchay Primary School and The Frenchay Preservation Society.

Reason

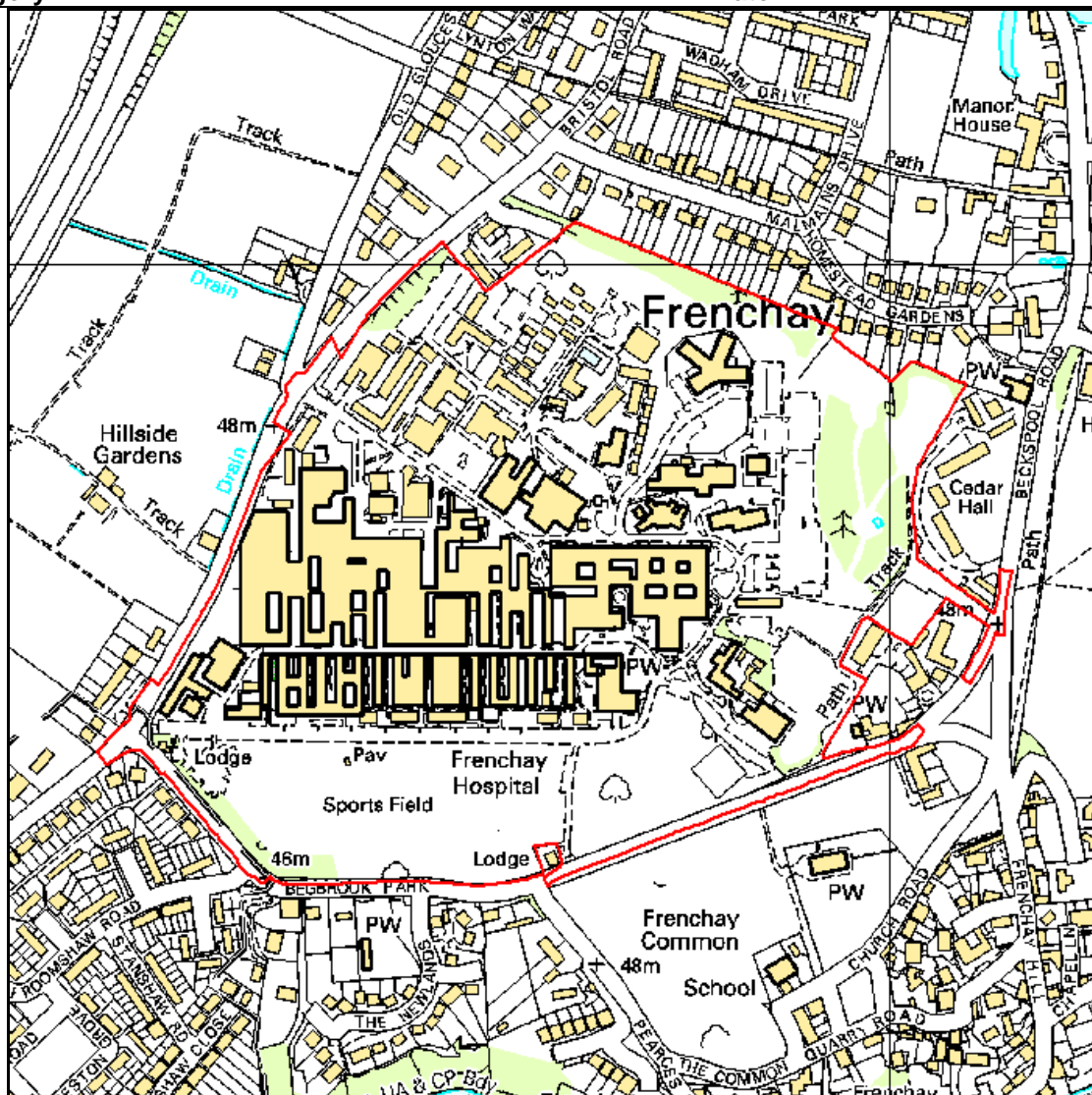
In the interests of the safety and security of users of the site and local residents and in accordance with Policy D1 of the South Gloucestershire Local Plan.

APPENDIX A

COPY OF DC WEST COMMITTEE REPORT (10th DECEMBER 2013) FOR THE REDEVELOPMENT OF FRENCHAY HOSPITAL APPLICATION REFERENCE PT13/0002/O.

DEVELOPMENT CONTROL (WEST) COMMITTEE – 10 DECEMBER 2013

App No.:	PT13/0002/O	Applicant:	North Bristol NHS Trust
Site:	Frenchay Hospital Frenchay Park Road Frenchay South Gloucestershire BS16 1LE	Date Reg:	3rd January 2013
Proposal:	Redevelopment of hospital site to facilitate the construction of up to 490 residential units; a new health and social care centre and; a 1 form entry primary school, all with associated works. Outline application with access to be determined: all other matters reserved	Parish:	Winterbourne Parish Council
Map Ref:	363383 177635	Ward:	Frenchay And Stoke Park
Application Category:	Major	Target Date:	29th March 2013



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 100023410, 2008. **N.T.S.** **PT13/0002/O**

INTRODUCTION

Members will recall the application site was visited on 13th September 2013 by the Sites Inspection Sub-Committee where it was resolved that the following issues should be addressed within any subsequent committee report.

- How does the current application relate to the village green application?
- Is the need for a new primary school identified within the Parish Plan and if so what status does the Parish Plan hold?
- Has the CYP Department been consulted on the proposal for a new one-form entry primary school and have they made any comment regarding the provision of a single two-form entry school within the village as an alternative to what is being proposed?
- What would be the impact of providing a two-form entry school on the site in terms of the resulting loss of open space?
- The report should address the land set aside for a primary school on Malmains Drive;
- An assessment needs to be made of the submitted plans in relation to the Concept Statement – what are the key differences?
- The transportation analysis should demonstrate the validity of the traffic data and provide a comparison between the traffic generated by the proposal and the current use of the site. Questions have been raised regarding the timing of the traffic counts and the fact that the differing uses would have different peak hours in terms of traffic generation.
- The plans should show the pedestrian links to the primary school;
- Clarification is required regarding the future maintenance of the trees along Lime Tree Avenue – who will be responsible;
- The options available with regard to the future of Lime Tree Avenue should be clearly set out within the report.
- What are the proposals in relation to the Museum? Will it be retained? Is it locally listed? Can the museum be protected/retained through a S106 agreement or condition?
- What is the Core Strategy allocation in terms of housing numbers?
- Now that the nature of the Health facility is known, where will it be located and what are the proposed access arrangements?
- Where will the Social Care facility be sited?

The above issues will be discussed in the main body of 'analysis' section of the

report, but for completeness, a response to east point is set out under paragraph 5.239.

The application was referred to the committee by Councillors Jones and Pullin (local members) in light of the level of response received as part of the consultation process.

1. THE PROPOSAL

- 1.1 The proposed scheme seeks outline approval with all matters reserved bar access for the redevelopment of the 29 hectare Frenchay Hospital site to comprise of up to 490no. dwellings, health care facilities and a new 1 form entry Primary School. The proposed access to serve the redeveloped site is to be primarily a reconfiguration of the existing main access that leads off Bristol Road. The Bristol Road/ Begbrook Park mini roundabout, in the interests of road safety is to be realigned and will only be open for vehicles to access the Burden Centre, Frenchay Museum and the adjacent car park, as the main section of Lime tree avenue is to become a pedestrian/ cycle path only.
- 1.2 As noted above, the redevelopment proposals seek outline permission for up to 490no.residential units. The residential development will be located on what can be largely considered the existing footprint of the hospital and so there will be no encroachment in the remnants of the former parkland that forms the eastern and southern boundaries. The application site area for the proposed housing is approximately 12 hectares. A new health and social care facility is also proposed within a 2 hectare safeguarded site in the northern part of the site. The scale of the housing development generates a need for a new one-form entry primary school, which is proposed and is to be sited within a 1 hectare site in the north-east corner of the site. The school is to be constructed on what is an existing car park with its associated play areas located on what is currently an area of plantation.
- 1.3 The southern and eastern parts of the Frenchay Hospital site lie within the Frenchay Conservation Area. Frenchay Park House and its associated stableblock to the east of the site are grade II listed building. The remnants of its former parkland to the south and east of the site is also a designated as an Historic Park under policy H10 along with being also recognised within the Frenchay Conservation Area SPD as open space to be protected under policy L5.
- 1.4 Frenchay Hospital is due to be decommissioned early in 2014 with the majority of its services being transferred to the redeveloped Southmead Hospital. The hospital use of the site goes back to 1920s when the grade II listed Frenchay Park House was acquired by the Corporation of Bristol for use as a sanatorium and orthopaedic hospital for tubercular children. The healthcare facilities were expanded through the 1930s prior to evacuation during the Second World War when the site was used as an American Army hospital and a number of their army barracks remain in situ after being converted into hospital wards.

- 1.5 The former Georgian mansion that is Frenchay Park House, its stables and grounds are currently in use as the headquarters for the North Bristol Trust. Their condition has been allowed to decline and in the case of the stables, fall into disrepair. Repair works to the grade II listed house have been undertaken but the overall condition of the building is not known. The grade II listed stable block however remains in poor condition and without intervention, its historic fabric will continue to deteriorate. The redevelopment of the site will see the clearance of the majority of the hospital buildings. However along with the grade II listed mansion and stable block, the curtilage listed lodge (which houses the museum), and other curtilage listed structures will also be retained. As since submission of the application, this list also now includes an original 1930s sanatorium building immediately north of Frenchay Park House along with the prominent water tower. Two other modern buildings are also being retained by the North Bristol Trust – The Burden Centre and the Brain Injury Recovery Unit (BIRU).
- 1.6 Since submission, along with retaining two key former hospital buildings, the design and configuration of the scheme has been subject to a significant number of amendments to address concerns raised by both officers and local residents, both in response to this application and the previous Concept Statement.

1A. BACKGROUND INFORMATION - THE CONCEPT STATEMENT

A Concept Statement for the redevelopment of the Frenchay Hospital site was prepared on behalf of the North Bristol Trust and was submitted to the Council for endorsement in July 2012. The principle of the Concept Statement was supported by a number of relevant policies and documents including Core Strategy Policy CS25 (6a) which stated “Support the redevelopment of the existing hospital site at Frenchay for residential and ancillary infrastructure and services, including new health facilities” and the Council’s Strategic Housing Land Availability monitoring which indicates a site capacity for the provision of approximately 490 dwellings.

In a decision dated 28th November 2012, the submitted Concept Statement was not endorsed by PTSE Committee for the following reasons:

1. It is contrary to Policy D1, L5 and L10 of the South Gloucestershire Local Plan and to the National Planning Policy Framework in promoting development within areas of important open space outside of the built form of the existing hospital.
2. It does not provide for comprehensive development of the site as it separates Frenchay Park House and the adjacent stables from the proposed outline planning application and leaves unresolved the issues of the disrepair of these important listed buildings.
3. It does not provide for the comprehensive development of the site as it leaves unresolved the provision of future medical facilities, affordable and specialist forms of housing.
4. It does not indicate an internal road layout or how built form development would relate to that layout and existing site assets.

In addition to the above reasons for not endorsing the Concept Statement, the following response from the PTSE Committee was also recorded:

'Notwithstanding the above the Council is supportive of the site being redeveloped in line with the Core Strategy and recommends consideration of the alternative concept outlined in this report and will support the continued assistance of Officers in trying to secure an imaginative solution to this key site with a progress update to be provided at the January Committee meeting'.

The 'alternative approach' referred to was produced by the lead officer in response to the conceptual proposals being promoted by the applicant and their agent. The alternative suggested approach was merely meant to illustrate the potential impact of an alternative scheme and was not taken through the concept statement process and the consultation required with local stakeholders. Therefore the status of this 'alternative approach' has no considered material weight, as it has not been through due process so has neither been approved nor endorsed. The 'alternative approach' was however based on consultation responses received both internally and externally and the issues raised remain relevant and can be carried through into the consideration of the application.

Notwithstanding matters of status or material weight, the key features of the alternative solution in contrast to the submitted Concept Statement were:

- a) development to be kept within the footprint of the existing hospital;
- b) key buildings retained – Frenchay Park House and Stables, Burden Centre, Brain Injury Rehabilitation Unit; Frenchay Museum and Clic Cottage;
- c) Identify additional buildings and features to be re-used such as water tower, swimming pool, nissen huts; isolation wards;
- d) Identify key trees and woodlands and associated spaces. This includes the southern fields, Lime Avenue (which may need replacing), TPO trees and those within the conservation area. If any part is removed there should be compensatory planting elsewhere on the site with appropriate native species. The woodland area to the east should be retained by at least 50%;
- e) Network of recreation paths;
- f) An internal road layout based on the principle of a two way circuit providing access to all parts of the site;

How the amended outline application has responded to the four reasons for the non-endorsement of the submitted Concept Statement and how it also relates to the key features of the proposed alternative solution will again be discussed within the main report but also specifically under paragraph 5.226 and 5.238.

2. POLICY CONTEXT

2.1 National Guidance

National Planning Policy Framework March 2012
Planning (Listed Buildings and Conservation Areas) Act 1990

2.2 Development Plans

South Gloucestershire Local Plan (Adopted) January 2006 (Saved Policies)

D1	Design
L1	Landscape Protection and Enhancement
L5	Open Areas within the Existing Urban Areas and Defined Settlements
L9	Species Protection
L11	Archaeology
L12	Conservation Areas
L13	Listed Buildings
L14	Demolition of Listed Buildings
L17/18	Water Environment
EP1	Environmental Pollution
EP2	Flood Risk and Development
EP6	Contaminated Land
T12	Transportation Development Control Policy for New Development
E1	Proposals for Employment Development and Mixed Use Schemes including Employment Development
H2	Proposals for Residential Development within the Existing Urban Areas
LC1	Provision for Built Sports, Leisure and Community Facilities
LC2	Provision for Education Facilities
LC3	Proposals for Sports and Leisure Facilities within the Existing Urban Area and Defined Settlement Boundaries.
LC11	Allotments
S1	Service Infrastructure
S2	Proposals for Health Provision.

South Gloucestershire Local Plan: Core Strategy incorporating Inspector Main Modifications November 2013.

CS1	High Quality Design
CS3	Renewable and Low Carbon Energy
CS5	Location of Development
CS6	Infrastructure and Developer Contributions
CS7	Strategic Transport Infrastructure
CS8	Improving Accessibility
CS9	Managing the Environment and Heritage
CS15	Distribution of Housing
CS16	Housing Density
CS17	Housing Density
CS18	Affordable Housing
CS23	Community Infrastructure and Cultural Activity
CS25	Communities of the North Fringe of Bristol Urban Area

2.3 Supplementary Planning Guidance

Frenchay Conservation Area SPD
Design Checklist SPD
Residential Parking Standards SPD
Statement of Community Involvement

3. RELEVANT PLANNING HISTORY

- 3.1 PT12/031/SCR – Request for a Environmental Impact Assessment Screening Opinion submitted in relation to the proposed Re-development of the existing Frenchay Hospital site for 500 residential units, public open space, a new primary school and an area of 5.8 hectares to be reserved for a Health and Social Care Facility.
- 3.2 In a response dated 30th August 2012, the Council confirmed that a Environmental Impact Assessment was not required.

4. CONSULTATION RESPONSES

4.1 Winterbourne Parish Council

The initial comments of the Parish Council were:

Strong Objection - gross over-development of the site. The concept statement prepared by the North Bristol Healthcare Trust was not endorsed by South Gloucestershire Council as it proposed the clearance of most of the existing site buildings and redevelopment of up to 550 dwellings. The NBHT subsequently submitted an outline planning application for 490 dwellings South Gloucestershire Council recommended 430 dwellings. The Planning Committee therefore objects to this application for the following reasons:

- The proposals conflict and do not adequately address Policies D1, L5 and L10 of the South Gloucestershire Council Local Plan and to the National Planning Policy framework.
- It does not include the whole of the 72 acre site and only discusses 32 acres; it excludes Frenchay Park House and the adjacent stables which are listed buildings and does not include repairs to the stable block.
- It does not provide details of any future medical facilities and does not substantiate the future of this area of land if no health provision is built.
- The traffic count do not take into consideration the volume of traffic at peak times, and the stated net reduction is very questionable with the possible addition of up to 17.5% more vehicles. The Parish Council feels that the basic information is inaccurate. South Gloucestershire Council Transport Engineers must seriously consider the information in the Traffic Assessment.
- Some decision must be made on the open spaces which fall within the Frenchay Conservation Area; they should not remain in the hands of the developers and run the risk of future development.

- The application considers a one form entry school; this would necessitate the existing school remaining open which would result in a split community as residents on the new development would not integrate with existing residents.
- The outline planning application does not deal with any road improvements off site; these roads are already saturated with traffic at peak times.
- Concerns have been expressed about the proximity of houses around the Brain injury Rehabilitation Centre; a wider perimeter around the building is required.
- The Parish Council agrees with South Gloucestershire Council's objection to the demolition of good buildings on the site which could be reused.

In a further response dated 06th August 2013, following re-consultation over an amended masterplan, the following comments were also made:

- The planning committee considered this (the proposed scheme) over-development of the site and the density is too great;
- The application should be viewed as a whole site with proposed plans for the open land, listed buildings on the site, and plans for the site reserved for the community hospital in the event that it is not built;
- It should also be a condition that the Tucket Museum is retained;
- The proposed school would be divisive as the existing school is no longer fit for purpose and a 2-form entry primary would be beneficial to the village as a whole;
- The traffic movements provided by the consultant are questionable and a further traffic survey carried out by Frenchay Residents User Group would be very beneficial;
- The Council's Arboriculturalist has recommended that the trees in the Lime avenue be taken down and replaced with new lime trees. If this is the case then this should be done at the beginning of the development to give the trees a chance to grow to a reasonable size by the time the development is completed.

4.2 Other External Consultees (all internal consultees will be set out under 'Analysis Of Proposal'.

English Heritage

In a response dated 15th August 2013 the following was noted:

Following amendments made to the scheme (specifically the removal of development in close proximity to the listed buildings), the main issue stems from how the new development will impact upon the setting of the highly designated Frenchay Hospital building. It is understood that there have been some improvements to this scheme since it was first submitted but there remain concerns about the impact of the new build along the northern side of Lime Tree Avenue.

Overall the changes made to the masterplan since submission are welcomed and in particular we are pleased to see the tennis courts relocated from the west side of the land that forms an integral setting to the main listed house. We are also supportive of the new area of open space that has been allocated to the north of the main drive to reinforce this setting. It is though disappointing to see there is no improvements to the house's immediate setting with the tarmac surface still in place.

As noted above there does remain concern that the masterplan indicates the presence of 3-storey houses along the north side of the avenue. These will be strong, imposing elements within the landscape that could detract from the dominant

presence of the main heritage asset at the eastern end of the drive. This aspect therefore needs to be re-visited in order to provide a more subservient development in this location reaffirming the dominant relationship between the heritage assets in this part of the site. The scheme therefore still needs to demonstrate more consideration given to the historic environment.

The Coal Authority

No comment as the site does not fall within the defined Development High Risk Area and so there is no requirement for a Coal Mining Risk Assessment to be submitted or agreed.

The Environment Agency

Upon consideration of the submitted Flood Risk Assessment (FRA), dated 13th December 2012, and the Addendum V1, dated 25th January 2013, the Environment Agency has no objection to the proposed development subject to a number of suggested conditions being attached to any consent. (condition 7 & 8).

NHS England

The proposed new homes at Frenchay will generate a significant number of new residents who will require access to Primary Care Services in the area including GP services.

Primary Care needs to sit at the heart of natural communities, supported by community and social care services, to make an increasing percentage of care available close to peoples' homes and to deliver more services in primary care and community settings, which reduces unnecessary reliance on hospital care. Notwithstanding this, the commissioning trend across the whole of England is though towards larger practices employing more GPs or through federations of practices, together with increasing co-location of Primary Care and other services. This is because larger practices have more capacity to provide increased services and the necessary infrastructure to ensure that quality standards are being met and that clinical staff receive appropriate support and development.

In general larger practices are better to provide a wider range of health services and support the systematic tracking and improving of the quality of care for patients. By developing bigger practices, the NHS can provide a wider range of services to patients and provided extended access to services in the evening and at weekends. Therefore the development of new primary care estate must facilitate improvements in the range and quality of services offered in primary care. As a result it is unlikely that small stand-alone practices in South Gloucestershire would be commissioned with less than four GPs. Furthermore NHS South Gloucestershire policy was not to open branch surgeries in areas that do not have enough residents to support a full GP practice, but where residents would otherwise have no local access to a GP practice.

There is one practice in the area surrounding the Frenchay Hospital site. However, based on an analysis of the number of GPs at this practise and the space available, there is insufficient capacity to accommodate the number of new patients expected as a result of the Frenchay development.

For the purposes of overall planning, NHS South Gloucestershire policy is to define capacity in general practice as fewer than 1700 patients per GP. This is the standard

adopted by NHS South Gloucestershire in considering new developments, the equivalent of one extra GP for each addition 1700 new residents.

If 490 houses were constructed (as proposed), it would result in an addition of 1176 new residents which equates to 0.7 GPs to provide sufficient capacity for new residents.

As noted above, the local practice has no capacity or space available; however there are a number of neighbouring new communities planned around Harry Stoke/ Stoke Gifford area. NHS South Gloucestershire's plan for the delivery of Primary Care health facilities for Frenchay is to combine a number of new housing developments together. The intention is to provide one new practice for the wider population created by the developments. The delivery of a new practice to serve the new Frenchay residents can only be achieved by an off-site contribution and that the best way to achieve this is for an offsite contribution pro rata to the population expected to reside in the Frenchay development proposal.

NHS South Gloucestershire Primary Care Strategy has indicated that a clinically and economically viable requirement for the combined new population around the new community that would centre on Harry Stoke is a four GP Practice.

A four GP Practice requires 651m² of space (GIA) and equates to £1,464,750 (excl VAT) at £2,250/m² the current NHS construction costs advised by the District Valuation Office.

NHS England believes that it would be appropriate for the Frenchay development to contribute 1,176/1,700 towards extending the capacity of GPs to provide the necessary capacity. This equates to 0.7 GP pro rata to the new proposed surgery

NHS England therefore requests an off-site contribution to support the provision of this new practice for a wider population generated by a range of new developments is £256,332 (Excl VAT). This funding will be required at the commencement of works on site to ensure adequate capacity can be developed and planned to a total of £307,599 (incl VAT).

Other Representations

4.3 Local Residents

754no. consultation responses were received which expressed objection to the scheme on the following summarised grounds:

- The proposed scheme will increase Frenchay by a third;
- The transport alternatives being proposed appear to rely on services that are already unsuitable;
- The traffic flow survey takes little account of the change in flow and timing of traffic to/from a hospital vs to/from a residential use especially in mornings;
- The change of use will add to the existing problems that are seen already in the mornings;
- The change of use will add to the existing traffic problems;
- The additional residents add to the need for a new GP;

- The proposed scale and density of development would overwhelm Frenchay Village, doubling its population;
- The character of Frenchay will be fundamentally altered;
- The site abuts a Conservation Area and the development would be in violation of the Frenchay Conservation Area SPD as it would be visible in views and visits;
- There is no guarantee that the existing open spaces would remain free of development;
- The NBT promised to build a community hub in order to integrate the new and existing communities but no such facilities are shown on the plan;
- There is no proposal for a new school to be large enough to accommodate the children of both the existing and incoming residents;
- The Lime Tree Avenue should be retained, as per the Frenchay Conservation Area SPD which states that the trees should be enhanced and retained;
- There is no certainty over the Community Hospital Building;
- There is no certainty over the listed building;
- The proposed 50% removal of the 'Nature Reserve' is concerning, as although not originally intended to function as such when saplings were planting, it is now a significant feature of the hospital and a haven in its own right;
- The proposed masterplan sets aside an area for a new health and social care centre but there are no plans to build one at present;
- The application represents a bog standard residential scheme with negligible provision for community infrastructure beyond the minimal contributions towards education. Consequently there is no legacy of which NBT can be proud and which was stated as their intention when they leave the site;
- The encroachment of the school site into the open space is strongly objected to;
- The current planning application prematurely provides unnecessary detail in a number of areas, such as hard landscaping materials;
- What are the potential landmark buildings?
- Other lime tree avenues should be created;
- Play areas appear randomly scattered across the site;
- There are no green areas within the residential parts of the site;
- There are no site wide images of how the developments will sit together;
- There has been a lack of regular and proper consultation with local residents;
- No new buildings should encroach into the Lime Tree Avenue area;
- The application is similar to the Draft Concept Statement that was unanimously rejected by the Council last year;
- The school site is located within the Conservation Area and encroaches into the Frenchay Nature Reserve and so development in this area should not be acceptable;

- Any development of the hospital should retain the open spaces and the listed trees on the site, as these form an important backdrop to the Conservation Area;
- The existing Village Hall will be unable to accommodate the additional number of residents and already poses a nuisance to its locality;
- There is no traffic mitigation for the existing overcrowded roads;
- Destroying the American built WW2 wards is short sighted when one could be retained for use as a coffee shop/museum;
- Why build a new school when existing ones could be extended?
- In light of the short life of a number of the blocks, there is potential to retain and reuse for community and other activities;
- The idea of housing is accepted and terrace housing from Victorian to Edwardian times built to a high standard is very sought after in large areas of Bristol, but there is concern over the numbers and from an aesthetic points, the use of render instead of brick or stone for the majority of the development is disappointing;

In addition to the consultation responses received, it can be noted that 95no. scrolls were presented to Members at the recent Sites Inspection Sub Committee visit.

The Residents User Group Response (received 2nd February 2013)

The relevant points made are summarised below:

- There has been a lack of public engagement with the NBT and so the suggestion that the scheme has been 'shaped' by meaningful and proper engagement is not accepted;
- The commercial needs need to be balanced with the needs of the wider community;
- This is a large and potentially lucrative development and it appear that it is only the applicant's requirements that are being met. It is disappointing that a more honourable and transparent approach has not been taken. If this can not be changed, the Council is urged to use their powers to ensure that due process is fully observed and the OPA is refused in its current form;
- The replacement of 'some lower quality woodland' which is to be subject to future detailed reserved matters application should be clarified at this stage;
- The extent of development envelope is a key issue for the community in that it has a direct bearing on density of development and open space. The Officer suggestion at Concept Statement stage that car parks should not be treated as previously development land is therefore supported and so any development beyond the existing brownfield footprint must be robustly justified.
- Extending the development envelope as it proposes will result into encroachment into existing open space (the Frenchay Nature Reserve);
- The future of Frenchay Park House and the stable block needs to be resolved as part of the OPA;
- The mix of properties on the development in terms of design and use is another concern for the community and to dismiss provision of specialist

forms of housing because there is no policy requirement is short sighted and show a lack of vision;

- The site is of such a scale it is hoped that the school will not impinge on any existing open spaces;
- The density levels of 17.5 hectares is not accepted and a realistic or correct figure;
- Careful consideration needs to be given to the necessity of felling of any of the trees and their replacement. Consideration also needs to be given to who will take responsibility for them and ideally SGC should take responsibility of the maintenance of them along with all green spaces, although residents are aware that replacement by new healthy trees will require far less maintenance than mature, badly pruned trees;
- Any reduction in proportions in the avenue's proportions will ruin its imposing aesthetic effect;
- The green barrier to the north north/west of the site should be retained in the interests of the residents Malmains Drive and Cedar Hall.
- If the school is to be sited behind the trust HQ is what assurance is there that the school will not get rid of the trees and shrubs on health and safety grounds?
- It is not clear what will happen to the memorial trees;
- The Heritage Audit and Assessment states that the stable block and coach house are in a state of disrepair and neglect. Along with the grade II listed Frenchay Park House, how can these buildings be omitted from any plan to develop the site;
- For the last 15 years local residents have seen the abuse and decline in the grass highway verges surrounding the hospital, which has been exacerbated by the hospital trust imposing parking restrictions in hospital grounds.

Frenchay C. of E. Primary School

The Board of Governors are unable to support the current application for the following reasons:

- The failure to set aside sufficient land for a single primary school for all Frenchay children is a missed opportunity;
- Having two schools in Frenchay is the financially the least efficient for tax payers and represents a lack of holistic approach to primary education;
- The existing school educates 130 local pupils on a 0.5Ha site with 50% of the classroom accommodation made up from 40 year old terrapin huts, in accommodation below DfE guidelines with no access to dedicated playing fields;
- The current school is housed in a grade II listed building which constrains development and increases ongoing maintenance costs.

5. ANALYSIS OF PROPOSAL

5.1 Principle of Development

The application site is located within the settlement boundary and therefore redevelopment for residential use of the site is supported in principle (subject to detailed criteria) by policy H2 of the SGLP. With regard to the proposed

housing, the Frenchay hospital site can also be regarded as 'brownfield' land. The 8th core planning principle set out within the NPPF (paragraph 17) requires that the planning system should *'encourage the effective use of land by reusing land that has been previously developed'*. The site can also be considered to be located within a sustainable location because as per paragraph 49 of the NPPF *'housing applications should be considered in the context of the presumption in favour of sustainable development'*.

- 5.2 Part 6a of Policy CS25 of the Core Strategy, which has now substantial weight, relates to communities of the north fringe states that Local Development Documents will *'support the redevelopment of the existing hospital site at Frenchay for residential and ancillary infrastructure and services, including new health facilities.'*
- 5.3 In addition under the supporting *'Partnership Priorities'* title, there is a commitment that the Council to work with its partners to ensure new housing and community facilities, including health and GP services are brought forward at the former Frenchay Hospital site.
- 5.4 Policies D1 of the SGLP and CS1 of the Core Strategy require that siting, form, scale, height, colour and materials, are informed by, respect and enhance the character, distinctiveness and amenity of both the site and its *context*, and density and overall layout is well integrated with existing adjacent development and connected to the wider network of foot, cycle and public transport links. It also promotes new highway schemes that utilise homezone & shared space principles, soft landscape schemes that promote biodiversity and food cultivation, net increases in tree cover, integrated public art, high levels of sustainable construction, safe & secure environments and waste reduction and recycling.
- 5.5 The remnants of the former park to the south and east of the main hospital building footprint lies partially within the Frenchay Conservation Area and is identified as being protected open space under Policy L5. Within this area includes a number of statutory designated heritage assets which centre on Frenchay Park House and its stableblock. Subject to the redevelopment of the main hospital site not affecting the significance of both the Frenchay Conservation, the protected open space and the setting of the listed buildings and its curtilage listed structures, the principle of the development can be considered acceptable. With regard to policy L5, it can be noted that this policy does not preclude development within such designated areas; it is only development that would adversely affect the contribution that the open area makes to the quality, character, amenity and distinctiveness of the locality that would be resisted.

The principle of the housing development is therefore considered acceptable and compliant with local and national planning policies and guidance. The

principle of the safeguarding of a site for health care provision is also considered acceptable.

Housing Supply Issues

Context

- 5.6 The principle of housing development on the site as part of the wider redevelopment proposals is acceptable in principle and housing development conforms with the Core Strategy's overall spatial strategy.
- 5.7 In accordance with the NPPF substantial weight can now be afforded the Core Strategy, the overall housing figure and the five year housing requirement.
- 5.8 With regard to Council's housing supply position, the most up to date assessment of housing land supply was undertaken in June 2013. The assessment forms part of the council's evidence to the Core Strategy Inspector, demonstrating that the Core Strategy provides an adequate supply of housing land to meet the next five years' housing requirement.
- 5.9 In light of the review of its 5 year housing land supply position undertaken by BNP Paribas Real Estate, the council is clear that it can demonstrate an up to date 5 year housing land supply including the 20% buffer consistent with paragraph 47 of the NPPF.
- 5.10 Details are set out in the Table below and show that the council has a current deliverable five year supply of **10,393 new homes** which equates to **5.38 years** or a surplus of **733 new homes**.

			Plus 20% Buffer
A	Net provision required 2006 to 2027	28,355	
B	Net provision delivered in Core Strategy period to date (2006 to 2013)	5,810	
C	Total net provision required 2013 to 2027 (A minus B)	22,545	
D	Number of years remaining	14	
E	Remaining annualised provision required (C/D)	1,610	1,932
F	Five Year housing requirement 2013 to 2018 (Ex5)	8,050	9,660
G	Total identified deliverable supply 2013 to 2018	10,393	10,393
	Five Year supply surplus or deficit (G minus F)	2,343	733
	Five Year supply (G/Fx100)	129%	108%
	Five Year supply (G/E)	6.46	5.38

Contribution Frenchay Hospital site makes to the Five Year Housing Land Supply

- 5.11 The Frenchay Hospital site forms part of the deliverable supply with 250 new homes identified as coming forward for completion on the site in the five year period up to 2018. The remaining new homes on the site are expected to be completed in year six onwards with 490no. units forming part of the Council's expected housing trajectory.
- 5.12 The site not only contributes to the stock of deliverable sites, it also ensures that the identified deliverable sites provide choice and competition in the market consistent with paragraph 47 of the NPPF. The loss of the site or any significant delay in its delivery would place further pressure on the council's ability to meet its 5 year housing land supply requirements. This would leave the Council vulnerable to defending its spatial strategy position in relation to speculative developments
- 5.13 In conclusion it is clear that the Frenchay Hospital site makes an important contribution to the council's identified deliverable five year supply of new homes. It also makes an important contribution to the council's varied portfolio of sites that contribute to meeting the overall housing requirement of 28,355 new homes to 2027 across the district.

Design and Layout

- 5.14 In light of the outline nature of the application, the Design and Access Statement is the primary document for consideration. It is though supported by a 'Character Study' and 'Historic Landscape Assessment' which aims to set out clear conclusions about the significance of the assets and recommendations with regard to the features to be retained, protected and enhanced.
- 5.15 The Town and Country Planning (Development Management Procedure) (Amendment 3) Order 2012 the 31st Jan 2013 requires that (with regard to Outline Applications) that only the location of access points need be set out, unless otherwise requested by the local planning authority. Provisions with regard to D&A statements however remain and the applicant is required to explain the key design principles and concepts that have been applied to amount, layout, scale, landscaping and appearance. The D&A statement shall also explain how access is to be gained and how the main points of access and layout of access routes within the site have been chosen. For the avoidance of doubt, use and amount can not be reserved matters.
- 5.16 The submitted D&A statement and addendum proposes a Master Plan and series of explanatory pages covering various topics. A master plan is generally considered to be a document that describes, in narrative and with plans / diagrams, an overall development concept used to coordinate the preparation of more detailed plans. In the context of the new regulations and the Frenchay Hospital Site, as initially submitted there was concern over the lack of detail which would have left the Council unsure about the following aspects of the development (as discussed under the following headings) that are meant to be clearly 'fixed' by clear unambiguous plans diagrams and narrative.

Treatment of key frontages:

- 5.17 The key frontages are those within the public realm and thus considered Lime Tree Avenue and Frenchay Park / Bristol Road. With regard Lime Tree Avenue, as initially proposed there was significant objection to the mock Georgian dwellings approach, especially as they were arranged 'backing onto' the avenue. The identification of the '**formal residential area**' is though acceptable and logical in helping to distinguish this area from the rest of the site. It was also considered that it should incorporate a desire to reflect the existing 1940's ward formal linear grain. Although it may be argued that linear arrangements of dwellings can be accommodated in pastiche Georgian terraced, it was considered the Georgian terrace concept was unimaginative and inappropriate for the following reasons:
1. The formality of the ward buildings, is reinforced by the repetitive nature of the gable ends fronting the avenues. Character is added by the colonnades to the northern elevation of these buildings. The images initially promoted wholly failed to encapsulate this character.
 2. Attempting to 'mock' a historic architectural style, particularly in close proximity to the real thing is rarely successful unless undertaken with great care. For instance, ceiling heights in historic buildings are usually much higher than modern residential dwellings. This additional height is translated into proportions of windows and ratios of openings to wall etc. Overall traditional materials are also hard or very expensive to source. Modern building regulations and economics do not easily translate into delivering such architecture and can therefore lead to poor interpretations that inevitably would harm the setting of the listed building and conservation area.
 3. The cross section submitted appeared to show a development block comprised of three parallel lines of dwellings in a space some 80m from the edge of Lime Tree Avenue to a main access route. Dwellings were proposed at some 52dph. What was shown was thus a high density layout that appears to rely on on-street and undercroft parking with 'rear of buildings' looking out over the park. The concept and density would require a high proportion of apartments and unallocated parking to make it work. Recent experience of the development sector suggests that this is the least likely form of development that is likely to be viable and therefore come forward and so this design concept could be considered flawed.
- 5.18 Overall as initially submitted it was considered that the design principles shown for the frontage of the proposed formal area fell short of what was expected to be a bespoke, high quality and distinctive development parcel. It was therefore recommended that the applicant carefully reconsider the rationale for proposing this approach. It is though not the role of the LPA to dictate architectural style, but should the applicant continued to have proposed this block form, it was suggested either they undertake a more detailed analysis of Georgian dwelling proportions to produce a more convincing details, or alternatively it was suggested that the applicant consider developing a form of architecture specifically formulated for this scheme that takes simple cues from the wards, by encapsulating the repetitive nature of the gables and respect the need for a set back from the avenue (and probably to a maximum of 2-2.5 storey along the avenue frontage) so as not to compete with or try to 'mock' the listed building.

- 5.19 It was considered that such an approach would be more appropriate and sympathetic and it was also suggested that vehicular access off Lime Tree Avenue is reconsidered and a more traditional development block layout is developed with frontage access and greater clarity as to public and private areas and parking strategy.
- 5.20 In response to these suggestions, as discussed later under 'Character Areas', the block form and architectural treatment along Lime Tree Avenue frontage has been substantially amended.
- 5.21 With regard to the Frenchay Park & Bristol Road frontages, as submitted no design concept or principles were included in the Design and Access Statement and so the visual impact of the development or how it would relate to its surroundings was not possible to assess. This was a substantive omission that undermined the credibility of the scheme and so needed to be rectified both from an urban design and highway perspective. Moreover, all that was shown on the master plan was a narrow block structure with no discernable access or by implication some kind of rear access to dwellings along the Frenchay Park Road. Density was also indicated at approximately 50 dwelling per hectare.
- 5.22 In considering the site's context, the applicant was advised that the Bristol Road is characterised by low density urban form with frontage access via driveways and dwellings set back behind walls and hedges giving it almost a rural lane like quality. Frenchay Park Road to the south of the site is characterised by semi-detached dwellings again with frontage access. It would also seem therefore appropriate for development along this frontage to continue the detached and semi-detached theme. Given this existing character, 50dph (as proposed) would be inappropriate.
- 5.23 Following detailed discussions with the applicant to address the above concerns, the principles within the 'Surburban Residential [character] Areas now clearly show development fronting Frenchay Park & Bristol Roads and are now included served by an access road. This is welcome, as are plans showing key frontages and landmark buildings which have now been included.

Primary Access Routes / Development Blocks / Location of POS

- 5.24 The initial master-plan carried through the Concept Statement proposals of appearing to be largely predicated on trying to link together existing trees and fixed access points such as the BIRU and the proposed primary school. This led to a circuitous primary vehicle route through the northern part of the site and a number of development blocks/parcels that appear unrealistic in terms of providing adequate dimensions to provide for clearly defined frontage development and adequate private amenity space and what appeared to be small unusable parcels of public open space. The concern with inadequate block widths is that it will lead to development that generally lacks clarity with regard what is public and private space; presents rear boundaries and elevations to public areas; and as a consequence is thereby unattractive, unsafe and insecure.

5.25 To address these concerns, development blocks and principle, secondary access routes have now been simplified and are now considered more realistic and practical.

5.26 Character Areas / Appearance

It was considered that there was logic to the identification of character areas

described as **'formal'**, **'village'** & **'suburban'** as part of creating a distinctive and unique development. However, as noted above, with regard the **'formal'** area, 'mocking' the Georgian architecture present within Frenchay was not considered an imaginative or sensible option given the difficulty for it to be carried out properly. Regardless of design rationale, as submitted there was also an absence of any clear principles (such as parallel carriageways, a high proportion of terraced and semi-detached properties, consistent build line, plot widths, building heights & repetition of elevational treatment) that would have been expected to prescribed or inform the new development in this area. Without articulating the characteristics or design principles, any outline approval would leave a level of uncertainty of what would be delivered, which was considered unacceptable and needed to be addressed.

5.27 To address the above concerns, for the 'formal character area', the D&A statement now contains the following 'design principles' which will require any detailed scheme for the formal area to comprise of the following:

5.28 **Formal Area Key Design Principles**

- dwellings 'up to 3 storey', but this higher level will only be at prominent ends of terraces;
- Terraced properties that front into the Lime tree avenue;
- Formal architecture with repeating features to reflect the rhythm of the former American hospital buildings (i.e. gable fronted buildings);
- Active frontages;
- Through routes to interrupt continuity of streetscape;
- Use of brick and feature materials and detailing to define areas of architectural interest – terrace end, nodal points etc.

5.29 Although indicative elevations have been submitted, it is the above design principles that are being approved as part of this application and so will be carried through into the reserved matters applications. This is also in accordance with paragraph 59 of the NPPF which recommends that '*local planning authorities should consider using design codes where they could help deliver high quality outcomes*'.

5.30 In addition setting down the above design principles, the dwellings will also be set out in a more traditional block structure with dwellings fronting a 'shared surface access road and service route'.

5.31 With regard to the **'village'** areas, at Concept Statement stage it was suggested that the design of this area takes its cues from the Frenchay Conservation Area SPD, as in describing development principles, the SPD

document provides a much clearer description of the type of urban forms and grain that create the 'village' vernacular than initially proposed by the supporting documents for the Concept Statement.

- 5.32 Consequently as submitted the proposals for this area were either too vague or just flawed. Therefore to address these concerns and inform the new 'village area', the majority of the features set out in the Frenchay Conservation Area Appraisal have now been referred to and so following the extensive changes that have been made to the Design and Access Statement and set out within an addendum, there are no longer any objections to the design principles being set out for the village area. As now noted in the Design and Access Statement, below is the list of the key design principles that are to be established within this application:

Village Area Key Design Principles

- Sense of enclosure;
- Irregular plot patterns;
- Natural stone walls;
- Narrow roads and closeness of buildings to roadside;
- Dwellings to face into public open space;
- Predominant use of nature stone (pennant) with selected use of render;
- Simple proportions and density;
- Clay tiles or slate roofs;
- Chimneys to be architectural features;

- 5.33 Finally there was no objection from Officers to the identification of a 'suburban' residential area, but again the original submission failed to contain any clarity about what this actually meant and how distinctive streets will be formed or created. The images and text appear initially appeared to promote a development predominantly characterised by traditional dwelling forms, detached and semi-detached dwellings with on-plot parking and occasional instances of contemporary / modern design. Whilst there was no objection in principle to the development in this area being described as such, the Design and Access Statement failed to articulate any actual characteristics of the development shown in a way that could be considered to establish the necessary key design principles that would subsequently be picked up at Reserved Matters stage and so a developer could essentially build what they liked.

- 5.34 In order to achieve a degree of certainty, the applicant was therefore advised to be more definitive in what is being proposed by identifying its key features (or design principles) to support any amended indicative images. Furthermore since the formal area is aiming to respond to the American wards and therefore will utilise a proportion of brick, and the village area, by contrast in responding to the village, will utilise a high proportion of stone, the suburban locality could promote a predominant use of render. Images and elevations were therefore required which consistently promoted the principle that streets (as opposed to just dwellings) should thus be differentiated and distinguished by varying renders, colours and detailing.

5.35 In response to the Council's suggestions, the above points have now largely been incorporated into the amended Design and Access Statement. There is thus now much greater clarity with respect to the architectural approach intended in this character area with the below list being considered the key character design principles that will be used to inform any reserved matters application:

Suburban Area Key Design Principles

- More standard building forms, details and materials;
- A mix of architectural building form in addition to instances of more contemporary suburban architecture;
- Active frontages onto Frenchay Park Road;
- High quality landscape buffers along boundary to accompany trees;
- Existing mature trees to be retained
- Dwellings facing onto access routes and public open space and play spaces;
- Off road parking adjacent to properties;
- High quality materials use to differentiate character of streets within character areas;
- Instances of homezones in accordance with 'living street' SGC guidance

Density of Development

5.36 The introduction of the National Planning Policy Framework saw a change of emphasis from the previous national guidance documents (PPG3 and PPS3) which sought to impose minimum and maximum housing densities. For reference PPG3 would have required a development density of 70 dwelling per hectare for what could be considered a brownfield sustainable site.

5.37 It can be considered that the NPPF approach to densities for development requirements is more design-led, as it refrains setting any target density. Within the list of 12 Core Planning Principles, the 8th principle states that *'planning should.....encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value'*

5.38 Paragraph 58 also sets out a list of objectives that local plans should aim to achieve. One of the objectives listed is to *'optimise the potential of the site to accommodate development...'* However another listed objective also requires that *'development however also has to 'respond to local character and history, and materials, while not preventing or discouraging appropriate innovation'*. There is therefore a clear balance to be struck in making an efficient use of the site but one that does not result in harmful effects to the character of the local context.

5.39 Local Plan policy H2 requires development to deliver a minimum of 30 units per hectare. While that policy is still extant it carries less weight given the subsequent publication of the NPPF which, as noted above, does not include minimum density requirements but seeks the effective use of land. That approach is reiterated in the emerging Core Strategy policy CS17 (Housing Density) which seeks 'efficient use of land' informed by design objectives,

improving the mix of housing and providing for open space.

- 5.40 It therefore follows that 30 dph is no longer an overriding minimum policy requirement under policy H2, although it has to be noted that this requirement was previously also overridden by previous the national guidance. While policy H2 remains in place prior to being superseded by the Core Strategy, its use can be considered as a guide to inform capacity estimates.
- 5.41 Therefore in approaching the issue of density of development for this application, identifying an arbitrary figure was not considered the correct approach, for as per national and emerging local policy guides, the capacity of the site should be a result of a design led approach. Through identification of character areas, the applicant has put forward a range of densities to be achieved (mainly between 35 – 45 dwellings per hectare), but until the detailed design work is undertaken at reserved matters stage to deliver a successful development that complies with the key design principles, the actual total number of dwellings to be constructed will not be known. Although the applicant maintains the 490 figure provides a degree of flexibility and there is some agreement with this approach, the overriding priority will be ensuring good design is delivered in accordance with the approved design principles.
- 5.42 Although the concerns of the local residents are noted regarding the scale of development, it is considered that subject to implementing the design principles or codes to be established as part of this application, the result would be a high quality and distinctive development that would stand apart from the historic core of the village and its adjacent modern post-war housing estate. It is therefore not considered that the proposed scheme would result in any harm to the character of Frenchay and would arguably be seen as a complementary development that would be seen in a positive historic context as a 21st century extension to the village.

Heritage Issues

History and Context:

- 5.43 Frenchay Park House (also known as The Sisters House) is a grade II listed building. Successive alterations were made to the building by later owners, including the addition of the two bay wings in the early nineteenth century and the further extensions and development of the stable block in the 1860's. The parkland grounds with lodges and tree lined avenues were established around the 1870's.
- 5.44 The site has a long history of use as a hospital, dating back to 1921 when it was taken over by the Corporation of Bristol for use as a Sanatorium and Orthopaedic Hospital for Tuberculosis Children. Additional buildings were built in the grounds of the house in the early 1930's including Ward Pavilions, Treatment Block, Observation Pavilion and School. The open grounds and clean air would have been as essential element of this sites suitability for use as a Sanatorium. In the late 1930s the Government feared that there was a shortage of hospital beds to accommodate the casualties should war break out. Frenchay Park was selected as one of a national series of emergency hospitals, and construction began in 1940. This included a ramp of 15 wards

and supporting facilities including Isolation Ward, Twin Operation Theatre, Carpentry and Handicraft section, Gymnasium and Physiotherapy Ward, Laboratory, Pharmacy, Kitchen, Patients' Dining Room, Stores, Water Tower, Boiler House, Mortuary, Decontamination Ward, Garage, Ether Store, Nurses' Quarters, Guard Hut, Air-raid Shelters, Nurses' Mess and Recreation Room. The United States Armed Forces took over the site in 1942 as a military hospital. In August 1945, the ownership of the whole of the site, including all the US equipment, was handed back to the British. During this period the children's hospital remained in the Sanitorium Buildings, eventually being relocated in 1948. Since the end of the war the site has continued to be used as a hospital.

- 5.45 Frenchay Park (Sisters House) and the stables to the north west of the house are both grade II listed buildings. Any pre-1948 structures within the historic curtilage of the house and park are curtilage listed buildings and benefit from the same protection as the principal listed buildings. This would include walls, structures, the lodges, all the 1930's and the wartime buildings. The twentieth century use of the Frenchay Park site represents an important period of its history and significance and the buildings which were constructed to accommodate these uses must be considered as heritage assets. The garden and parkland to Frenchay Park has been designated by the Council as a locally registered park and garden and would be considered as a heritage asset.
- 5.46 The southern half of the site is located within the Frenchay conservation area, which was designated in 1975 and reviewed in 2007 and an up to date SPD adopted. This is also a designated heritage asset.

The site also contains a number of archaeological assets of interest which would be considered as heritage assets.

Proposals:

- 5.47 The application is supported by a Historic Landscape Assessment and Heritage Audit & Assessment. The Heritage Landscape Assessment considers the development and history of the site and its wider context, the special features and character of the site and its contribution to the conservation area; surviving landscape features and their condition and significance and protection and enhancement strategies. The Heritage Audit concentrates on the built heritage on the site and assesses the various phases of development and the heritage significance of each. Within the assessment detrimental impacts and scope for enhancement is highlighted.
- 5.48 These documents previously supported the Concept Statement and despite substantial responses being made, the documents have altered relatively little since this time. Therefore as submitted all the previous concerns remained relevant. A character study has also been submitted. Although some useful images are included this document does not add much that is not already covered within the South Gloucestershire Frenchay Conservation Area SPD. The Design and Access statement is though the document which sets out the form and scope of redevelopment and so it is this that will form the focus of the assessment.

Main issues:

Demolition:

- 5.49 The applicants were advised that a listed building consent application would be required for the demolition of any pre-1948 buildings on the site. In accordance with the NPPF and Historic Environment Planning Practice Guide (in particular paragraph 68), this application will need to clearly demonstrate what significance the buildings hold and how this will be impacted on by the demolition and redevelopment. The applicants were also requested to investigate the potential for retaining and reusing assets of significance, in accordance with NPPF core planning principles and chapter 12. Where the boundary of the conservation area runs directly through buildings which are proposed for demolition (wards directly to the north of the lime tree avenue and the 1930's sanatorium building to the north of the coach house), this may potentially have required conservation area consent, however the requirement for listed building consent overrides this.
- 5.50 The outline application as initially submitted proposed the wholesale demolition of all non-designated heritage assets and curtilage listed hospital buildings. The heritage audit recognises that some of the 1930s and war time buildings are of local value, but concludes that they are not worthy of retention. Officers disagreed with this view, as whilst these buildings may not be of national significance, the government's revised approach to heritage, as applied through the NPPF, moves away from this narrow focus to a more holistic and community led approach towards the historic environment. The country's built heritage is not limited strictly to statutory designated assets, but encompasses far more. The site has a varied history, spanning many years and uses, which is of value to the wider village. The retention of a number of the better hospital buildings as part of the redevelopment would serve to celebrate this history and help anchor the new development. The NPPF promotes the re-use of existing buildings as a core planning principle, not only for their heritage value but also in support of a sustainable and low carbon future and capitalising on existing resources.
- 5.51 Of the buildings that could potentially be retained, the water tower in particular is considered to be a landmark building that could offer a key gateway building to the site, adding interest and alerting visitors to the history of the site. The three 1930's sanatorium buildings are of interesting design and form, and the southernmost in particular is in its original condition and of aesthetic value. The Nissen huts have also been identified as a potential resource for allotment stores, craft workshops or other community facility, or even garaging. The treatment blocks form a striking pattern of development, the repetitive gables and link walkway forming a particularly interesting feature. Whilst it may not be practical or viable to retain all of these buildings, by replicating the building lines and layouts this may help to create a more legible interpretation of the sites history and development.
- 5.52 Through negotiations with the applicant, the proposed scheme has now been amended to retain a number of key historic buildings on the site. Therefore, in addition to the listed mansion and stable block and curtilage listed lodge, it is now proposed to retain and re-use the water tower and the 1930s sanatorium building immediately north of Frenchay Park House.

Preservation and enhancement strategies for the designated heritage assets and their settings:

5.53

The Frenchay Conservation Area SPD is a relatively up to date document, having been adopted in 2007. It includes a concise and comprehensive character analysis of the entire conservation area, as well as breaking it down in to individual character areas, each including preservation and enhancement strategies. The hospital and grounds forms an individual character area and the preservation and enhancement strategies (which are set out below) should form fundamental core objectives of the redevelopment proposals within the application. Many of these strategies are supported by the heritage audit and historic landscape assessment supporting the outline application. However, a commitment to fulfilling these strategies as part of the redevelopment of the site were entirely absent from the initially submitted design and access statement, which was considered unacceptable and needed to be addressed:

- *Protect important views and setting of the listed buildings and conservation area. Ensure the location, height, scale and massing of development does not impinge on views or project above the trees giving a more built up feel or competing with nearby historic buildings.*
- *Ensure alterations to listed buildings are sympathetic and maintain stone boundary walls*
- *Maintain the open green area, trees and former parkland adjoining Frenchay Park. The erection of structures or other alterations, which harm the green character, views or setting of nearby listed buildings will be resisted.*
- *Retain and enhance the integrity of Lime Tree Avenue, which helps to screen the modern buildings beyond. No new buildings, structures or parking should encroach into this area. The loss of trees or harm to the avenue character will be resisted. Any proposed redevelopment of existing buildings should be set back from the avenue and enhance the setting.*
- *Ensure planting is appropriate to the character in terms of location, species and scale whilst protecting important views.*
- *Improve the provision and management of parking to minimise the adverse impact of cars both within and surrounding the site. A parking strategy and access statement should be submitted with any development proposals to address and prevent parking problems.*
- *Any redevelopment of (or adjoining) Frenchay Park House should aim to remove parking from in front of the house and restore the garden around the building.*
- *The tennis courts and associated fencing detract from the setting and harm views of Frenchay Park House. Any redevelopment proposals should seek their relocation to a less harmful position.*

5.54 As submitted, the most significant omission was a complete lack of reference or commitment to repair of the listed buildings, and curtilage listed structures such as boundary walls and ha-ha. National policy set out within the NPPF requires the significance of heritage assets and their

settings to be sustained and enhanced. The Design and Access Statement sets out clearly that the Frenchay Park House and the stables and coach house and their landscape setting are found to be of importance to the site and the conservation area however the D&A statement contains no reference to the condition of the buildings or how the redevelopment will secure their maintenance or repair. It is clear that this is a 'once in a lifetime' opportunity to

redevelop this site and the redevelopment must provide the funds to secure the repair and re-use of the buildings. This is essential as it will help offset the impact that the redevelopment will have on the buildings and their historic setting.

- 5.55 If redevelopment is to be approved, it would be expected that a Section 106 agreement would require the repair of the listed buildings and curtilage listed structures to a satisfactory level, and to an agreed timetable. This detailed information is not expected to form part of the outline application at this stage and a head of term is therefore suggested to informed an appropriate schedule within a S106 agreement:

Prior to the submission of the first reserved matters, the developer/landowner is to undertake a detailed condition survey of the interiors and exteriors of the grade II listed buildings (Frenchay Park House, also known as Sisters House and Stable Block to Sisters House); associated curtilage listed boundary structures (including the walls to the north of the site) and the curtilage listed water tower and observation pavilion that are being retained. The findings of the survey are to be submitted to the local planning authority for written approval. The survey shall then be used to form the basis of a full schedule and specification of repairs to the listed and curtilage listed structures, including structural repairs. The phased schedule and specification of repairs shall be submitted to and agreed in writing by the local planning authority within 3 months of the agreement of the survey and prior to the submission of any reserved matters application (unless the local authority gives written consent to any extension). The 'schedule of repair' shall also include a phasing plan/ timetable for implementation of the works, which shall be completed in their entirety within 24 months of the approval of the listed building application or the occupation of the 150th unit, whichever is sooner.

- 5.56 Of similar concern in the original submission was the lack of consideration of the future use of the listed buildings and the potential requirement for parking, private amenity space etc that a new use may require. As proposed any new use of Frenchay Park House and stables would therefore result in maintaining the harmful parking arrangement and no doubt requiring the increase of parking in to currently green areas of the site. In this regard the submitted application would undoubtedly fail to enhance the character and appearance of the conservation area or setting of the listed building, and in the long term cause increased harm. An assessment of parking and open space requirements for a range of uses for the listed buildings should have been prepared and submitted in order that the potential future requirements can be safeguarded. At the very minimum it is expected that the car park between the coach house and 1930's sanatorium building and the area of garden to the east should not be developed but retained with the listed building. This would provide an alternative parking area to the front of the house and maintain the garden setting.

- 5.57 Despite raising this issue at Concept Statement stage, as initially submitted the application failed to relocate the unsightly tennis courts in this key viewpoint to the front of Frenchay Park House. The constraints plan shown at Figure 13 of the Design and Access Statement illustrates the significance of this area of the parkland as a key focal viewpoint and to fail to deliver this enhancement via their relocation was not acceptable.
- 5.58 The initial D&A Statement explained that the heritage audit concludes that all twentieth century buildings can be removed without causing harm to the principal assets, ie. the statutory listed Frenchay Park House and stables. The heritage audit also concludes that the removal of the twentieth century buildings and replacement would significantly benefit the quality and appearance of the grade II listed mansion and its historic parkland. Removal alone may do so but the report does not comment on the appropriateness of what will replace these buildings. Based on the proposals for replacement it was simply not agreed that they will inherently secure enhancement. Officers agreed with the conclusion of the heritage statement that the redevelopment the hospital site provides a welcome opportunity to improve the contribution it makes to the designated heritage assets, however it is felt that the redevelopment as proposed falls short of providing the appropriate level of enhancement. The summary of the existing buildings on the site also failed to identify the local value that some of these buildings have. Despite the section title referring to 'condition' no mention was made of the condition of the buildings, many of which appear to be sound. The section also discounts the local value that the twentieth century buildings themselves have, to the site and the wider local community, which was again considered to be a significant oversight that only further undermined the applicant's approach to the treatment of the historic hospital buildings.
- 5.59 Therefore to put simply, as submitted the application failed to recognise that any of the 20th century hospital buildings or use were of historical significance and the history of the site should only centre on the eighteenth century listed buildings, although no provision or commitment was being made to ensure the listed buildings were preserved or enhanced in any way. This situation was unacceptable so through negotiations with the applicant, one of the original 1930s sanatorium buildings and the prominent water tower are now being retained. The masterplan has also been amended to show a greater extent of private grounds to Frenchay Park House and Stables.
- 5.60 To deliver one of the key enhancement objectives of the Frenchay Conservation Area SPD, the tennis courts are now shown relocated from the front of Frenchay Park House to the far end of the land to the south of lime tree avenue, adjacent to the museum car park. This is a significant positive change, subject to agreement of the details of the new tennis courts and the restoration of the existing tennis court site, which will either be subject to a condition or any consent or secured through a s106 agreement.
- 5.61 The amended Design and Access Statement also now briefly mentions the need to repair the listed buildings. However this will form an obligation set out in any associated S106 agreement, as a fundamental part of this scheme

should see the heritage assets restored and enhanced as part of the 'legacy of Frenchay'.

- 5.62 Although the application states that future uses of Frenchay 'could' reduce the scale of the parking at the front of the house, the application still does not set out a strong commitment to delivering what is also a key enhancement objective set out within the Frenchay Conservation Area SPD. It is considered essential that the re-development of the site deliver not just the repair of the listed buildings, but also enhancement to their setting via the partial removal of the parking at the front of the property. A landscaping plan showing rationalisation of the parking at the front of the house and improvements to the setting of the building will therefore be a condition of any consent to ensure this enhancement is implemented prior to completion of the development.

Proposals for new development:

- 5.63 As originally submitted, there were significant concerns regarding the form, density, design, scale and layout of redevelopment shown in the proposed Masterplan. With housing shown located along the lime tree avenue having their back gardens fronting the avenue was of the greatest concern as over time, this would result in an inconsistent frontage, which would poorly address this important route. Views of this elevation will become much more prominent with the removal of the boundary fencing and removal of trees if this is carried out. The buildings should therefore positively address the avenue, with gardens to the rear.
- 5.64 Also as initially proposed and carried through from the Concept Statement were 'Georgian influenced' terrace developments that were to be set along the north line of the lime tree avenue up to three storeys in height. At full three storeys this would have an overbearing impact on the lime tree avenue and the setting of Frenchay Park House, reducing its stature and sense of isolation at the end of the avenue. The heritage assessment finds that *'very little of the 20th century structures, which are generally low rise, can be seen from either the common or from Beckspool Road,* allowing Frenchay Park House to largely be read in its original setting.
- 5.65 Along with a line of development running behind the northern line of the lime tree avenue terminating at a mature category A Wellingtonia and Turkey Oak, the original masterplan also proposed a further corner block of development forms the south east portion of the development area. This would have been in very close proximity to Frenchay Park House and at an increased scale to the existing building. When viewed from the common, the church, Bradfords House and Frenchay Common House and Frenchay House are the key built features amongst an otherwise green and open setting. The existing hospital building in this area of the site is harmful to the setting of the listed building especially in these views, and the replacement of a building on this site would further compound this harm and was considered unacceptable.
- 5.66 The redevelopment presents an opportunity to secure the restoration of the parkland setting to the trees and listed buildings in this area by removing the existing corner plot buildings. This would restore the open parkland setting to the category A Wellingtonia and Turkey Oak, and reinstate their original

- driveway position. This area could form the village green area of public open space suggested for the 'village residential area', providing views to the common, and would serve to enhance the setting of the listed buildings and conservation area. This would be in line with the enhancement strategies set out in the historic landscape assessment that recommends the re-establishment of the visual connection between the avenue and Frenchay Park House, enhancing the integrity and setting of the listed buildings, lime tree avenue and the parkland.
- 5.67 Whilst the council can not advocate a specific style, for the purposes of retaining the integrity of Frenchay Park House and its setting, mock Georgian architecture is not considered to be most appropriate as such pastiche Georgian architecture can be very difficult to achieve well and so a high quality contemporary development would be a more honest and legible form of development, in particular in prominent locations where the development and manor house could be viewed together. Where a more traditional form of development is proposed this should take cues from the more modest cottages and Georgian terraces within the village.
- 5.68 To address the above concerns and others related to the design rationale being proposed, the Design and Access Statement and masterplan have been amended. Of the key changes is the historic route at the end of the lime tree avenue has been restored, providing an area of open space between the avenue and Frenchay Park House to enhance its setting.
- 5.69 The houses now front the lime tree avenue as opposed to backing on to it, which is also considered a considerable improvement along with establishing a minimum 18 metre separation distance.
- 5.70 The 'formal area' is no longer proposed as a 'mock Georgian' development parcel. The contemporary approach proposed, based on groups of 2-3 storey terraced dwellings, is considered acceptable in principle, although there remain reservations over the indicative designs shown and prescribed materials, as Frenchay contains very little in the way of brick and it is not considered that this would compliment the conservation area or reflect the best of its architectural quality or distinctiveness. While it is featured heavily in the wartime ward buildings, here it is used in isolation from other materials, and on distinctively simple, utilitarian buildings. Transposed to this much larger scale building, in combination with other materials, although it would achieve a sense of rhythmic form (in keeping with the former barracks), it would not serve to evoke any memory of these former buildings and the result would be the creation of an architecture that bears little resemblance to either the existing buildings currently on-site or the prevailing styles that can be considered to characterise the wider Frenchay Conservation Area, which is defined by its elegant classical buildings. The fenestration should also have a greater vertical emphasis than shown, but the illustrative or indicative nature of the elevations shown are noted and so at reserved matters/detailed stage, these issues will need to be addressed.

- 5.71 With regard to the Village Residential Area, the character design principles now reflect well the character of Frenchay Village, although these don't necessarily carry through to the road layout shown or the illustrative elevations.

The school:

- 5.72 As initially submitted, it was proposed to locate a 1 form entry school in the north east area of the site on the existing car park and the playground and sports field would be located within an existing area of woodland and would require a substantial level of clearance. The woodland is designated as policy L5 land – the development of which will not be permitted where it would adversely affect the contribution that an area makes to the quality, character, amenity and distinctiveness of the locality. From the perspective of the setting of the listed buildings, this woodland provides a good visual buffer to the residential housing beyond the site at Cedar Hall and Homestead Gardens. There was therefore a concern that the significant erosion of the trees would open up views, especially as there may be a need to expand the school to a 2 form entry which would result in increased pressure to develop further in to the woodland and green areas.
- 5.73 To address these concerns, the school has now been moved to the west of the woodland and is now shown only as a 1 form entry. This will now only result in a 50% loss of the former plantation. The extent of the grounds to Frenchay Park House has also been extended north to include the sanatorium building. This overcomes concerns regarding the impact of the proposals on the setting of the listed building, although as discussed previously, the landscaping scheme, including all new boundaries, will need to be agreed as will the detailed design of the school, as part of any reserved matters application.

The sports pitch provision and use of public open space:

- 5.74 The original masterplan showed a series of pitches on the land to the south of the lime tree avenue. It was considered to be of the utmost importance that the land is retained as open space as existing and the designation as sports pitches would risk the introduction of boundaries, lighting, white lines and changing rooms/pavilions. There was therefore a strong objection to the use of this land for this purpose on conservation grounds and so the amendment to the masterplan which has seen this space retain a more informal appearance by retaining the existing cricket pitch is welcomed.

Museum:

- 5.75 The Frenchay Village Museum has been located within the west lodge of Frenchay Park House for a considerable time. It is understood that the Museum has invested significantly in the building and the museum provision, establishing a valuable resource, providing links not only to the local community but across the world. Whilst the Design and Access statement provides confirmation that the building will be retained, it does not make mention of the museum. It is considered essential that this important facility is safeguarded as part of the redevelopment.
- 5.76 The proposal to now secure the freehold for the Museum Trust is therefore welcomed and addresses this concern.

Landscape

- 5.77 Following extensive consultation, the following landscape improvements to the proposed scheme can be noted; removal of the formal white lined pitches on the southern parkland, removal of development from the south-east corner and reduction in loss of the plantation to the north east of the site. With the regard to the plantation that lies within an area of identified area of open space, the retention of a much larger area of woodland is essential in keeping a soft site boundary as well as provide for a green and open backdrop to the setting of the park.
- 5.78 In addition it is also noted that the tennis courts have been relocated within the south western corner of the site as suggested previously on a number of occasions which will provide a significant enhancement to the landscape character of the land in and around Frenchay Park House.
- 5.79 One of the previous concerns relating to the existing landscape features was the treatment of the old Oaks along the Old Bristol Road. Although shown, it was unclear how these would be managed however the DAS statement now clearly shows the intention to set these trees within the open space within the site which will provide them with sufficient space to secure longevity.
- 5.80 There were previous concerns that the level of proposed tree cover insufficient within the housing areas to fully integrate development within the wider landscape and secure generous green infrastructure links. However with additional areas of public open space and further green links through this development, this element is now considered acceptable.
- 5.81 It had been suggested that the line of the original road should be reinstated away from the front of Frenchay Park House. This would have allowed for the creation of a 'village green', restoring the area around the Turkey Oaks to the centre and complementing the planting to the front of the house. Although this has not been achieved, it can be noted that the layout has been amended in this area and is considered much improved, most notably by pulling the end units back from the end of Lime Tree Avenue and so in this regard, the scheme is now considered acceptable.
- 5.81 As discussed in more detail under the 'Design' heading, the Design and Access Statement as initially submitted included indicative sections for each character area. The 2.5 - 3 storey 'Georgian' terraced housing shown along the Lime avenue were shown backing on to the avenue, with rear garden boundaries as a low stone wall forming a haha with a swale. This was not considered appropriate as residents will require private rear garden space, and it could result in unsightly closeboard fencing being erected at a later date to provide privacy. Therefore it was considered critical for the success of the development that the houses should front onto the Lime avenue, with front gardens defined by low railings or stone walls. The design concept has now been amended which clearly shows the housing now fronting onto the lime avenue with a 5.5m access running parallel with the avenue with parking to the front of the

dwellings. The justification for the parallel road is that it will avoid parking and further damage to the existing trees (through service provision along with vehicles) by enabling the avenue to be closed to vehicles.

The Lime Tree Avenue:

- 5.83 The Lime avenue is arguably one of the site's most distinctive and significant landscape features and its management has been the subject of considerable concern and is one of the key issues raised through the consultation process. However, it is important to note that with 'landscaping' a matter for further detailed consideration, this application is merely looking to establish or agree an approach to their management.
- 5.84 To support the application, two reports by two separate arboricultural consultants were submitted which suggested two different approaches to the management of the avenue. The first report proposed the total removal of the existing trees to the northern row and its replanting. The southern row would be retained for between 30 to 50 years at which point these trees would then be removed and replanted. The second report proposed entire replacement apart from the new line of trees planted behind the existing southern row. The approach to the two reports was also different; with one placing emphasis on the quality of individual trees, where the other one placed emphasis on the wider landscape quality of the avenue.
- 5.85 Neither on these options was considered acceptable by the Council's Tree Officer, primarily because it would take a generation to establish a consistent avenue of trees.
- 5.86 In the view of the Council's Tree Officer, the majority of the 59 European Limes that make up the avenue are not of high quality or particularly good examples of their species due to their previous poor management. This has significantly affected the visual amenity and quality of the trees due to their reduced canopy spread as a result of the scale of pollarding. It is also noted that due to the required cyclical pruning regime undertaken on a 5-7 year rotation which sees all the re-growth removed back to the main branch structure, the trees only have an evident canopy spread for 3-4 years in every 7 years.
- 5.87 The Design and Access Statement identifies the Lime avenue as an historic feature which should be retained, however neither option would produce a symmetrical avenue.
- 5.88 Historic photographs from the 1930s and after WW2 clearly show an avenue with much lower and far more substantial tree canopy. Compared to the appearance and visual effect of the scale and density of the existing trees, as a result of years of poor management it is evident how badly the trees have declined.
- 5.89 In response to the two reports, the Council's Tree Officer suggested the removal and replanting of both rows of the avenue in custom built pits with adequate root barriers to ensure a long term sustainable avenue of trees of uniformed age and size with a view of recreating the substantial avenue with low and dense canopies. It was considered that this would provide a major

- feature of the area which would mature alongside the new development and not leave the avenue appearing half finished with an unbalanced size for at least a generation. The benefit of this approach would also be reduced on-going costs.
- 5.90 By providing what was considered a long term landscape enhancement by securing the future of the Lime avenue, it was considered that this was very much part of leaving a 'legacy' for the Frenchay site.
- 5.91 The proposed removal and replacement of the Lime avenue is however a significant concern to local residents, as from the consultation responses received, this issue was amongst the main reasons for objection to the application. Therefore prior to moving forward with strategy of avenue replacement, it was considered essential to ensure Officers had clear justification to maintain this position in light of the levels of strong objection and scrutiny that the proposed approach would be subject to.
- 5.92 Therefore a further tree report was produced by the Council's Arboricultural Officer to ensure the approach suggested by the initial tree officer could be sustained, although again, it is only an approach and this application would not give consent to fell the trees which are covered by tree preservation protection orders.
- 5.93 Within a report dated 15th October, the Council's Arboricultural Officer reviewed all three management strategies suggested (two from the applicant's consultant and one from the previous Council Tree Officer). It was agreed that the 59no, trees are not particularly good examples of their species and neither are they rare or unusual and exhibit defects, although remediable.
- 5.94 In terms of approach, there was agreement with one of the applicant's tree reports as well and the previous Council Tree Officer that the avenue should be evaluated on its landscape qualities and therefore categorised as a whole and not as individual components as such..
- 5.95 With regards to the proposed of keeping the new southern row of trees planted some 2.5 metres behind the original tree line, it was considered that these trees have been planted prematurely and their future growth depends wholly upon the removal of the mature trees that suppress them to the north.
- 5.96 The new housing is to be positioned at least 18 metres to the north of the trees and the avenue only used for pedestrian and cycle parking. With this in mind and with adequate protection for the existing tree during the development appropriate ground amelioration post development and an on-going management programme of cyclical pruning and epicormic growth removal, the existing avenue could be retained for the long term. Therefore in light of the representations received on this issue, it is this approach that it is to be adopted in terms of landscape strategy for the Lime tree avenue.
- 5.97 However, the avenue as it exists no longer is evenly spaced due to historic tree loss. This has created gaps, especially to the western end of the rows. An avenue depends on uniformity and often the gapping up of the these spaces

can destroy the homogeneity of the avenue. The western part of the avenue is particularly sparse, due in part to development pressures associated with the north side of the avenue.

- 5.98 To conclude, a number of difference management options have been considered which proposed either total or partial removal and replacement of the Lime avenue. All these options are considered valid in their own right.
- 5.99 It is however considered that with appropriate continued management, protection during construction and post development care, the existing avenue can be retained for a minimum of a further 40 years.

The longevity of the southern row is also dependant upon the removal of the replacement of the young limes to the south of this row.

- 5.100 With appropriate management by pollarding, spaces between the trees can be gapped up. New trees could be established between the trees without being significantly suppressed. These trees could then be incorporated into the avenue, restoring the uniform effect after a period of approximately 20-30 years.
- 5.101 Finally on light of the importance of the avenue, a management plan for the trees is to be secured so they are managed correctly regardless of ownership, i.e. adopted by the local authority or management company. (condition 29).
- 5.102 Overall although landscape is a matter for further detailed considered, it is considered that landscape principles being established by the DAS and revised masterplan are much improved and have been amended to take most of the landscape Officer's comments on board and so there are no landscape objections to the proposed scheme subject to a landscape management plan being required as a condition of any consent, with specific reference to the management/ enhancement or reinforcement of the north and eastern side boundaries in the interests of ecology, landscape and the amenity of neighbouring residents who have expressed concerns about areas of planting that site outside of the TPO areas.

Transportation

- 5.103 A Transport Assessment (TA) was submitted as part of this planning application and the drawings referred to below are contained within the TA appendices.

Access Arrangements

It is proposed to retain three access points to the site:

1. Main Entrance (Bristol Road):

- 5.104 The main access to the site consists of a priority junction with a ghost right-turn lane. It is proposed to make some alterations around this junction to improve pedestrian facilities including the re-alignment of the kerbline to provide a wider footway adjacent to the bus stop.

2. Mini-Roundabout Access and Begbrook Park.

- 5.105 The geometry of the existing mini-roundabout is considered substandard and it is strongly recommended that the arm serving the development be closed. There have been 3 accidents at this junction in the last 5 years including a recent fatality in October 2012. If closed to general traffic, the access could remain open to pedestrians and cyclists, the mini-roundabout would then be changed to a simple priority junction. However, it would be difficult to recommend the planning application be refused solely on the continued use the mini-roundabout unless additional traffic or pedestrians are anticipated.
- 5.106 The mini-roundabout and part of Begbrook Park fall within the boundary of Bristol City Council (BCC). BCC have agreed in principle to the works proposed, although some amendments may be required. A Grampian condition to secure these works will therefore be attached to any consent to ensure that a section 278 agreement will be sought between the application and Bristol City Council which will deliver the proposed realignment and extension of footway will provide significant improvements to pedestrian facilities and safety.
- 5.107 It is proposed (appendix 10.2 of the TA) to widen the radius of the access and remove a pinch point to improve turning movements, this alteration is needed to allow 2-way movements.

A section 106 agreement will be required to cover all of the off-site works outlined above.

Development Traffic

- 5.108 The approach within the TA taken in assessing existing and proposed traffic generation is considered acceptable. Vehicle movements have been measured at each of the points of access and TRICS (a trips computer model) has been used to derive an average trip rate from comparable development sites. The Council's Highway Engineer is satisfied that a robust methodology has been undertaken. TRICS has been used to predict both traffic arising from the proposed and the retained uses. The area retained for a healthcare centre has been included in the analysis; TRICS includes a 'General Hospital without Casualty' category used to predict traffic generation from this parcel of land.
- 5.109 A summary of existing and proposed traffic generation during the peak hours is summarised below:

AM Peak Hour	Total Traffic Flows		
	Existing	Proposed	Difference
Bristol Road Access	458	302	- 34%
Beckspool Access	311	235	- 24%
Mini-Roundabout	187	22	- 88%
TOTAL	956	559	- 42%

PM Peak Hour	Total Traffic Flows		
	Existing	Proposed	Difference

Bristol Road Access	373	257	- 31%
Beckspool Access	209	141	- 33%
Mini-Roundabout	133	10	- 92%
TOTAL	715	408	- 43%

(The mini-roundabout will only be retained for use by the Burden Institute building which explains the marked decrease in use. The mini-roundabout is considered sub-standard and so its use will have to be controlled).

- 5.110 As shown in the table above, the site as a whole will generate less traffic, more so outside the peak hours and this was expected. A hospital is a traffic generator throughout a 24hr period where as a residential development has peaks and troughs which coincide with the working day. In the section below traffic flows have been compared during the peak hours which is which is most critical in terms of managing congestion.

Traffic on the Road Network

- 5.111 Within the TA, the proposed traffic generated by the development has been projected onto the wider road network and whether traffic is forecast to increase or decrease. An allowance has been made for redistribution of traffic from Frenchay to the Southmead hospital following the transfer of services. To achieve this, the postcodes of staff / patients together with census information has been used to predict the routing of traffic through the following junctions:

Hambrook Junction (Ring Road:)

- 5.112 The Hambrook lane junction currently experiences congestion problems during the peak hours with vehicles in a queuing to turn onto the Ring Road or continue over the junction into Hambrook. The TA shows that during the morning peak 729 vehicles pass through the Hambrook junction from the Frenchay. However appendix 19 shows only 13 additional vehicles turn left, 7 straight on with 22 fewer turning right and so overall the situation is comparable. During the evening peak less traffic is predicted to be turning in all directions from Bristol Road at the Hambrook junction.
- 5.113 The TA predicts a reduction in the overall level of traffic through the Hambrook junction following the development. This includes 238 fewer cars turning from the Ring Road onto Bristol road during the AM peak and 168 fewer vehicles turning from Bristol Road onto the Ring Road during the PM peak.

Bristol Road / Beckspool Road - Less traffic predicted.

Cleeve Road / Beckspool Road - Less traffic predicted.

Frenchay Park Road / Stoke Lane

- 5.114 A slight increase is expected in the short term following the redistribution of hospital traffic from Frenchay to Southmead. The increase outlined in the TA is though not considered significant, with 17 additional vehicles turning from Frenchay Park road into Stoke Lane during the morning peak and 15 more making the reverse trip in the evening peak.

Internal Arrangements

- 5.115 An indicative masterplan has been submitted alongside this planning application. There were some concerns over the initial geometry of the layout in terms of the internal permeability across the site and the poor connections between access points. As a consequence each access point could operate as a cul-de-sac with poor connections through the site and with the existing neighbourhood, but it is considered that following the amendments to the scheme, the levels of permeability and connections through the site have been improved.
- 5.116 An appropriate level of parking needs to be provided for both the retained and proposed uses. Parking arrangements have not been addressed within this application and the indicative masterplan does not appear to show sufficient parking for some of the retained uses. The outline nature of the application is however noted and so for the avoidance of any future doubt, the amount of development may need to be reduced if an appropriate level of parking cannot be accommodated.

Safer Routes to School

- 5.117 The primary school will be located within the site and so it is imperative that legible, safe routes are provided from existing residential areas to the new school. To address this concern, a plan has been submitted which shows pedestrian routes between surrounding residential areas and the proposed site.
- 5.118 It is however considered that a more detailed Safer Routes to School study would be best undertaken internally by the council given the level of consultation required. The review would assess pedestrian facilities and budget for any remedial works following a consultation period; a £30k contribution is sought from the developer which will be secured through a planning obligation.

Existing Parking Restrictions

- 5.119 Parking restrictions have incrementally been introduced on residential streets around the hospital over a period of time to address overspill parking associated with the hospital. Following the transfer of services to Southmead, much of the overspill parking will not occur and so existing parking restrictions should be reviewed. A study (valued at £20k) is therefore required to review and adjust parking restrictions / TROs in the vicinity of the site, to be secured through a S106 obligation.

Beckspool Road

- 5.120 it is considered that road conditions along Beckspool Road will change as result of this development: There will be less overspill parking from the hospital and so much of the on-street parking evident alongside the common will no longer occur. The existing on-street parking narrows the road and reduces the speed of through traffic; vehicle speeds along Beckspool Road is expected to increase in the absence of this parked cars. With higher vehicle speeds pedestrian safety is a concern particular with regard safer route to school.
- 5.121 Traffic calming measures and formalised crossing points will be needed along Beckspool Road and these mitigation works have been identified in the TA. The works shown do not comply with current traffic management policy and given the sensitivity of the site and the open nature of the common, it is suggested a

scheme be designed internally by the council. In addition to traffic calming, the TA also shows a pedestrian access adjacent to Frenchay Hill which also cannot be agreed at this stage due to pedestrian safety issues at this junction. A contribution of £50k is appropriate in terms of the scale of development which will be used to identify and implement the mitigation required.

Travel Plan

- 5.122 The submitted residential Travel Plan is considered acceptable and sets out range of measures designed to promote sustainable transport and reduce private car use. A condition should be attached to any consent ensuring that prior to first occupation the developer shall appoint a travel Plan co-ordinator and provide contact information. A car club currently runs from Frenchay Hospital and it is envisaged that this will continue.

Public Transport

- 5.123 The existing hospital site is relatively well served by public transport with frequent 30 minute services into: Bristol, Downend, Bath, Cribbs Causeway. There are also hourly services to Southmead Hospital, Emersons Green, Thornbury and Fishponds. Following the closure of the hospital it is important to retain and promote a good bus services; a contribution of £25k is sought. This contribution will fund the introduction of real-time electronic departure information at the bus stops near the main entrance; with the remainder used to subsidise bus services during the transition redevelopment period. It is difficult to forecast future bus service provision until the range of healthcare services has been determined by the NHS Trust, talks with the council are ongoing on this issue.

Walking and Cycling

- 5.124 There is scope to divert a regional cycle route, RCR16, from Old Gloucester Road through the main site entrance out of the Beckspool Road access to rejoin the existing route on Peaces Hill. This diversion will take cyclists off Frenchay Park Road and away from the mini-roundabout. At full application stage it is would expect the masterplan to make provision for this route and so a condition will be attached to ensure any reserved matters application make provision for this enhancement. (condition 33)
- 5.125 A residential development will result in a greater number of pedestrians and cyclist travelling for the site to local shops such and services. Bristol City Council have highlighted the potential need for a signalised pedestrian crossing adjacent to the Texaco garage on Frenchay Park Road. A contribution of £50k should be provided to Bristol City Council for traffic management works associated with walking and cycling.

Local Residents Comments on Highways Issues

- 5.126 It can be noted that representations have been received from local residents questioning the validity of the traffic survey in relation to the hours surveyed which were used to help calculate the comparative vehicle movements on the

highway network between the existing and proposed uses. Another issue raised was the 'safe routes to schools'.

1. The Traffic Survey

5.127 In response to the resident's concerns, the applicant's highway consultant have subsequently submitted a Technical Note which addresses the issues raised.

5.128 To summarise their response to the concerns, the following summarised points should be noted:

- i. Traffic surveys were taken during school term time when road conditions were considered typical.
- ii. Traffic Surveys were taken over a 2 hours period in the morning and 3 hour peak in evening to identify the peak hour for the on the highway network.
- iii. On the highway network, the morning peak was found to be 07:30 – 08:30 and then evening peak was between 16:30 - 17:30. These time periods then formed the basis for the assessment as is standard practice.
- iv. It was identified that the existing hospital site had a slightly earlier evening peak traffic hour than the highway network although this is not a relevant issue. It is important to mitigate harm when the highway network is at its busiest. The hospital site is effectively the base against which the residential development should be compared and a lower base makes the assessment more robust.

5.129 The submitted Transport Assessment is therefore considered sound and it is clear that the proposed residential development represents an overall betterment in highway terms.

5.130 Traffic flows are tidal in the area and the worst of the congestion currently occurs at the Hambrook junction. Even during the busy morning peak hour, the level of traffic travelling onto this junction from the residential development is considered comparable to the existing hospital site.

Conclusion

5.131 The Transport Assessment indicates the proposed development will generate significantly less traffic than the existing hospital and the evidence provided is considered sound.

5.132 Nevertheless, there are local transportation issues that will arise and should be addressed as part of this application. A £100k contribution is requested by South Gloucestershire Council towards traffic management (£30k safer routes to school, £20k parking restriction review, £50k traffic management works along Beckspool Road). A further £50k should be provided to Bristol City Council towards traffic management (walking and cycling facilities). An additional £25k should be provided towards public transport which will benefit both local authorities.

South Gloucestershire Council = £125k traffic management and public transport.

Bristol City Council = £50k towards traffic management

TOTAL = £175k developer contribution.

- 5.133 The highway improvements to the access junctions should be covered by section 106 agreement including a mechanism to deliver the works shown within the Bristol City Council border (a 278 agreement is preferred). The highway improvements to the main access (Bristol Road) are not considered necessary given the other priorities (covered by financial contribution).
- 5.134 Subject to the mitigation measures being secured, there are no transportation objections to the proposed scheme as the scheme can be considered compliant with the local policies and national guidance.

Community Infrastructure

Predicted future population of proposed development:

- 5.135 Using current average occupancy data and the proposed number and mix of dwellings, it is estimated that this development of 490 dwellings would generate a population increase of 1,176 people. Set out below are comments and S106 requests made by Environment & Community Services based on the above dwelling mix and expected future population.

Library Provision:

The local library most likely to serve the future residents of this development is Downend library. Downend library serves a catchment of 14,179 users and currently offers a public library floorspace of 25.7sq.m. per 1,000 population this is below the MLA recommended standard of 30sq.m. of public library floorspace adopted by the Council.

Policy Requirement	Contribution per person	Number of residents	Cost for this development
Space standard	£107.31	1,176	£126,196.56

£107.31 per person is based on the following build costs for South Gloucestershire are based on the MLA benchmark cost figures taken from the Building Cost Information service (BCIS) of the Royal Institution of Chartered Surveyors. The index is made up of new builds and extensions over the whole of England. The benchmark includes the following:

- Cost of constructing the library building, including space open to the public, and back room space (e.g. office, store, toilets etc.)
- Allowances for design and external works, including car parking, hard standing and landscaping.
- Cost of initial equipment of the building, including IT equipment and initial book and other stock

A contribution of **£126,196.56** towards the provision of local library services to meet the need generated by the development will therefore be secured via the S106 agreement in order to comply with policy LC4 of the South Gloucestershire Local Plan (Adopted January 2006).

Community Building/ Frenchay Museum:

- 5.136 Delivery of sustainable communities requires the provision of a full range of community facilities. Community centres are important community facilities which are socially inclusive providing access to a range of shared community activities, from fitness groups, support groups, arts and craft groups to providing meeting spaces and exhibition spaces.
- 5.137 The nearest dedicated community centre is Frenchay Village Hall located at the junction of Cleeve Road and Beckspool Road. It is considered that the hall despite recent refurbishment still needs a significant amount of work to maintain a decent standard and in its current form does not have the capacity to cater for more than 1,000 additional residents. Therefore the capacity and quality of the village hall means that it couldn't accommodate the demands of these new residents without significant work and expenditure, and enhancement works of this nature would incur substantial cost that may not offer the best value for money.
- 5.138 However although the retained former sanatorium building being retained for use as a crèche will also present other community use opportunities, it was considered that there was no obvious solution to the situation with regard to village or community hall provision. As the constraints of the existing village hall are noted, but having potentially two village halls in relative close proximity would not be an acceptable situation for a host of reasons, nor would be the provision of a new on-site community building that would result in the redundancy of the existing hall. Therefore on balance it was considered that any 'community building' contribution secured should be directed towards enhancements to the existing hall. How the contribution will be actually spent will be subject to further consultation between the local parish council and the Safer Stronger Communities team.
- 5.139 In support of this view, Officers consider that the 800m straight line distance from a community centre to be reasonable as published in the South Gloucestershire Council Core Strategy Infrastructure Delivery Plan Evidence Base Paper Community Centres and Village Halls (December 2011). Existing community centres in the neighbouring communities of Winterbourne, Hambrook, Downend and Stapleton are too far away to meet local demand in Frenchay.
- 5.140 As the primary 'community building' facility is therefore not being provided on site, based on 490 dwellings the following offsite contribution would be required:

Number of dwellings	Number of residents 2.4 residents per dwelling	Offsite contribution based on £322 per person
490	1,176	£378,672.00

- 5.141 However along with consideration of what additional community facilities should be provided on site, Officers were also concerned about what existing facilities on-site may be lost, with specific reference to museum which can be considered a significant local resource.
- 5.142 As noted under the 'Heritage Issues' heading, the museum is a curtilage listed structure and so retention of the building would be expected. The concern however shared by both Officers and local residents was the uncertainty over its future use, as The Frenchay Tuckett Society who run the museum are merely leaseholders of the building with the freehold being potentially sold as part of the development. Although the Core Strategy provides protection for existing community facilities (under policy CS23), it was considered that as part of delivering a 'legacy of Frenchay', a more secure and permanent future for the museum should be sought in light of the importance of the museum as a resource for promoting the history and the development of the village.
- 5.143 To achieve this, through negotiations with the North Bristol Trust a figure for the freehold was agreed at £175,000. This was based on an up-rated value agreed by the District Valuation Office in 2006.
- 5.144 It was therefore considered that freehold could be secured by using a proportion of the off-site community building contribution. However with the museum trustees still holding funds raised to purchase the freehold, it was considered that the trustees should make a contribution to securing the freehold which can then be recycled back to the provision of community facilities.
- 5.145 Therefore it is recommended that for the off-site community building contribution, the figure to be secured as an initial contribution is £203,672, with £175,000 of the contribution being use to secure the transfer of the museum freehold. Once the freehold is secure, the intention is that freehold will be immediately sold to the museum trustees for £80,000 and this figure will then be recycled into community provision bringing the total to £283,672.
- 5.146 Therefore as part of the S106, for address the need for a community off-site contribution along with the securing the future of the museum use of the building, the three following heads of terms are recommended:
- 1) That a contribution of £203,672 is secured as an off-site contribution towards enhancing community infrastructure;
 - 2) That the freehold of the lodge that houses the museum in addition to associated land is transferred to the local authority
 - 3) If for any reason the transfer of museum lodge building is not successfully transferred, the full £378,672 off-site community building is to be paid, and so if (1) has been already received, an additional £175,000 would be required.

Ecology

- 5.147 The site is not covered by any statutory or non-statutory nature conservation designations, but it can be noted that Frenchay Common Site of Nature

Conservation Interest (SNCI), designated for its neutral and acid grassland, lies adjacent to the south-eastern boundary of the site but will be unaffected by the scheme.

5.148 *Analysis:*

The application is supported by a Phase 1 and Phase 2 ecology surveys dated June 2012 by Ecosulis Ltd.

Semi-natural Habitat:

- 5.149 The main, central part of the hospital site predominantly consists of buildings, hardstanding (including car parking) and routinely managed amenity grassland flower beds and the occasional standard tree. The periphery of the site offers better semi-natural habitat for wildlife, comprising amenity grassland, woodland, scrub, hedgerows and standard trees (including an avenue of historic lime).
- 5.150 Allotments are located in the south-east; and in the east there is a small nature reserve composed of a small shallow pond (3cm deep and likely to be routinely dry), plantation woodland and scrub and amenity grassland.
- 5.151 The site is surrounded by dense residential housing and minor roads beyond which there is parkland (east) and pasture (to the west). The survey does not indicate if the hedges would qualify as species-rich under either the UK or South Gloucestershire Biodiversity Action Plans (BAP) or 'important' under the Hedgerow Regulations 1997.
- 5.152 Page 20, 5.6, of the survey indicates that the woodland is presently unmanaged and would benefit from some limited works to maximise its value for local biodiversity. An ecological and landscape management plan will be required for the scheme to ensure that the semi-natural habitat along the boundaries of the site are safeguarded during development and continue to be able to support an array of local wildlife.
- 5.153 The plan should also include, but not limited to, the enhancement works and habitat creation described in section 6 of the ecology survey. This should form the basis of an appropriately worded planning condition.

Badgers:

- 5.154 A badger mitigation strategy should be drawn up and agreed under an appropriately worded Condition.
- 5.155 This should include safeguarding the main/annex sett(s) along the northern boundary during and after construction with a 30m buffer zone around it (including any protective landscape planting); and any works subject to the licensing provisions of the Protection of Badgers Act 1992.

Bats:

- 5.156 Only 7 buildings were surveyed internally for bats due to access restrictions.

74 buildings were externally assessed for suitability for use by bats. Of these, 37 were considered as having negligible potential, 32 were considered as having low potential; three had medium (buildings 18, 22 & 30); and one – building 24 – was assessed as having a high potential for use by roosting bats. A bat activity survey recorded four species – common and soprano pipistrelle, noctule and a *Myotis* sp – associated with the site. Activity was generally low, with no bats at all recorded within the main hospital complex. All native species of bats are protected under the Wildlife & Countryside Act 1981 (as amended by the CROW Act 2000) and the EC Habitats Directive 1992, implemented in Britain by the Habitat Regulations 2010. Some are also priority species nationally, being listed on the UK Biodiversity Action Plan and under Section 41 of the NERC Act 2006 as a species of principal importance for biological diversity in Britain.

- 5.157 Whilst the majority of buildings are unlikely to be suitable for use by bats, Frenchay Park House and the stableblock are of a construction and materials suitable for use as roosts. This outline application will have result in no material changes to the fabric of the building and thus will not affect any potential existing roosts. There will be however a schedule of repair sought through an obligation tied to any consent, and it is considered that prior to the granting of any listed building consent for these works, a detailed survey of the building is carried out to ensure no bat roosts are disturbed as part of the works.

Dormice:

- 5.158 No hazel shells with the characteristic marks of dormice were recorded during a hazelnut search of the woodland on site. The lack of nearby records and the isolation of the site within an urban area with little connectivity to areas of suitable habitat make it unlikely that the species is present.

Reptiles:

- 5.159 No specific reptile survey was carried out as part of the application. Any areas of suitable habitat which will be lost will need to be surveyed for reptiles at a suitable time of the year. If present, a mitigation strategy will be required to prevent intentional or reckless killing or injuring of animals.

This should form the basis of an appropriately worded condition.

Great Crested Newts:

- 5.160 A single pond is present on site, located in an area of woodland plantation (nature reserve) in the eastern part of the site.

The habitat suitability index (HSI) assessment of the pond found that it offered average potential for use by great crested newts. Whilst a specific presence/absence survey for the species did not record any great crested newts, the pond hosts an array of herpetofauna – toads, frogs and smooth newts – with suitable surrounding terrestrial habitat and refugia. If this pond is to be lost to development, a new wildlife pond should be constructed in a suitable position elsewhere within the application site and the pond water, vegetation and any aquatic fauna transferred into it under a Precautionary Method of Working (PMW). This should form the basis of an appropriately worded planning condition.

Invertebrates:

5.161 The habitat on the boundaries of the site is likely to support a range of commonplace invertebrates.

Birds:

5.162 The ecological statement did not include a specific survey for birds. Whilst some species like house martins, starlings or house sparrows could utilise buildings on site during the nesting season, the most important areas of semi-natural habitat will be the woodland, scrub and hedges on the boundaries of the site which potentially offers habitat to national priority species such as song thrush, bullfinch, linnet and dunnock.

5.163 Linnet, bullfinch and song thrush is listed on the RSPB red list of species of conservation concern with the latter two also being listed on both the UK and South Gloucestershire Biodiversity Action Plans. Dunnock is also listed on the RSPB amber list of birds of conservation concern. Some or all of these species might be associated with the boundary habitat at Frenchay and thus an agreed and sympathetic management plan for the scheme needs to be drawn up under condition to benefit the species.

Hedgehogs:

5.164 No specific survey for hedgehog was carried out. Hedgehog is a priority species nationally on the UK Biodiversity Action Plan and included on the South Gloucestershire Action Plan. The site adjoins domestic gardens and contains suitable habitat for the species. Again, as a precautionary measure and because of possible presence, any suitable habitat to be lost should be subject to a destructive search beforehand and any animals found moved to a secure area of suitable habitat nearby. This should form part of the Precautionary Method of Working under Condition.

Site Layout/Design:

5.165 Paragraph 118 of the National Planning Policy Framework states that:-
'Opportunities to incorporate biodiversity in and around developments should be encouraged'.

The South Gloucestershire Biodiversity Action Plan lists a range of species and habitats for which the Council will require developers to take measures to safeguard and enhance within planning applications (where appropriate). The management plan should clearly demonstrate how it will contribute towards the BAP, for example by:-

- Creating new wildlife ponds (plan – ponds, rivers, rhines and water bodies);
- Creating new areas of species-rich grassland (plan - old meadows & pastures; slowworms; hedgehogs);
- Creating new allotments (plan – hedgehog, slowworms);
- Safeguarding and sympathetically managing existing or creating new scrub or species-rich hedgerows (plan – hedges and field margins; bullfinch; song thrush).

Ecology conclusions:

5.166 Prior to any works to facilitate a change of use to Frenchay Park House and the stableblock, further survey work will be required. An ecological management plan is also required to ensure whether any of the hedges referred to will be

affected by development or qualify as 'important' under the Hedgerow Regulations 2010.

- 5.167 The application should aim to maximise opportunities to enhance the biodiversity of the scheme; and demonstrate the extent of semi-natural habitat being created or retained for wildlife within the scheme.

Subject to the above issues being satisfactorily addressed, the following condition should be attached relating to reptiles, badgers, hedgehogs and a landscape and ecological management plan:-

1. That a condition is attached to planning permission requiring that, prior to development commencing, a mitigation strategy for reptiles (slow-worms) be drawn up and agreed with the Council in writing. All works are to be carried out in accordance with said strategy. (condition 15)
2. That a Condition is attached to planning permission requiring that, prior to development commencing, a mitigation strategy for hedgehogs be drawn up and agreed with the Council in writing. All works are to be carried out in accordance with said strategy. (condition 16)
3. That a condition is attached to planning permission requiring that, prior to development commencing, an ecological and landscape management plan be drawn up and agreed with the Council in writing. The plan should accord with the agreed Masterplan and include details of the existing habitat to be safeguarded (trees, scrub, pond or hedges; and any new habitat to be created (species-rich grassland, hedges, scrub). Specific reference to the north and eastern boundaries should also be made with regard to the management and retention of the existing planting. It should also include a programme of monitoring of all works for a period of 5 years. All works are to be carried out in accordance with said plan. (condition 17)
4. That a condition is attached to planning permission requiring that a suitably-experienced and/or qualified and licensed ecological 'clerk of works' be appointed to oversee all works relating to ecology, to include ensuring the all works accord with the provisions of the relevant legislation or conditions. (condition 18)
5. That a condition is attached to planning permission requiring that a badger mitigation strategy be drawn up and agreed with the Council, to include details of all works subject to the licensing provisions of the Protection of Badgers Act 1992. All works are to be carried out in accordance with said report. (condition 19)

Education

Primary Education:

- 5.168 When no dwelling mix is available (as in this instance) the Council's Childrens, Adult and Heath Dept. calculate contributions on the basis of 36 primary pupils and 18 secondary pupils per 100 dwellings. A different pupil number calculator based on the number of bedrooms is applied if the dwelling mix is known.

- 5.169 Current Department for Education cost calculators give a figure of £12,829 per additional new school primary pupil place, indexed at the Quarter 4, 2011 value of the Royal Institute of Chartered Surveyors Building Cost All-In Tender Price Index.
- 5.170 At primary level there is a projected deficit of places in the local area and there will be no surplus capacity to meet the requirements generated from further housing development.
- 5.171 The proposed development of 490 dwellings will generate 177 ($= 490 \times 36 / 100$) additional primary pupils according to the pupil number calculator. This equates to a financial contribution towards new primary school places of £2,270,733 ($177 \times £12,829$).
- 5.172 Additionally as part of the overall contribution to primary level education, the local authority requires a new primary school site (for the reasons given below), suitable to accommodate a 210 place primary school. The size of site required is 1.2 hectares and it is noted that a site has been allocated in the north-east corner of the site.
- 5.173 The existing 1 form entry (1fe) Frenchay Primary School site is located in very close proximity to this development, however the site is restricted and it would not be possible to expand the number of places with the school already utilising temporary accommodation buildings within its grounds. During pre-planning discussions, the Children and Young People Department expressed the view that one primary school to serve the local area would be the preferred option, although there are clear constraints and uncertainties in achieving this. The site size requirement for a 2 form entry level school would be 2 hectares, but this is over and above the requirements that the application needs to be deliver and so how the additional space required can be secured needs to be explored.
- 5.174 Following a meeting with the Head and Governors of Frenchay Primary School, it was agreed to undertake a feasibility study to determine options for Primary School provision in the local area.
- 5.175 This feasibility will consider what options are achievable factoring in additional funding requirements and suitability of sites for expansion. The feasibility study will also consider the existing school site, the new development site and the reserved school site. It will look at the costs and opportunities available to provide the additional places required in the Frenchay area.

Secondary Education

- 5.176 At secondary level, there is a project surplus of provision within the area and therefore there is no contribution required for additional secondary school provision.

Nursery Provision

- 5.177 Based on 490 dwellings and a requirement for a 1FE primary school, the proposed development would generate the need for the following nursery provision:

30 children per cohort x 2.4 cohorts (40% of 2 year olds + 3 year olds + 4 year olds) x 0.5 part-time provision = 36 nursery places.

As per standard procedures, the developer would either build the nursery under a commercial arrangement with a private provider or alternatively the local authority would request a financial contribution and land. The land and financial contribution would be 0.2ha of land (or 0.1ha if there is adjoining shared car parking) and a financial contribution of approximately £310,000.

- 5.178 Following negotiations with the applicant, the required nursery facilities will now be provided on-site through the reuse of the retained observation pavilion to the north of Frenchay Park House. This obligation will therefore be secured as an obligation within the S106 agreement.

Other Children, Adults and Health Contributions.

- 5.179 A contribution towards Youth Service provision of £14,615 is also sought, as it a £97,532 contribution towards social services.
- 5.180 It is however considered that (as previously established in the consideration of other major applications), both these contributions fail the tests of the Community Infrastructure Regulations that are noted towards the end of this report. There is therefore no justification in therefore seeking this contribution, especially in the context of a viability appraisal (see Affordable Housing).

Archaeology

- 5.181 The applicant has submitted the results of an archaeological desk-based assessment of the project site. As with many desk based assessments, they can only provide a general assessment of the character and potential of the archaeology that may survive on site, rather than the detail. However, the desk based assessment clearly defines the history of the site, the heritage assets (designated and un-designated) on the site and within the area which contributes to a better understanding of the archaeology. The conclusion notes that there is potential for the preservation of as yet unknown archaeology.
- 5.182 The impact on the archaeology can be divided into two: buried archaeology and built archaeology.

Buried Archaeology:

- 5.183 The extent to which buried archaeology will have survived is likely to be limited due to the previous developments on site, but may survive in particular areas of the project site.
- 5.184 Of particular concern is the area to the southwest of Frenchay Park House and east of the Lodge, an open space currently comprised of trees, some of which have TPOs that are to be retained. There are however, other trees around this area which will be selectively removed, which will have a damaging affect on the buried archaeological resource. The 1844 Tithe map clearly depicts structures in this location and geophysical survey by a local community archaeology group has shown that these buildings partially survive beneath the ground. As such there is a requirement to undertake an open excavation on

this area in order to properly record the buried archaeology. This will need to be undertaken with respect to the existing TPOs and root protection areas and in consultation with the SGC tree officer.

- 5.185 Elsewhere in the proposed site there are areas of earth disturbance, admittedly limited, that would have an impact upon the buried archaeology. These include the area south of the Lime Tree Avenue and west of the Lodge, which are proposed to be transformed into playing fields. This will involve a level of ground reduction and landscaping in order to provide level ground and drainage, all of which will impact upon the archaeological resource. This area is in close proximity to a Medieval settlement, located 100m to the south. The extent of this settlement is unknown but remnants may exist in this area of the proposed site. This area and others where new ground is to be broken should be subject to archaeological monitoring during ground disturbance.

Built Archaeology:

- 5.186 Should permission be granted for any aspect of the development that involves the demolition of historic pre-1948 structures on site (regardless of whether they are designated or not), then a condition for the programme of archaeological work, involving building recording, should be applied.
- 5.187 This is to ensure that all buildings, even those with local historic interest that are un-designated, are recorded to an appropriate level prior to and during their demolition. This recording should be carried out to English Heritage Level 2 standard in accordance with a brief that would be issued by the council.
- 5.188 This is particularly important in regards to the WWII structures on site, which have wider historic implications within South Gloucestershire, reflecting US military occupation of sites and the contribution to the war effort.

Conclusion

- 5.189 The comments presented here are focussed on mitigating the loss of the archaeological resource/
- 5.190 However, should permission be granted then a HC13 condition for a programme of archaeological work should be applied to any consent. This will involve building recording of pre-1948 structures, open area excavation in area of tree removal to the southwest of Frenchay Park House and monitoring of ground disturbance of other areas of the site that have not been affected by modern development.
- 5.191 These works will be undertaken in accordance with a brief provided by South Gloucestershire Council.

Public Open Space:

- 5.192 Following confirmation of the scale parameters of the open space within the addendum to the Design and Access Statement, the proposed scheme would see a over-provision of informal recreational and natural and semi-natural green space, with approximately 76,000 square metres being provided when the policy requirement is 31,164 square metres.

- 5.193 There will also be an over-provision of allotments, which the policy requirement being 2,940 square metres but the site providing 3,310 square metres.
- 5.194 The proposed development will provide policy compliant provision for children and young people (equipped play), although care will need to be taken at reserved matters stage to ensure there are sufficient buffers provided to separate the residential units and the open space area.
- 5.195 There is however a 6300 square metre shortfall in the provision of outdoor sports facilities. These facilities could be provided on site, but this would require a far more intensive use of the parkland, which on the grounds of landscape and conservation would not be acceptable. A commuted off-site contribution should therefore be secured, as would a contribution to the maintenance of the dual use pitch that is being proposed as part of the school, as the maintenance of this space should not fall only to the school This contribution totals **£64,361.25**. The off-site commuted towards the provision and/or enhancement of off-site outdoor sports facilities is **£297,741.15**. A subsequent maintenance contribution of **£90,117.19** for the provision of the off-site outdoor sports facilities. The total contribution therefore being sought towards outdoor sports facilities is **£452,219.59**.
- 5.196 Finally in terms of the liability of maintenance, for the open space to be transferred to the Council for adoption, that a maintenance fee for a 15 year period would exceed £3,000,000. This is largely due to the over-provision of information open space. In light of a viability concern regarding the deliverability of the development, the alternative option of placing responsibility of the management of the open space into the hands of a management trust will be taken forward. This will see owners/ lessees of the dwellings paying a small charge for the management and maintenance for the remainder of the on-site open spaces, which will be available to the general public in perpetuity but will be privately managed and maintained under a maintenance scheme to be agreed with the Council. The allotments will also be made available to lease by the residents of the new development for a nominal rent charge and the outdoor sports facilities will be available for hire.

Affordable Housing.

- 5.197 The applicant submitted a viability case on the grounds that in light of the brownfield nature of the site what will require the removal of a substantial number of existing hospital buildings and environmental remediation, the delivery of a policy compliant scheme would not be economically viable. However in light of significant local resident's concerns regarding the provision of community infrastructure and the importance of seeing the listed buildings repaired along with other landscape enhancements, Officers sought to ensure these contributions were maintained and so if there needed to be any reduction in contributions, as per national guidance and Council policy, subject to the ratification of a viability appraisal, it would be the affordable housing provision that would be used to bridge any viability gap to ensure deliverability of the site.

5.198 As per standard protocol, to represent the Council's interests and advise Officers, the Council employed the services of the District Valuers Office. Following extensive negotiations with applicant, the viability case was confirmed and it was advised that to enable the scheme to be deliverable, as a negotiated solution the level of affordable housing would need to be reduced to 20% if grant funding could not be achieved to maintain a policy compliant 35%. This however would only be acceptable subject to a number of conditions (such as review mechanisms). At the time of writing this report, the details had yet to be agreed and so the conditions along the full heads of affordable housing terms will be provided as an update to Members prior to the committee.

Residential Amenity

5.199 The application site is bound to the north and east by existing residential properties with the dwellings themselves located between approximately 10 to 30 metres from the site boundary. The buffering along these boundaries currently acts to visually enclose the site and therefore help screen or heavily filter views both into and out of the site.

5.200 The residents adjoining the north-eastern corner of the site have raised significant concerns regarding the potential loss of the planting adjacent to their properties, as this area sits outside of the group TPOs and there have been a number of uses proposed for this area that could see the existing extent of planting come under a degree of pressure – ancillary education uses for example, although the Council's CYP department has ruled out adopting this space.

5.201 The existing levels of planting along the north and east boundaries are considered to be of landscape and ecological value, along with helping to protect residential amenities. To ensure these interests are safeguarded, an ecology management plan will be required to accompany any reserved matters application that will secure the retention and management of this area as a wildlife corridor. A landscape management plan will also be required at reserved matters stage which will build on the amended D&A statement that indicates the north-east corner of the site will be extended along with ensuring a depth of planting is retained in perpetuity in the interests of protecting the amenities of the neighbouring properties along with the landscape character of the site.

5.202 The residential properties to the south and south-west that front onto Begbrook Park are considered to be of a sufficient distance away that the development would not have any impact on their existing levels of residential amenity. The potential issue is the provision of the relocated tennis courts to the south-west corner of the site, but at detailed stage the lighting will be considered to ensure that amenities are protected. Reinforcement planting along the southern site boundary will also help mitigate any visual impact.

5.203 To conclude, with this outline application establishing the principle of the need to ensure the 'buffer' planting to the north and eastern boundaries is retained, managed and extended (in some cases), principles that will inform subsequent

revised matters application, it is considered that the residential amenities of the neighbouring residents will be safeguarded.

Environmental Protection (Contamination)

5.204 Ground investigation reports have been received in respect of this proposed development.

- North Bristol NHS Trust December 2012 Geotechnical and Contaminated Land Desk Study Report Vol 1. (Integrale Report 8565; November 2011 – “Phase 1).
- North Bristol NHS Trust December 2012. Phase 1 Geotechnical and Contaminated Land Desk Study Report Vol 2.
- North Bristol NHS Trust December 2012 Geotechnical and Contaminated Land Report. (Integrale Phase 2 8565/02 April 2012).

5.205 The Council’s Environmental Protection Officer has advised that the reports provide a comprehensive desk study and present the findings of an initial intrusive ground investigation and sampling. The investigation makes recommendations for additional exploratory works in areas currently inaccessible due to existing buildings. Initial recommendations for possible remediation methods are outlined, however these will need to be further developed when the final design layout for the site has been confirmed.

5.206 It is therefore recommended that a number of conditions should therefore be included in any approval to address this requirement. (conditions 9,10,11,12).

Environmental Protection (Noise)

5.207 An Environmental Noise Assessment was submitted as part of the application (Report no. 01445\R01.2). It is noted that noise levels on the western boundary were found to be up to 64dB $L_{Aeq,16hr}$ in the daytime and 58dB $L_{Aeq,8hr}$ during the night-time. Additionally predicted noise levels on the eastern boundary are 56dB $L_{Aeq,16hr}$ during the daytime and 50dB $L_{Aeq,8hr}$ during the night-time. Using the principles of Planning Policy Guidance 24 this would place the site in a worse case of Noise Exposure Category ‘C’ which states that:

“planning permission should not normally be granted. Where it is considered that permission should be given, for example because there are no alternative quieter sites available, conditions should be imposed to ensure a commensurate level of protection against noise.”

5.208 Whilst PPG24 has now been replaced by NPPF, the principles of the guidance are still adhered to as best practice. Therefore it is expected that adequate noise mitigation measures are implemented to ensure that proposed residents are protected against unacceptable levels of noise.

- 5.209 The Noise Assessment states various methods to mitigate against the noise which could be implemented, but until the details are known in terms of layout and building orientation, whilst there is scope for mitigation, the specific measures that could be incorporated into any design can not be agreed or requested.
- 5.210 There is therefore no objection to the proposed scheme on noise grounds, subject to a condition stating that recommendations contained within the Noise Assessment are implemented.
- 5.211 In addition conditions requiring construction management and dust management plans should also be attached to any consent. (condition 13)

Environment Protection (Air Quality)

- 5.212 The air quality assessment considers the relevant pollutants and the potential impacts associated with the proposed redevelopment of Frenchay Hospital.
- 5.213 The assessment concludes that the development will lead to an overall decrease in traffic on the local roads compared to the existing use, so the potential impact on local air quality due to traffic has been scoped out. Also as there will be no centralised heating plant or incineration plant associated with the development, the operational impact of the development has not been assessed as there are no likely adverse operational impacts.
- 5.214 In terms of construction impacts, it will be necessary to put a dust management plan in place to minimise dust emission (as specified in the Construction Sites section above). The assessment identifies that there will still be a risk of slight adverse dust effects during demolition and construction with mitigation measures in place, however, the effects should be temporary and relatively short-lived. Overall, the construction impacts are judged to be minor adverse.
- 5.215 In summary, there is no basis to object to the proposed redevelopment in respect of air quality.

The Consultation Process

Application:

- 5.216 As per the Town and Country Planning (Development Management Procedure (England) Order 2010 and the Council's own consultation procedures, on receipt of the application the local authority advertise the application within a local paper, placed site notices and consulted all adjoining occupiers and occupiers of land within a 100m of all vehicular and pedestrian access points into the site (measured linearly along the road and including properties on the opposite side of the road to the site, which all gave 21 days to response.
- 5.217 Following receipt of a revised Design and Access Statement in July, a re consultation exercise was undertaken with the time period for receipt of comments extended to 7 weeks.

5.218 The Council's consultation process with regard to the application complies with the requirements of national and local requirements.

5.219 The Design and Access Statement has recently been updated via an addendum. This largely contains points of clarification with the only

change of significance is the approach to the management of the lime tree avenue. As this amendment was considered to be a non-material, in using their discretion in light of the time pressures to determine this application, Officers do not consider that a further re-consultation exercise was justified or required.

Concept Statement:

5.220 In accordance with the Council's non-mandatory Statement of Community Involvement, the applicant undertook a Concept Statement process, although as the site would not deliver 1000 plus units, a full design brief was not required.

To inform the process, a Concept Statement workshop was held on 16th January 2012 by the applicant's agents with key stakeholders where the key themes arose:

- Desire to retain some of the existing buildings/ features
- Value of open space with potential to 'open up' woodland and provide formal playing pitches;
- Importance of the conservation area status across part of the site;
- Promote cohesive and integrated new development; and
- Use appropriate architectural styles.

5.221 To follow up the workshop, a public exhibition was held on 21st March 2012 by the applicant's agents where members of the public, key stakeholders and SGC were invited and were given the opportunity to comment on what were the identified constraints and opportunities. A total of 320 people attended and 141 completed response questionnaires. The key themes that were identified were:

- The scale of development; impact on traffic;
- need for more community facilities (including GP surgery);
- retention of open space;
- support for a new primary school.

The overriding development priority was though the retention of the existing open space following by the development of health and social care facilities.

5.222 It is considered that the applicant has adequately engaged with local residents and have responded to their comments through the revisions to the scheme where appropriate.

Proposed Masterplan's Response to Non-Endorsed Concept Statement.

5.223 As noted under part 1A of this report, a Concept Statement was prepared by the applicant's agent and was submitted to PTSE committee for consideration but was not endorsed for the reasons set out below

- 1) ***It is contrary to Policy D1, L5 and L10 of the South Gloucestershire Local Plan and to the National Planning Policy Framework in promoting development within areas of important open space outside of the built form of the existing hospital.***
- 2) ***It does not provide for comprehensive development of the site as it separates Frenchay Park House and the adjacent stables from the proposed outline planning application and leaves unresolved the issues of the disrepair of these important listed buildings.***
- 3) ***It does not provide for the comprehensive development of the site as it leaves unresolved the provision of future medical facilities, affordable and specialist forms of housing.***
- 4) ***It does not indicate an internal road layout or how built form development would relate to that layout and existing site assets.***

5.224 As discussed within this report, as initially submitted it could be considered that the proposals contained within the application did very little to address the above reasons for the non-endorsement of the Concept Statement. However, the proposed masterplan has been significantly amended since then and so set out below are ways in which the application (proposed masterplan) can now be considered to respond to the reasons for non-endorsement. .

Reason 1 - Contrary to Policy D1, L5 and L10 of the South Gloucestershire Local Plan and to the National Planning Policy Framework in promoting development within areas of important open space outside of the built form of the existing hospital.

5.225 One of the most significance concerns regarding the proposals set out within concept statement was treatment of the open parkland to the south of the site. As proposed, the concept statement included a 'new gateway development' adjacent to the museum and the proposed school was also to be located in this location. This would have seen approximately a loss of 50% of the open parkland to the south being lost – the remnant of an parkland (policy H10) that is located within the conservation area (policy L12) and protected within the conservation SPD (under policy L5). The remaining space to the east would also then be subdivided into formal pitches.

5.226 These proposals were considered unacceptable on the grounds that they would have demonstrable harm to the character and significance of the open space and subsequently the setting of the listed buildings and the character and appearance of the conservation area. In responding to these concerns, the 'gateway development' within the protected open space has been deleted. The school has now also been moved to the less sensitive north-east corner and rather than subdivide the space into formal pitches, the cricket pitch is to be retained with a more informal use of the space proposed. The school building is to be located on what is currently an area of car park which sits outside of the area of open space designated or protected under policy L5. It is only the associated play areas that will intrude into this space that is considered

acceptable as it would not adversely affect the contribution the open space makes to the quality, character and amenity of the site.

5.227 The intention is therefore that the existing open character that provides unrestricted access is maintained in situ so the relationship with the park and

the listed buildings are preserved.

5.228 It can also be noted that the principle of keeping within the footprint of the hospital appears to have been a principle carried over from the approach to the Hortham Hospital development. However, in contrast to Frenchay, this site is within the Green Belt and outside of any settlement boundary and so such a landscape constraint was considered justifiable.

Reason 2 – (The Concept Statement) does not provide for comprehensive development of the site as it separates Frenchay Park House and the adjacent stables from the proposed outline planning application and leaves unresolved the issues of the disrepair of these important listed buildings.

5.229 The application site now includes the listed buildings. Although the potential uses of the buildings has now been resolved, as noted under 'Heritage Issues', this application will secure a scheme of repair that will ensure that the deterioration of the buildings is reversed and they are provided with the potential for a sustainable future.

Reason 3 - It does not provide for the comprehensive development of the site as it leaves unresolved the provision of future medical facilities, affordable and specialist forms of housing.

5.230 The concept statement simply indicated an area to the north of the site for health care facilities. To provide a greater degree of clarity, the area of the site (2 hectares) and indicative footprint of a building has now been shown within the Design and Access Statement. Although it is noted that since submission the provision of health care facilities has been the subject of significant discussion and the intended proposals at submission are now doubtful, nevertheless the application has to be considered on its merits and as submitted.

5.231 With regard to 'specialist housing', it is understood that the applicant was considering a care home within the allocated or safeguarded 2 hectare, but there is no policy requirement for this to be provided. The potential to include this within this area or elsewhere on the site will through remain.

5.232 The concerns regarding the provision of affordable housing have been clarified.

Reason 4 - It does not indicate an internal road layout or how built form development would relate to that layout and existing site assets.

5.233 The Concept Statement did not include any details on the proposed internal road layout, but arguably nor should it, as the purpose of a Concept Plan is to simply to demonstrate conceptually the proposals and so not provide matters of detail. The only infrastructure shown on the Concept Plan was the Lime tree avenue.

5.234 Through a number of iterations of the proposed masterplan to demonstrate capacity, an internal layout framework has now been prepared which identifies the key routes through the site.

Overall it is considered that the proposed masterplan has addressed the concerns set out within the stated reasons for not endorsing the Concept Statement.

The 'Alternative Approach'

5.235 As stated by a number of speakers at the Sites Inspection Committee visit, much emphasis has been placed on what has been regarded as the 'alternative approach'. Little weight that can be attached to what was a recommendation for the applicant to consider a suggested alternative, but as the recommendations (noted below) were based on consultation responses, they were carried through into the consideration of the application. For the sake of completeness, how the Masterplan has addressed the 'alternative solution' is discussed below.

a) Development to kept within the footprint of the existing hospital:

This has largely been achieved with the school and 'gateway' development removed from the south-west corner of the parkland with the school moved to the north-east corner of the site. The only remaining issue is the siting of the school on what is currently a large area of car park. The rationale behind the concern was that the development did not extend into what could be considered the 'greenfield' previously undeveloped parts of the site.

As a car park the site for the school can be considered previously developed, but clearly with no structures present, the key test to consider is the impact of any development in this location on the openness of the site, rather than simply a principle test of whether the site is green or brown field. In the consideration of the proposals, it was considered that the development of the school in this location would not be harmful to the landscape character of the site.

b) Key buildings retained – Frenchay Park House and Stables, Burden Centre, Brain Injury Rehabilitation Unit; Frenchay Museum and Clic Cottage.

This has been achieved.

c) Identify additional buildings and features to be re-used such as water tower, swimming pool, nissen huts; isolation wards.

As noted under the 'Heritage' section, the water tower and one of the key original sanatorium buildings will be retained.

d) **Identify key trees and woodlands and associated spaces. This includes the southern fields, Lime Avenue (which may need replacing), TPO trees and those within the conservation area. If any part is removed there should be compensatory planting elsewhere on the site with appropriate native species. The woodland area to the east should be retained by at least 50%;**

This has been achieved.

e) **Network of recreation paths:**

A footpath network all the way round the northern part of the site would be difficult to achieve due to conflicting interests of landscaping, access and security. The existing routes however will largely be maintained and the details of the routes and any upgrading needed will be subject to a detailed reserved matters application in relation to matters of 'landscape'.

f) **An internal road layout based on the principle of a two way circuit providing access to all parts of the site;**

Following detailed design work, a circuit around the site is not achievable and not desirable, as the main access should be the existing main access on Bristol Road rather than encouraging the use of Beckspool Road access. Also the Lime tree avenue is to be downgraded to pedestrian and cycle route only with the access of the existing mini-roundabout only serving the museum and its car park and the Burden Centre.

Other Issues – Members' Issue Raised At Sites Inspection.

5.236 Taking the issues in order as they appear with the 'Introduction' to this report.

- ***How does the current application relate to the village green application?***

5.237 The village green application includes the parkland to the south and east of the site. The only potential conflict between the proposals set out within the planning application and the village green application is the site for the proposed school building and associated play areas that is included within the area of land that is subject to the village green application.

A plan of the extent of the village green boundary will be provided for Members' reference.

- ***Is the need for a new primary school identified within the Parish Plan and if so what status does the Parish Plan hold?***

5.238 The Frenchay Parish Plan is currently in draft form and it is understood that the group set up to produce it has been disbanded. Regardless of the status of the plan, draft Parish Plan does not make reference to the need for a two form entry school.

- ***Has the CYP Department been consulted on the proposal for a new one-form entry primary school and have they made any comment regarding the provision of a single two-form entry school within the village as an alternative to what is being proposed?***

See from paragraph 5.172.

- ***What would be the impact of providing a two-form entry school on the site in terms of the resulting loss of open space?***

5.239 Due to the scale of the development, a two-form entry school is not required

and so any request for such provision can not be justified in planning policy terms. However in light of the limited scale and condition of the existing Church of England Primary School adjacent to the common, the provision of a two-form entry school has been suggested by the Governors of the existing CoE along with being cited as a key aspiration within the consultations responses received.

The impact of a two-form entry school on the retained open space depends of the approach adopted. If the extension is just to be a single storey extension, the loss of open space to the east of the site would be significant, as there would be a need to replace the lost 'playground area'. If the building is to be extended, then a first floor extension should be considered. A two-form entry school will though require addition play facilities, but in light of the sensitive nature of the site and the role the landscape along the eastern boundary makes to the ecology and landscape character along with protecting adjacent residential amenities, a flexible approach should be adopted seeing the large parkland areas to the south used for informal pitches.

- ***The report should address the land set aside for a primary school on Malmaims Drive***

5.240 As above, see paragraph 5.178

- ***An assessment needs to be made of the submitted plans in relation to the Concept Statement – what are the key differences?***

5.241 See from paragraph 5.226.

- ***The transportation analysis should demonstrate the validity of the traffic data and provide a comparison between the traffic generated by the proposal and the current use of the site. Questions have been raised regarding the timing of the traffic counts and the fact that the differing uses would have different peak hours in terms of traffic generation.***

See paragraph 5.108.

- ***The plans should show the pedestrian links to the primary school.***

5.242 *A plan has been prepared which will form part of any consent and will be presented to Members.*

- ***Clarification is required regarding the future maintenance of the trees along Lime Tree Avenue – who will be responsible?***

5.243 The lime avenue along with all other areas of open space will be managed by a private management company and will not be transferred to the local authority for adoption. A maintenance/management programme for the limes trees will though be secured through a s106 obligation.

- ***The options available with regard to the future of Lime Tree Avenue should be clearly set out within the report***

5.244 See paragraph 5.83

- ***What are the proposals in relation to the Museum? Will it be retained? Is it locally listed? Can the museum be protected/retained through a S106 Agreement or condition?***

5.245 As per paragraph 5.147, the museum will be retained and the freehold secured as part of the s106 agreement. The museum is also curtilage listed building.

- ***What is the Core Strategy allocation in terms of housing numbers?***

5.246 There is no specific housing allocation figures set out in the Core Strategy for the redevelopment of the Frenchay hospital site. There is therefore some flexibility with the figures, but the key issue is one of deliverability and failure to see the site come forward will have a negative impact on the Council's 5 year land supply figures which affects how it resists speculative development on unallocated sites and subsequent appeals.

- ***Now that the nature of the Health facility is known, where will it be located and what are the proposed access arrangements?***

5.247 The specific nature of the Health facility remain unclear, but there is a 2 hectare site being safeguard to the north of the site and will be accessed via the primary route through site.

- ***Where will the Social Care facility be sited?***

5.248 It is considered that any social care facilities will be located within the 2 hectare safeguarded site.

Local Residents' Consultation Responses

5.249 It is considered that a significant number of the comments made by the local residents in response to the application have been addressed within the report.

The following points are considered to be the most significant that have not been covered.

- ***There is no guarantee that the existing open space would remain free of development.***

5.250 The former parkland is protected open space within a conservation area and is protected under policy L5 in light of its importance to the character of the area. The importance of the open areas and the contribution they make to the

significance of the conservation area is set out within the Frenchay Conservation Area SPD and is protected under policy L12 of the SGLP, policy CS9 of the emerging Core Strategy and the Planning (Listed Building and Conservation Areas) Act 1990. The contribution the former parkland also makes to the setting and historic significance of Frenchay Park House is protected under policies L13 of the SGLP and CS9 of the emerging core strategy and the Planning (Listed Building and Conservation Areas) Act 1990

It is therefore considered that there is sufficient policy protection to resist any proposed loss or significant encroachment of the open space.

- ***The NBT promised to build a community hub in order to integrate the new and existing communities but no facilities are shown on the plan.***

5.251 There is no requirement for the applicant to provide a community hub. Local plan policy requires a level of community infrastructure to be provided (whether on or off-site) to meet the residents of the development to mitigate the impact on existing services and this will be delivered and so in this regard the proposed scheme can be considered policy compliant. The decision whether to deliver or not a community hub was purely a commercial decision for the landowner to take. There would be nothing to stop a potential developer proposing such an option, but with no requirement for the landowner to deliver a community hub, the lack of a facility is not a basis to recommend that the application will be refused.

- ***What are the potential landmark buildings?***

5.252 The key landmark buildings are the listed structures along with the water tower adjacent to the main site entrance. Within the site itself, at key points and in key views through the site through the design, form, scale and materials, key elevations will be provided to help provide both distinction and legibility to the development.

- ***Other tree lime avenues should be created***

5.253 This was considered for the main entrance, but on reflection it was considered that this would visually compete and subsequently diminish the historic and landscape significance of the Lime tree avenue.

- ***No new buildings should encroach onto Lime Tree Avenue***

5.254 Following a number of revisions, development has been moved away from the avenue with the DAS setting out a minimum separation distance of 18 metres between the northern line of the trees and any potential new buildings.

- ***Any development of the hospital site should retain the open spaces and the listed trees on the site, as these form an important backdrop to the conservation area.***

5.255 This has been achieved

- ***Destroying the American built WW2 wards is short sighted when one could be retained for use as a museum.***

5.259 Due to their simple construction, the potential reuse of these buildings was not considered viable. Retention of one as a museum was considered, but this would then compete with the existing museum on site.

- ***Extending the development envelope as the OPA proposed will result in encroachment into the existing open space***

5.260 As noted within this report, following the amendments that have been made to the scheme, the only issue is with the provision of school play areas which will see approximately a 50% removal of the former plantation in the north east of the site which is considered acceptable on landscape grounds, as their loss will be mitigate by the planting of far more substantial specimens, of which a number survive in this locality.

Planning Obligations

5.261 The Community Infrastructure Levy Regulations 2010 set out the limitations of the use of Planning Obligations (CIL). Essentially the regulations (regulation 122) provide 3 statutory tests to be applied to Planning Obligations and sets out that a planning obligation may only constitute a reason for granting planning permission for a development if the obligation is;

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

In this instance, it is considered that the planning obligations required to secure affordable housing are consistent with the CIL Regulations (Regulation 122)

6. CONCLUSION

6.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, Local Planning Authorities are required to determine applications in accordance with the policies of the Development Plan, unless material considerations indicate otherwise.

6.2 The recommendation to grant permission has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted) January 2006 set out above, and to all the relevant material considerations set out in the report.

7. RECOMMENDATION

7.1 That authority be delegated to the Director of Planning, Transportation and the Strategic Environment to grant permission, subject to the conditions set out below and the applicant first voluntarily entering into an agreement under section 106 of the Town and Country Planning Act 1990 (as amended) to

secure the following, which shall also include the affordable housing obligations, details of which will be included in the update sheet:

- 1) Prior to the submission of the first reserved matters, the developer/landowner is to undertake a detailed condition survey of the interiors and exteriors of the grade II listed buildings (Frenchay Park House, also known as Sisters House and Stable Block to Sisters House); associated curtilage listed boundary structures (including the walls to the north of the site) and the curtilage listed water tower and observation pavilion that are being retained. The findings of the survey are to be submitted to the local planning authority for written approval. The survey shall then be used to form the basis of a full schedule and specification of repairs to the listed and curtilage listed structures, including structural repairs. The phased schedule and specification of repairs shall be submitted to and agreed in writing by the local planning authority within 3 months of the agreement of the survey and prior to the submission of any reserved matters application (unless the local authority gives written consent to any extension). The 'schedule of repair' shall also include a phasing plan/timetable for implementation of the works, which shall be completed in their entirety within 24 months of the approval of the listed building application or the occupation of the 150th unit, whichever is sooner.
- 2) A contribution of £175,000 towards traffic management and public Transport to be secured prior to the commencement of development. This will comprise of £100k contribution towards traffic management (£30k safer routes to school, £20k parking restriction review, £50k traffic management works along Beckspool Road). A further £50k should be provided to Bristol City Council towards traffic management (walking and cycling facilities). An additional £25k should be provided towards public transport which will benefit both local authorities.
- 3) A contribution of £126,196.96 towards local library provision;
- 4) A contribution of £307,599 towards the provision of a new off-site GP practice;
- 5) The transfer of a 1.2 hectare site for the provision of a new primary school for a nominal sum of £1 with trigger to be agreed;
- 6) A financial contribution of £2,270,733 towards to the provision of a new primary school (indexed at Q42011 and payment trigger to be agreed);
- 7) The provision of an on-site nursery to provide 36 nursery places to be located within a retained and refurbished sanatorium building directly to the north of Frenchay Park House (the specification of refurbishment and delivery to be agreed).
- 8) A contribution of £203,672 towards enhancing the existing Frenchay Village Hall;
- 9) The freehold of the curtilage listed lodge that houses the museum in addition to the identified associated land (shown on the approved plot map) is transferred to the local authority prior to the commencement of development and for a nominal fee of £1;
- 10) If for any reason the freehold of museum lodge building is not successfully transferred, the full £378,672 off-site community building is to be paid, i.e. if (10) has been already received, an additional £175,000 would be required.

- 11) A contribution of £452,219.59 towards outdoor sports facilities which comprises of:
- £64,361.25 towards the maintenance of the dual use sports facility;
 - £297,741.25 towards the provision or/and enhancements of existing outdoor sports facilities;
- £90,117.19 towards the maintenance of the outdoor sports facilities.
- 12) A total of 75,733 square metres of informal recreational open space and natural and semi-natural green spaces is provided in phases within the on site.
- 13) The development delivers 18,816 square metres of outdoor facilities on site which comprise of:
- A cricket pitch and pavilion – 5,800sq.m
 - Two tennis courts – 1,226sq.m
 - A 2 –lane petanque court - 170sq.m.
 - A croquet lawn – 819sq.m
 - Outdoor sports facilities on the primary school (dual use) –4,500sq.m.
- 14) A total of 2,940sq.m. of provision for Children and Young People.
- 15) A total of 3,310sq.m of allotments
- 16) Affordable Housing: details to be provided in the update sheet prior to committee.

The reasons for the above obligations is to ensure that the enhancements needed to off-set the impact of the redevelopment are secured both to the natural and built environment, and to provide a suit of measures to mitigate the impacts of the development on the existing community and to ensure the future community is sustainable.

- 7.2 That the Head of Legal and Democratic Services be authorised to prepare and seal the agreement.
- 7.3 Should the agreement not be completed within 12 months of the date of the Committee resolution that delegated authority be given to the Director of Planning, Transport and Strategic Environment to refuse the application.

Contact Officer: Robert Nicholson
Tel. No.

CONDITIONS

1. The application has been approved on the basis of the list of the following submitted documents:
 Air Quality Assessment; Coal Mining Risk Assessment; Utilities Report; Sustainability and Energy Statement; Archaeological Desk Based Assessment; Historic Landscape Assessment; Statement of Community Engagement; Phase 1 Geotechnical and Contaminated Land Desk Study Report (Volumes 1 & 2); Phase 2 Geotechnical and Contaminated Land Desk Study Report; Phase 1 and 2 Ecological Surveys; Heritage Audit and Assessment; Landscape Management Framework; Character Study; Flood Risk Assessment; Planning Statement; Proposed improvements to Frenchay Park

Road and Begbrook Park (drg no.2442.18A), as all received by South Gloucestershire Council on 28th December 2012.

Design and Access Statement (as amended), as received by South Gloucestershire Council on 4th July 2013.

Addendum to Design and Access Statement, as received by South Gloucestershire Council on 20th November 2013.

Extent of Museum Plot for Freehold Transfer/adoption (drg no. SK025(, as received by South Gloucestershire Council on 26th November 2013.

Reason:

To ensure that the development is carried out in accordance with the approved plans in order to comply with the policies in the South Gloucestershire Local Plan.

2. Approval of the details of the layout, scale and appearance of the buildings and the landscaping of the site (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.

Reason

This is an outline permission only and the reserved matters shall be made to the Local Planning Authority.

3. Plans and particulars of the reserved matters referred to in the condition above, relating to the layout, scale and appearance of any buildings to be erected and the landscaping of the site, shall be submitted in writing to the Local Planning Authority and shall be carried out as approved.

Reason

This is an outline permission only and the reserved matters shall be made to the Local Planning Authority.

4. Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.

Reason

This is an outline permission only and the reserved matters shall be made to the Local Planning Authority.

5. The development hereby permitted shall be begun either before the expiration of three years from the date of this permission, or before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

Reason

This is an outline permission only and the reserved matters shall be made to the Local Planning Authority.

6. Applications for the approval of the reserved matters shall be in accordance with the design and scale parameters described within the amended Design and Access

Statement hereby approved notwithstanding the further additional information contained within the amended Addendum hereby approved

Reason:

To ensure a satisfactory external appearance of individual buildings and the wider development in the interests of the visual amenity of the area and to accord with Policies D1, H2, L1, L12 and L13 of the South Gloucestershire Local Plan (Adopted) January 2006.

7. No development shall commence until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydrogeological context of the development, has been submitted to and approved in writing by the Local Planning Authority (LPA). The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The drainage scheme shall also consider the potential impact on the existing and proposed landscaping site features. The drainage scheme shall also include details of how the scheme shall be maintained and managed after completion

Reason:

To prevent the increased risk of flooding, to improve and protect water quality, improve habitat and amenity, ensure future maintenance of the surface water drainage system and ensure the landscape character of the site is preserved, and to accord with Policies L17 and L18 of the SGLP (Adopted January 2006).

8. No development approved by this permission shall be occupied or brought into use until a scheme for the future responsibility and maintenance of the surface water drainage system has been submitted to and approved by the LPA. The approved drainage works shall be completed and maintained in accordance with the details and timetable agreed.

Reason:

To ensure adequate adoption and maintenance and therefore better working and longer lifetime of surface water drainage schemes, and to accord with Policies L17 and L18 of the SGLP (Adopted January 2006).

9. No development approved by this planning permission shall take place until a scheme that includes the following components to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the LPA:

1) A preliminary risk assessment which has identified:

- all previous uses,
- potential contaminants associated with those uses,
- a conceptual model of the site indicating sources, pathways and receptors,
- potentially unacceptable risks arising from contamination at the site.

2) A site investigation scheme, based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.

3) The results of the site investigation and detailed risk assessment referred to in (2) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.

4) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

Any changes to these components require the express written consent of the LPA. The scheme shall be implemented as approved.

Reason:

To prevent pollution of the water environment, and to accord with Policies EP1, L17 and L:18 of the SGLP (Adopted January 2006).

10. No occupation of each phase of development shall take place until a verification report demonstrating completion of works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved, in writing, by the LPA. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan (a long-term monitoring and maintenance plan”) for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action, as identified in the verification plan. The long-term monitoring and maintenance plan shall be implemented as approved.

Reason:

To prevent pollution of the water environment, and to accord with Policies EP1, L17 and L:18 of the SGLP (Adopted January 2006)

11. If, during development, contamination not previously identified is found to be present at the site then no further development shall be carried out until the developer has submitted a remediation strategy to the LPA detailing how this unsuspected contamination shall be dealt with and obtained written approval from the LPA. The remediation strategy shall be implemented as approved.

Reason:

To prevent pollution of the water environment, and to accord with Policies EP1, L17 and L:18 of the SGLP (Adopted January 2006)

12. No development approved by this permission shall be commenced until a scheme for prevention of pollution during the construction phase has been approved by the LPA. The scheme should include details of the following:
1. Site security.
 2. Fuel oil storage, bunding, delivery and use.
 3. How both minor and major spillage will be dealt with.
 4. Containment of silt/soil contaminated run-off.
 5. Disposal of contaminated drainage, including water pumped from excavations.
 6. Site induction for workforce highlighting pollution prevention and awareness.

Reason:

To prevent pollution of the water environment, and to accord with Policies EP1, L17 and L:18 of the SGLP (Adopted January 2006)

13. A management plan detailing plans to deal with noise and dust (as set out below) from the demolition and construction of the site should be submitted to and approved by the Local Planning Authority prior to any works being undertaken. All such details as approved shall be fully complied with.

Dust

This should adhere to the dust management plan as detailed in the Air Quality Assessment (published December 2012 Report No 1628/1/F1) as submitted in respect of this application.

Noise

The noise plan should include the following:

- a. Details of plant to be used including predicted noise levels
- b. Proposed noise monitoring points and maximum noise levels to be agreed with the Local Authority
- c. Compliance with British Standard 5228-1:2009 Code of Practice for Noise and Vibration Control on Construction and Open Sites is expected.
- d. Where the site is adjacent to residential or business premises, heavy plant, noisy equipment or operations and deliveries, should not take place outside the hours of;
 - Monday - Friday.....7.30 – 18.00
 - Saturday.....8.00 – 13.00.
 - No noisy activities on Sundays or Bank Holidays.
- e. Informing local residents of work to be undertaken and include a contact number in case of complaints
- f. Details of complaints received to be recorded and made available to the Local Authority upon request
- g. Pneumatic tools should be fitted with an integral silencer and/or purpose made muffler, which is maintained in good repair.
- h. Radio noise should not be audible at the boundary of the nearest neighbouring property.
- i. Any temporary oil storage tanks should be safely and securely sited so as to prevent pollution in the events of spills or leakage. It is also strongly recommended that any oil storage tank should be surrounded by an impervious oil/watertight bund having a capacity of at least 110% of the tank.

j. Neighbouring residential premises should be advised of any unavoidable late night or early morning working which may cause disturbance. Any such works should be notified to the Environmental Services Department on (01454) 868001 prior to commencement.

k. For sites with more than 5 houses, and for large industrial/commercial developments, it is strongly recommended that the applicant register the site under the "Considerate Contractors Scheme". Further information and an application form can be obtained by telephoning... Tel: (01920) 872837.

Saturday.....8.00 – 13.00.
No noisy activities on Sundays or Bank Holidays.

Reason:

To minimise disturbance to occupiers of neighbouring residential properties and to accord with Policy EP6 of the South Gloucestershire Local Plan (Adopted January 2006).

14. Prior to the first submission of any reserved matters application, a phasing plan to indicate scale and sequence of build out including relationship of dwellings to the delivery of infrastructure and facilities shall be submitted to the local planning authority for written approval. Such plan as approved shall be adhered to thereafter.

Reason:

To ensure that the development is carried out in accordance with the approved plans and so ensure the provision of community facilities, infrastructure and protection of existing landscape access can be co-ordinated, delivered and protected in order to comply with the policies in the South Gloucestershire Local Plan.

15. Prior to the commencement of development, a mitigation strategy for reptiles (slowworms) shall be submitted to the local planning authority for written approval. All works shall be carried out in accordance with the approved strategy.

Reason:

To accord with Policies L1 and L9 of the South Gloucestershire Local Plan (Adopted 2006).

16. Prior to the commencement of development, a mitigation strategy for hedgehogs shall be submitted to the local planning authority for written approval. All works shall be carried out in accordance with the approved strategy.

Reason:

To accord with Policies L1 and L9 of the South Gloucestershire Local Plan (Adopted 2006).

17. Prior to the commencement of development (which includes demolition works), an ecological and landscape management plan shall be submitted to the local planning authority for written approval. The plan shall accord with the approved masterplan and shall include details of the existing habitat to be safeguarded (trees, scrub, pond or hedges; and any new habitat to be created (species rich grassland, hedges, scrub). It

should also include a programme of monitoring of all works for a period of 5 years. All works shall be carried out in accordance with the approved plan.

Reason:

To accord with Policies L1 and L9 of the South Gloucestershire Local Plan (Adopted 2006).

18. Prior to the commencement of development, the landowner/developer shall submit to the local planning authority details of a suitably-experienced or qualified and licensed ecological 'clerk of works' who shall be appointed to oversee all works relating to ecology in addition to ensuring all works accord with the provisions of the relevant legislation or conditions.

Reason:

To accord with Policies L1 and L9 of the South Gloucestershire Local Plan (Adopted 2006).

19. Prior to the commencement of development, a mitigation strategy for badgers shall be submitted to the local planning authority for written approval. This shall include details of all works subject to the licensing provisions of the Protection of Badgers Act 1992. All works shall be carried out in accordance with the approved strategy.

Reason:

To accord with Policies L1 and L9 of the South Gloucestershire Local Plan (Adopted 2006).

20. Notwithstanding the submitted details, no development shall commence until a tree survey and arboricultural 'no dig' method statement with regard to the existing trees, has been submitted to and agreed in writing by the Local Planning Authority Arboricultural Officer, consistent with the proposed detailed layout. Thereafter the development shall be implemented in accordance with the agreed details. All tree works to be in accordance with BS5837 (2012).

Reason:

To ensure the existing trees and hedgerows are protected during the works and all tree works are carried out in accordance with best arboricultural practice and to accord with Policy L1 of the South Gloucestershire Local Plan (Adopted January 2006).

21. Notwithstanding the submitted details, no development shall commence until a Tree Protection Plan is submitted and the location of the tree protection fencing agreed in writing by the Local Planning Authority Arboricultural Officer. For the avoidance of doubt, the Tree Protection Plan shall accord with the proposed site layout to be agreed under condition and shall be in accordance with BS5837 (2012). Thereafter the development shall be implemented in accordance with the agreed details, with all tree protection fencing erected PRIOR to any site clearance works to . The Council must be notified when all the tree protection and cellular confinement is in place, to allow this to be checked on site and ensure that it is in accordance with the tree protection plan and 'no dig' construction method statements. The applicant's arboricultural consultant should oversee these works. All tree protection must be left in

place for the duration of the development and should not be moved without written authorisation by the Local Planning Authority Arboricultural Officer.

Reason

To avoid any damage to existing trees to be retained and ensure the existing trees and hedgerows are protected during the works, in accordance with best arboricultural practice, and to accord with Policy L1 of the South Gloucestershire Local Plan (Adopted January 2006).

22. A site specific Construction Environmental Management Plan (CEMP), shall be agreed in writing with the Local Planning Authority prior to commencement of work. The CEMP as approved by the Council shall be fully complied with at all times.

The CEMP shall address the following matters:

- (i) Procedures for maintaining good public relations including complaint management and public consultation
- (ii) Mitigation measures as defined in the British Standard – BS 5228: Parts 1 and 2 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance. Piling will not be undertaken and Best Practice alongside the application of BS 5228 shall be agreed with the LPA.
- (iv) The use of a ‘Considerate Contractors’ or similar regime for the site induction of the workforce highlighting pollution prevention and awareness.
- (v) Measures to control the tracking of mud off-site from vehicles.
- (vi) Measures to control dust and from the demolition and construction works approved along with land disturbance in general.
- (vi) Adequate provision of fuel oil storage, landing, delivery and use, and how any spillage can be dealt with and contained.

Reason

In the interests of residential amenity and to accord with Policy EP6 of the adopted South Gloucestershire Local Plan.

23. The hours of working on site during the period of construction shall be restricted to 07300hrs -1800hrs Monday to Saturday and no working shall take place on Sundays or Public Holidays. The term ‘working’ shall, for the purpose of clarification of this condition include: the use of any plant or machinery (mechanical or other), the carrying out of any maintenance/cleaning work on any plant or machinery deliveries to the site and the movement of vehicles within the curtilage of site.

Reason

To protect the amenities of the occupiers of nearby dwelling houses, and to accord with Policy E6 of the South Gloucestershire Local Plan (Adopted) January 2006.

24. Prior to the commencement of development details of the location of any construction compound to be provided on the site shall be submitted to and agreed in writing with the Local Planning Authority. Development shall be carried out in accordance with the agreed details.

Reason

To protect the amenities of the occupiers of nearby dwelling houses and protect the existing landscape features and ecology interest, all in accordance with Policies E3, E4, L1 and L9 of the South Gloucestershire Local Plan (Adopted) January 2006.

25. The submitted Travel Plan shall be implemented in accordance with the details set out therein within the first six months of full occupation. The occupier must supply the Council the name of the appointed person responsible for the implementation of the Travel Plan within this time frame

Reason

To encourage means of transportation other than the private car, to accord with Policy T12 of the South Gloucestershire Local Plan (Adopted) January 2006.

26. The developer shall appoint an archaeological contractor not less than three weeks prior to the commencement of any ground disturbance on site, and shall afford him or other archaeologist nominated by the Local Planning Authority access at all reasonable times in order to observe the excavations and record archaeological remains uncovered during the work. This work is to be carried out in accordance with the attached brief.

Reason

In the interest of archaeological investigation or recording, and to accord with Policy L11 of the South Gloucestershire Local Plan (Adopted) January 2006.

27. Notwithstanding the previously submitted details, including the illustrative details set out in the Design and Access Statement and Masterplan, due to the land that forms the immediate setting to Frenchay Park House and the Stable Block potentially falling out of any 'reserved matters' application and the outline application not including any detailed phasing plan, prior to commencement of development, a detailed hard and soft landscaping scheme is to be submitted to the Local Planning Authority for written approval which shall demonstrate a reduction and rationalisation the areas of car parking located within the immediate setting of the listed buildings (Frenchay Park House (also known as Sisters House) and Stable Block to Sisters House). The approved landscaping scheme shall be implemented prior to the occupations of the 200th residential unit.

Reason:

In order that the development serves to deliver the necessary enhancement identified with the Frenchay Conservation Area SPD and thereby serve to preserve and enhance the character and appearance of the Frenchay Conservation Area and preserve the setting of the listed buildings, in accordance with section 72(1) and 66(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990, national guidance set out at the NPPF and the Historic Environment Planning Practice Guide, and policies L12 and L13 of the Adopted South Gloucestershire Local Plan.

28. Prior to the commencement of development, a detailed landscaping scheme for the reinstatement of the tennis courts to the south-west of Frenchay Park House following their removal shall be submitted to the local planning authority for written approval. The tennis courts located to the south-west of Frenchay Park House shall be removed in their entirety and the land reinstated in accordance with the approved landscaping scheme by the occupation of the 100th dwelling and retained thereafter.

Reason:

In order that the development serves to deliver the necessary enhancement identified with the Frenchay Conservation Area SPD and thereby serve to preserve and enhance the character and appearance of the Frenchay Conservation Area and preserve the setting of the listed buildings, in accordance with section 72(1) and 66(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990, national guidance set out at the NPPF and the Historic Environment Planning Practice Guide, and policies L12 and L13 of the Adopted South Gloucestershire Local Plan.

29. Prior to the submission of the first reserved matters application a future management plan for the trees in the avenue, commenting upon cyclical re-pollarding and epicormic growth removal, as well as any gapping up that may be required is to be submitted to the local authority for written approval and shall also include details on the responsibility for the implementation of the management plan. All such details as approved shall be fully implemented.

Reason

To ensure the works are carried out in an appropriate manner and in the interests of the health and visual amenity of the tree, and to accord with The Town and Country Planning (Tree Preservation) (England) Regulations 2012 and policies L1 and L12 of the South Gloucestershire Local Plan (Adopted January 2006).

30. The reserved matters application shall include the whole of the Lime Tree Avenue within a single reserved matters application and the relevant reserved matters application that includes the surface changes to the Lime tree avenue shall include a method statement on the construction of the proposed cycle path beneath the trees along with a method statement on the demolition of the hard standing in this area.

Reason

To ensure the works are carried out in an appropriate manner and in the interests of the health and visual amenity of the tree, and to accord with The Town and Country Planning (Tree Preservation) (England) Regulations 2012.

31. All reserved matters applications seeking approval for matters concerning 'landscaping' shall include a detailed post development landscaping plan ensuring that the root protection areas remain in-tact and free from disturbance - i.e. ensuring no rotavation occurs within these areas.

Reason

To ensure the works are carried out in an appropriate manner and in the interests of the health and visual amenity of the tree, and to accord with The Town and Country Planning (Tree Preservation) (England) Regulations 2012.

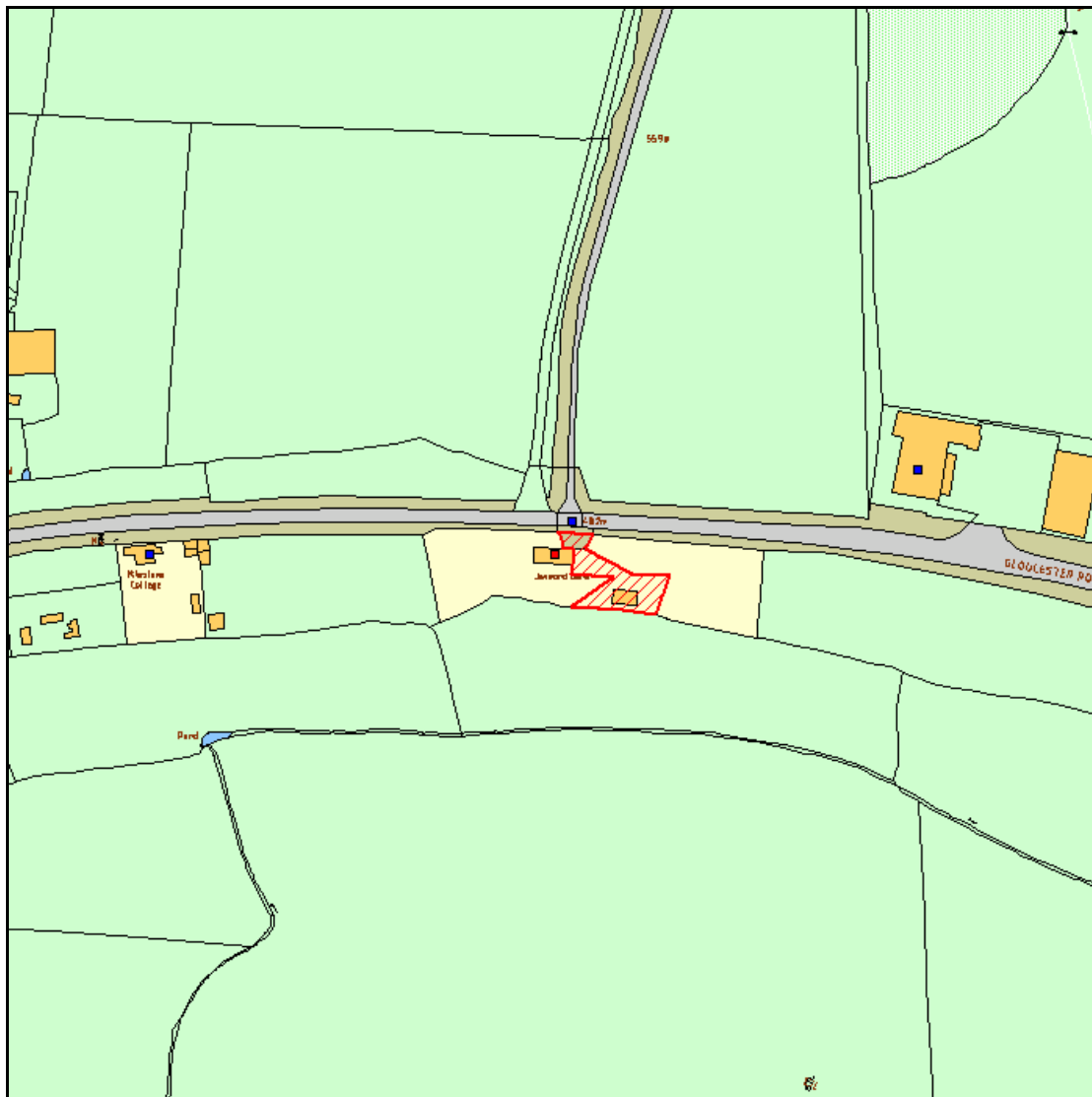
32. Any reserved matters application for the relevant parts of the application site shall make provision for the diversion of the regional cycle way route (RCR16) from Old Gloucester Road through the main site entrance before rejoining the existing route at Pearces Hill.

Reason

To encourage means of transportation other than the private car, to accord with Policy T12 of the South Gloucestershire Local Plan (Adopted) January 2006.

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PT13/3438/F	Applicant:	Mr And Mrs R.J. Garland
Site:	Jesmond Dene Old Gloucester Road Thornbury Bristol South Gloucestershire BS35 3UF	Date Reg:	22nd October 2013
Proposal:	Conversion of existing workshop/office building to residential dwelling (Renewal of permission PT10/2021/F).	Parish:	Thornbury Town Council
Map Ref:	366364 191502	Ward:	Thornbury North
Application Category:	Minor	Target Date:	12th December 2013



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 100023410, 2008. **N.T.S.** **PT13/3438/F**

REASON FOR REPORTING TO CIRCULATED SCHEDULE

This application has been referred to the Circulated Schedule following the receipt of an objection by Thornbury Town Council; the concern raised being contrary to the officer recommendation.

1. THE PROPOSAL

- 1.1 Planning permission PT10/2021/F was previously granted for the conversion of an existing garage/workshop building to a residential dwelling at Jesmond Dene, Gloucester Road, Thornbury. The permission has now expired and the current application merely seeks a renewal of the permission that was previously granted.
- 1.2 The application site forms part of the residential curtilage associated with Jesmond Dene, a two storey modern detached dwelling located within a large, elongated curtilage fronting directly onto Gloucester Road. The property benefits from a large garden to the west and east of the dwelling. The building to be converted is centrally located, is one and a half storeys high and used for storage/workshop purposes. Until recently a ground floor room was also used for office purposes, in association with a groundworks company formerly run by the applicant's son.
- 1.3 The size of the building itself is quite substantial, measuring 16m in width, 6.5m in depth, with a ridge height of 5.2m; and constructed of natural stone. The rear elevation of the building is in close proximity to the rear boundary, which backs onto open countryside.
- 1.4 The area of the site is characterised by sporadic, linear development that follows Gloucester Road. The locality is rural in nature and the site lies outside any defined settlement boundary.
- 1.5 As previously approved, it is proposed to convert the existing building into two-bed, residential accommodation. The only external works relate to the existing double height barn doors being replaced by French doors and the insertion of a first floor window. Numerous small roof-lights are also proposed. An office would be retained on the ground floor, thus providing an element of live/work to the proposal.

2. POLICY CONTEXT

2.1 National Guidance

The National Planning Policy Framework (NPPF) 27th March 2012

2.2 Development Plans

The South Gloucestershire Local Plan Core Strategy (Adopted) Dec 2013

CS1 High Quality Design
CS34 Rural Areas

South Gloucestershire Local Plan (Adopted) January 2006

E6	Employment Development in the Countryside
H4	Development Within Existing Residential Curtilages, Including Extensions and New Dwellings
H10	Conversion and Re-use of Rural Buildings for Residential Purposes
T8	Parking Standards
T12	Transportation Development Control Policy for New Development

2.3 Supplementary Planning Guidance

South Gloucestershire Design Checklist (Adopted)

South Gloucestershire Council Residential Parking Standards (Adopted) 2013.

3. RELEVANT PLANNING HISTORY

- 3.1 N8656 Erection of garage and private workshop.
Approved 5 May 1983.
- 3.2 P91/2214 Erection of single-storey rear extension to form conservatory.
Approved 9 Aug. 1991
- 3.3 P98/1808 Erection of replacement garage.
Approved 10 July 1998.
- 3.4 PT10/2021/F Conversion of existing garage to residential dwelling.
Approved 3 November 2010

4. CONSULTATION RESPONSES

- 4.1 Thornbury Town Council
Objection: the proposed development is outside the town development boundary.

It is noted that the Town Council did not raise any objection to the originally approved scheme PT10/2021/F.

- 4.2 Other Consultees

Sustainable Transport

No objection.

Other Representations

- 4.3 Local Residents
No response received.

5. ANALYSIS OF PROPOSAL

5.1 Principle of Development

Given that planning permission was previously granted, the acceptance in principle of the scheme has already been established; nevertheless officers must consider if there have been any changes to Policy in the interim. The application site lies within the existing residential curtilage associated with the property known as 'Jesmond Dene'. It is located outside any defined settlement boundary; within the open countryside. The previously approved application PT10/2021/F was originally submitted on the basis of a live/work residential dwelling but following detailed analysis of the proposal it was apparent that it would be unreasonable to expect the premises to be converted to business re-use, as demonstrated below.

5.2 Rural Economy Issues

Advice contained within the NPPF now sets out national objectives for planning in rural areas. Sustainable development is the core principle underpinning land use planning. The NPPF para. 51 states that local planning authorities should bring back into residential use empty buildings. LPA's should normally approve planning applications for change to residential use and any associated development from commercial buildings where there is an identified need for additional housing in that area, provided that there are not strong economic reasons why such development would be inappropriate. It is also noted that the government have recently introduced new permitted development rules that allow offices to be converted to residential use (see GPDO Class J).

5.3 National and local planning policy advice makes the presumption in favour of the conversion of rural buildings for purposes that make a positive contribution to the rural economy. This is reflected in Policy H10 of the adopted local plan, which specifically relates to conversion and re-use of rural buildings for residential purposes, setting out the relevant policy criteria. All applications should be accompanied by a supporting statement that demonstrates that every reasonable attempt has been made in order to secure a suitable business re-use for the building and has failed, and should include details on the steps taken to market the building, copies of press adverts and letters of confirmation from estate agents. Alternatively, any conversion to residential use should also be part of a scheme for business re-use. Buildings should also be capable of conversion, be in keeping with their surroundings, have no harmful effect on the character of the countryside and be well related to an existing settlement or other groups of buildings.

5.4 With regard to the issue of business re-use, the proposal under PT10/2021/F was originally submitted as a live/work unit for the applicant's son. Supporting information demonstrated that for the previous ten years or so the applicant's son had administered his ground working business (Malagold Construction Limited) from part of the premises, with the remainder in use for domestic storage. Due to the recession his business went into receivership in 2009 and he has had to sell his house and reside with his parents at 'Jesmond Dene'. He is attempting to build a further business (Keswith Construction), with the same

- amount of workspace, whilst utilising the storage space for residential purposes.
- 5.5 As previously, the application proposes three rooms on the ground floor comprising a kitchen/diner, hall/study and office with two bedrooms and bathroom above. In terms of floor area, approximately 110m² of the proposal is given over to residential floor space and 36m² allocated for employment workspace. This gives a ratio of 75:25 in favour of residential floor space. In providing a live/work unit, the ratio of residential floor space should be a subordinate part of any conversion to business re-use. In this instance clearly the residential use is the predominant nature of the development. However, as the building falls within the existing curtilage of 'Jesmond Dene' its use is already residential, albeit ancillary to the main dwelling. Although the property has not been marketed, a marketing appraisal was previously undertaken by ETP Property Consultants. The findings of the appraisal showed that the locality of the property was not a recognised commercial destination and the amount of competing space within the Greater Bristol area was considerable; officers consider that this situation would not have changed in the interim. Broadly speaking, the office market remains the worst performing commercial sector, with take up and enquiry levels considerably lower than the industrial and retail markets. Given the rural location of the site and the fact that it is located within an existing residential curtilage, there is little prospect of attracting a viable tenancy.
- 5.6 In addition, the access runs directly adjacent to the side elevation of 'Jesmond Dene'. The building is also within close proximity to the main property and within the existing residential curtilage. This is a significant constraint on full economic use. It is therefore considered that the conversion of the building in what is already a residential use would not result in any demonstrable harm. The use solely as a dwelling would also avoid any possible adverse impact to residential amenity in terms of noise, disturbance and privacy issues.
- 5.7 Policy CS34 of the Core Strategy is also material to the determination of the application. This policy relates to the provision and safeguarding of sufficient land and premises for a range of employment opportunities of a scale appropriate to a settlement or locality where the scale and environmental impact is consistent with the rural location
- 5.8 It is considered that the use of the building for residential only is the only viable option having regard to its location within a residential curtilage and its relationship to the main dwelling.
- 5.9 Condition of Building and Appearance
The outbuilding is of good structural condition and capable of conversion without major or complete reconstruction. The appearance of the building would also largely remain unaltered, with only minor cosmetic changes. The front of the building is constructed of natural stone and it is not unattractive in appearance. Due to the single storey nature of the building and existing boundary treatment, the proposal is not considered to be intrusive within the street scene. In addition, as the land is already garden the character of the land will remain unchanged. It will however, (as with the previous consent), be

appropriate to impose conditions requiring the removal of permitted development rights.

5.10 Proximity to buildings

The building forms part of the linear development that is evident along the whole stretch of this part of Old Gloucester Road and as such complies with this criterion.

5.11 Transportation

The site access can accommodate any vehicle movements associated with the dwelling and the proposed parking and turning arrangements are for both the existing and proposed dwelling, comply with the recently adopted Residential Parking Standards. There are therefore no transportation objections.

5.12 Environmental Issues

The site is not prone to flooding. The mains sewer and existing drainage system would be utilised.

6. CONCLUSION

6.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, Local Planning Authorities are required to determine applications in accordance with the policies of the Development Plan, unless material considerations indicate otherwise.

6.2 The recommendation to grant planning permission has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted) January 2006 set out above, and to all the relevant material considerations set out in the report.

6.3 Given that the scheme has previously been granted planning permission and that there has been no change of circumstances in the interim that persuade officers to take a contrary view (indeed the new permitted development rights if anything support the proposal further) the permission should be renewed.

7. RECOMMENDATION

7.1 That planning permission be GRANTED, subject to the conditions listed on the decision notice.

Contact Officer: Roger Hemming
Tel. No. 01454 863537

CONDITIONS

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

To comply with the requirements of Section 91 of the Town & Country Planning Act 1990 (as amended).

2. The stone work to be used externally in the development hereby permitted shall match that of the existing building in type, colour, texture, size, coursing and jointing.

Reason

To ensure a satisfactory standard of external appearance and to comply with Policy CS1 of The South Gloucestershire Local Plan Core Strategy (Adopted) Dec 2013.

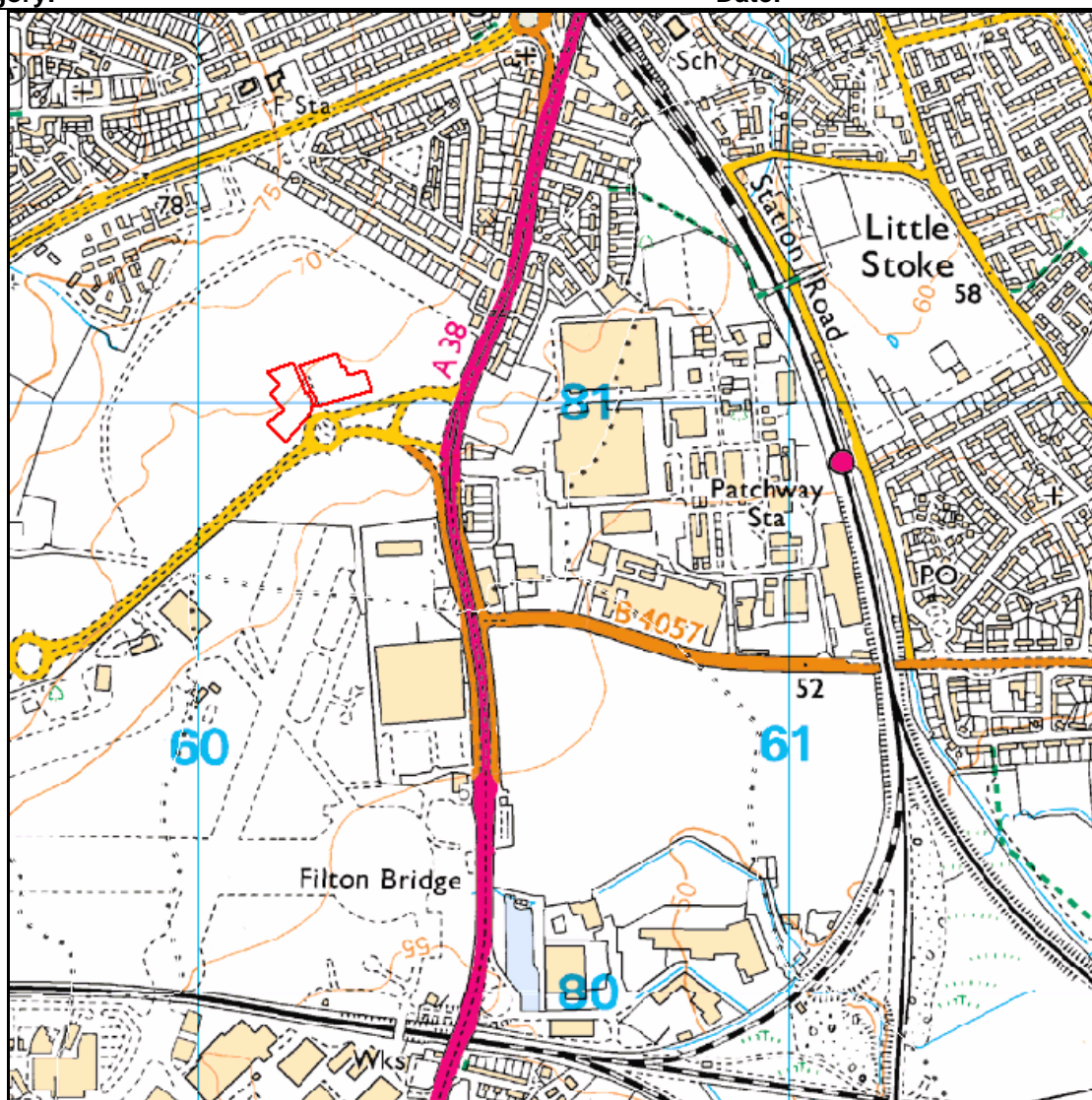
3. Notwithstanding the provisions of Schedule 2 of the Town & Country Planning (General Permitted Development) Order 1995 (as amended) (or any Order revoking and re-enacting that Order with or without modification) no development as specified in Part 1 (Classes A, B, and E), or any minor operations as specified in Part 2 (Class A), other than such development or operations indicated on the plans hereby approved, shall be carried out without the prior written consent of the Local Planning Authority on either the application site and the areas outlined in blue to the east and west of the site, as indicated in approved drawing PL0216/00.

Reason

The site is located within the open countryside on a restricted plot and any further extension/alteration would require further detailed consideration in order to safeguard the visual amenities of the locality, and to accord with Policy H10 of the South Gloucestershire Local Plan (Adopted) January 2006 and Policy CS1 of The South Gloucestershire Local Plan Core Strategy (Adopted) Dec 2013.

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PT13/4148/RM	Applicant:	Goodman
Site:	Plots MU5 And MU6 Charlton Hayes Northfield Filton Aerodrome South Gloucestershire BS34 5AG	Date Reg:	19th November 2013
Proposal:	Mixed use development comprising the erection of 56 no. dwellings (including 8 no. flexible residential/employment use units) and 1 no. employment/retail units with layout, access, parking, scale and associated works. (Approval of Reserved Matters apart from landscaping and appearance to be read in conjunction with Outline Planning Permission PT03/3143/O).	Parish:	Patchway Town Council
Map Ref:	359970 181284	Ward:	Patchway
Application Category:	Major	Target Date:	14th February 2014



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REASON FOR REPORTING TO CIRCULATED SCHEDULE

This application appears on the Circulated Schedule as representations have been made contrary to the Officer's recommendation.

1. THE PROPOSAL

- 1.1 The application seeks reserved matters consent for a mixed use development comprising the erection of 56 no. dwellings (including 8 no. flexible residential/employment use units) and 1 no. employment/retail units with layout, access, parking, scale and associated works. (Approval of Reserved Matters apart from landscaping and appearance to be read in conjunction with Outline Planning Permission PT03/3143/O).
- 1.2 The proposal includes the development areas MU5 and MU6 that form part of 'phase 1' of the Charlton Hayes development which has an agreed detailed master plan and design codes. The site wide master plan & Design & Access Statement identify parcels MU5 & MU6 as 'mixed-use'. The site is at the eastern end of the Charlton Hayes development, just to the north of the main roundabout off Gloucester Road. The mix of residential units range from 1 and 2 bed flats to 2, 3 and 4 bed houses. The proposals include 18 affordable units, which comprise of 1 and 2 bed flats and 2, 3 and 4 bed roomed houses which results in 33.3% affordable housing. Adjacent to the development in the north east corner of parcel MU6 and in the north west corner of parcel MU5 lies existing residential development.
- 1.3 A full reconsultation was carried out following the receipt of revised plans that were submitted due to Officer's concerns in relation to urban design and affordable housing.

2. POLICY CONTEXT

2.1 National Guidance

National Planning Policy Framework 2012
Technical Guidance to the National Planning Policy Framework 2012

2.2 Development Plans

South Gloucestershire Local Plan (Adopted) January 2006

EP2 Flood Risk and Development
L1 Landscape Protection and Enhancement
L11 Archaeology
LC1 Provision for Built Sports, Leisure and Community Facilities
LC2 Provision for Education Facilities
M1 Site 4 Major Mixed Use Development Proposals at Northfield
T12 Transportation Development Control Policy
T7 Cycle Parking
T8 Parking Standards

South Gloucestershire Local Plan: Core Strategy (Adopted) 2013

- CS1 High Quality Design
- CS2 Green Infrastructure
- CS5 Location of Development
- CS6 Infrastructure and Developer Contributions
- CS7 Strategic Transport Infrastructure
- CS8 Improving Accessibility
- CS9 Managing the Environment and Heritage
- CS15 Distribution of Housing
- CS16 Housing Density
- CS17 Housing Diversity
- CS18 Affordable Housing
- CS24 Green Infrastructure, Sport and Recreation Standards
- CS35 Communities of the North Fringe of Bristol Urban Area

2.3 Supplementary Planning Guidance

- Residential Parking Standards SPD (Adopted) 2013
- South Gloucestershire Design Checklist (Adopted) 2007

3. **RELEVANT PLANNING HISTORY**

- 3.1 PT03/3143/O Major mixed-use development across 81.25 hectares of land comprising 2,200 new dwellings, 66,000 sq m of employment floor space (B1, B2 and B8), 1,500 sq m of A1, A2, A3, A4 and A5 floor space: together with the provision of supporting infrastructure and facilities including; new vehicular and pedestrian accesses to Highwood Road, new link road, public open space, primary school, community building, hotel (C1) (Outline). Approved following signing of S106 agreement March 2008.
- 3.2 PT12/3603/RM Construction of internal roads and associated works (Approval of reserved matters to be read in conjunction with outline planning permission PT03/3143/O). Approved June 2013.

4. **CONSULTATION RESPONSES**

4.1 Patchway Town Council

No objection raised.

4.2 Other Consultees

Affordable Housing

No objection.

Archaeology

No objection.

Barton Willmore (Writing on behalf of Bovis Homes)

Object due to the following reasons:

- Loss of employment uses
- Application contrary to the approved masterplan and outline permission
- Compromises delivery of employment uses across wider site

Ecology

No objection.

Economic Development

No objection.

Environment Agency

No objection subject to informative stating that the site wide drainage must be resolved before any further approval.

Landscape Officer

No objection.

Planning Enforcement

No objection.

Transportation

No objection subject to condition.

Urban Design

No objection subject to conditions.

Other Representations

4.3 Local Residents

Five letters of objection received raising the following concerns:

- Not enough visitor parking on Charlton Hayes
- Contractor vehicles blocking roads
- Cars parked on Sparrowbill Way will narrow road
- Roads need widening
- Lots of congestion
- Sparrowbill Way/Boulevard junction is too sharp

Two letters of general observations received raising the following:

- Development is next to (approx 500m) of active Emergency Services Heliport therefore complaints from new residents about legitimate helicopter operations and property overflight should be treated with caution. At present, the development and the helicopter operations appear to pose no safety hazard to each other unless development height extends above 60m or the use of explosives or bright lighting is proposed.
- Wonder if application contains primary school proposal.

5. **ANALYSIS OF PROPOSAL**

5.1 Principle of Development

The original site-wide master plan for parcels MU5 and MU6 was for mixed use development (residential and employment in an approximate 50/50 split), however this was altered by an amendment to include mostly residential only on the detailed phase 1 master plan, which was approved by the Development Control West Committee on 27th March 2014. This overcomes concern raised by Bovis Homes. The proposal therefore accords with the uses as set out in the amended Phase 1 master plan.

5.2 The proposal in terms of indicative density, perimeter block form and street typology accords with the site wide Design and Access Statement and phase 1 design code.

5.3 Given the above, it is considered that the principle of development is acceptable. The proposal is therefore acceptable overall subject to the following detailed assessment:

5.4 Urban Design and Visual Amenity

The general arrangement of buildings is considered to accord with the Design Code and is therefore acceptable. The layouts show flat units over car ports (plots 24 & 27) within the parking courts. These are welcome as they divide the proposed court from the existing parking court and provide additional surveillance and security into the courtyards. The location of the tallest buildings are placed in key focal locations and this represents a visual articulation and linear definition of the boulevard.

5.5 Phase 1 of the Charlton Hayes development is subject to a sustainability strategy. This strategy is previously approved. The strategy broadly comprised 150 Ecohomes 'very good' homes and 20 prototype houses. The strategy does not require any prototype houses within parcels MU5 or MU6.

5.6 The scheme proposes 8 "adaptable" units, 4 on each parcel that will front onto the Boulevard. These units will retain residential use at first floor and second floor level but at ground floor level will be able to be used for either residential use or for selected A1, A2 or B1(a) uses. The units have been specially designed with alternative uses in mind and clear principles that show an

'adaptable' space to the front of the property. The scope of the use classes proposed is intended to provide enough flexibility to allow for the possibility of some 'vibrancy' evolving, whilst not undermining residential amenity, on what will be a key pedestrian route between the enterprise area to the south and Patchway Town Centre to the north. A condition will be required restricting the amount of floor space allowed for commercial use and the types of use allowed. All units are also proposed to comply with code level for sustainable homes level 3 including meeting the energy element in respect of homeworking features.

5.7 Transportation

Internal parking courts are provided to both MU5 and MU6 serving the surrounding new development. Spaces are numbered to specifically allocate car space to specific houses, apartments or business/retail units. The parking courts will be landscaped (details to follow in subsequent reserved matters application) and surveillance provided by overlooking buildings is considered adequate. A condition will be attached to the decision notice ensuring the full parking allocation is satisfied in accordance with the Council's adopted Residential Parking Standards SPD. Overall, the proposed access and parking arrangements is considered to comply with the Phase 1 Design Code.

- 5.8 Concern has been raised by local residents in regard to congestion and highway safety on Sparrowbill Way. It is noted that much of this concern relates to contractor and construction vehicles which is unfortunately inevitable when large scale construction work is on-going. It is also noted that Sparrowbill Way is located outside of the application site and so little weight can be given to issues that do not directly affect the proposal under consideration. The road layout is considered acceptable in parcels MU5 and MU6 and so for the aforementioned reasons the proposal is acceptable in terms

5.9 Residential Amenity

To the north and east of the application site residential development is already in situ. The proposed development to the north and east of parcels MU5 and MU6 is set well back from the connecting roads in between the proposed and existing development. This "buffer" including the road itself means that there is sufficient distance between habitable room windows so as to avoid undue loss of privacy or adverse overbearing impact. The site itself has a layout that ensures an acceptable level of residential amenity would be enjoyed by occupants in regard to overbearing impact, overlooking and garden sizes.

5.10 Affordable Housing

The proposal includes 18 affordable housing units, which represents 33.3% affordable housing. The Housing Enabling Officer has confirmed that the reserved matters application reflects the affordable housing masterplan mix in terms of unit types, as well as overall numbers. The proposed clustering and the unit sizes are in accordance with the S106. As such, the affordable housing elements of the scheme are appropriate.

5.11 Drainage

The Environment Agency have raised no objection to the scheme on the understanding that further reserved matters applications will be required for landscaping and appearance. The site-wide drainage strategy in pursuance of condition 26 on outline permission PT03/3143/O has yet to be approved. The Environment Agency has made an exception in not objecting to this application because the applicant intends on selling parcels MU5 and MU6 to another developer and therefore it is unlikely this particular scheme will be implemented in the near future.

- 5.12 It is therefore considered that the application is acceptable in terms of drainage. The drainage strategy for the site is controlled through condition 26 on the outline consent. An informative will be provided on the decision notice notifying of the need to comply with the appropriate condition and stating that no further approval will be given until the condition is formally discharged by the Council.

5.13 Other Matters

Archaeology and Ecology

The site is not covered by any statutory or non-statutory nature conservation designations, although Filton Wood Site of Nature Conservation Interest (SNCI) lies within the North Field/Charlton Hayes Masterplan area. There are no ecological constraints to granting planning permission subject to an informative regarding development only taking place outside nesting season in order to avoid disturbing breeding birds. There are no archaeological issues associated with this application as the archaeological mitigation has already been dealt with as part of the outline application.

6. CONCLUSION

- 6.1 The proposals are in accordance with the site wide Design and Access Statement, the Phase 1 masterplan and the Phase 1 Design Codes. The principle of development is acceptable. Following amendments to the scheme, the urban design, transportation and residential amenity elements of the scheme are acceptable. The affordable housing elements of the scheme accord with the S106 and the affordable housing masterplan. As such, there is no reason to withhold reserved matters consent and permission is recommended.

7. RECOMMENDATION

- 7.1 That the reserved matters consent is **GRANTED** subject to the following conditions.

Contact Officer: Will Collins
Tel. No. 01454 863425

CONDITIONS

1. The ground floor areas within the adaptable units hereby approved as identified on plan TP 11 Rev A "Adaptable House Type" received 3rd April 2014, shall be used for Use Classes A1, A2 or B1(a), or as residential accommodation as a single integrated unit and shall not be subdivided without the approval, in writing, of the Local Planning Authority. For the avoidance of doubt the ground floor use hereby permitted shall not be used independently of the dwelling houses, which will remain as one planning unit in mixed use (Sui Generis) or residential (C3).

Reason

The site lies within a residential area and the use of the site has been restricted in order to accord with Policy T12 of the South Gloucestershire Local Plan (Adopted) January 2006. Any other use would require further consideration by the Council. Any increase in the size of area used for business purposes would require further consideration by the Council.

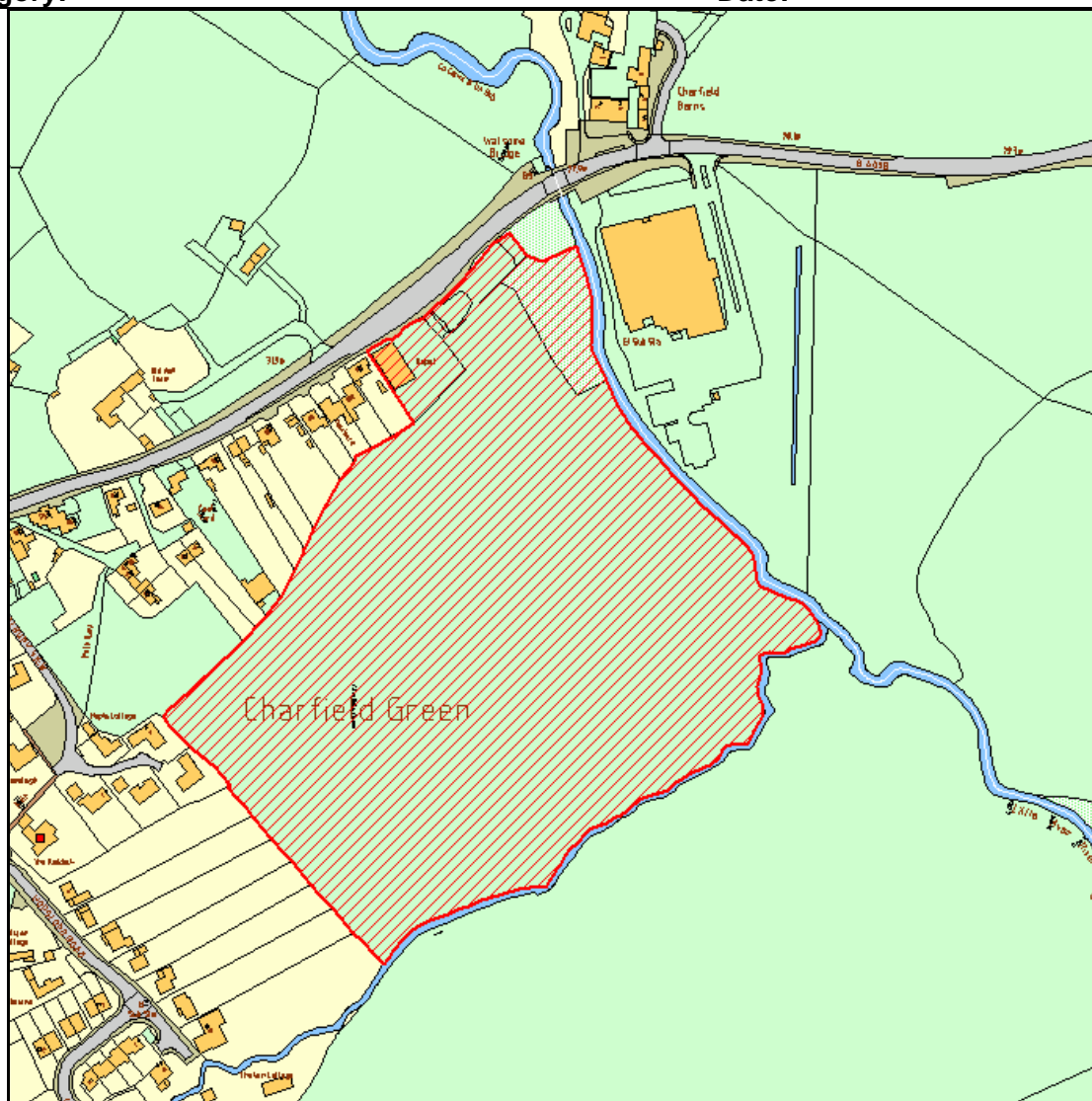
2. Notwithstanding the submitted drawing TP 006 rev E received 3rd April 2014, a revised drawing showing a further 10 parking spaces to be provided on parcels MU5 and MU6, shall be submitted to, and approved in writing by the Council prior to the commencement of development. Development shall be carried out in accordance with the agreed details.

Reason

To ensure that the minimum parking standard is met in compliance with Policy T12 of the South Gloucestershire Local Plan (Adopted) 2006 and the South Gloucestershire Residential Parking Standards SPD 2013.

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PT13/4182/O	Applicant:	Gladman Developments Ltd
Site:	Land South Of Wotton Road Charfield Wotton Under Edge South Gloucestershire	Date Reg:	19th November 2013
Proposal:	Erection of 106 no. dwellings, access, parking, public open space with play facilities and landscaping (outline) with access to be determined. All other matters reserved.	Parish:	Charfield Parish Council
Map Ref:	372585 192235	Ward:	Charfield
Application Category:	Major	Target Date:	13th February 2014



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REASON FOR REPORTING TO CIRCULATED SCHEDULE

This application appears on the Circulated Schedule as representations have been made contrary to the Officer's recommendation.

1. THE PROPOSAL

- 1.1 The applicant seeks outline planning permission for the erection of 106 no. dwellings, access, parking, public open space with play facilities and landscaping (outline) with access to be determined. All other matters are reserved.
- 1.2 A Screening Opinion under the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011 has been undertaken for this proposal and it was determined that an EIA was not required.
- 1.3 The site lies on the eastern edge of Charfield, outside the defined village settlement boundary, and comprises of a pastoral field approximately 6 hectares in size. The site is south of Wotton Road with access proposed off this road in the northernmost corner. On the northern boundary of the field is an established hedgerow with existing houses on Wotton Road that have long gardens that back onto the site. Inside the site to the north lies an existing building depot. The eastern site boundary is defined by the Little River Avon set within mature woodland which separates the site from adjacent Renishaws. To the south is more established vegetation and some large trees with a field and open countryside beyond. Finally, the western boundary has two modern houses situated close to the site and then the backs of the long gardens that serve eight detached houses off Horsford Road.
- 1.4 The proposal, albeit the layout is not proposed for determination at this stage, would see the existing field access utilised, provision for an equipped play area, a green buffer along the eastern boundary of the site with informal open space and proposed footpath links and a green corridor running horizontally across the site. A Design and Access Statement accompanies this application.
- 1.5 The proposal, according to the submitted supporting information, would include affordable housing at 35% of the housing quantum. Further supporting information includes a Transport Assessment and Travel Plan, Ecological Report, Archaeology Report, Landscape and Visual Appraisal, Flood Risk Assessment, Statement of Community Involvement, Arboricultural Report and Planning Statement.
- 1.6 The proposal was originally for outline permission of up to 140 dwellings, however this number was reduced to 106 following Officer's concerns in regard to design, landscaping and ecology. A revised set of drawings and information have been submitted and a 10 day reconsultation was carried out on these plans on 10th February 2014.

2. POLICY CONTEXT

2.1 National Guidance

National Planning Policy Framework 2012
Technical Guidance to the National Planning Policy Framework 2012
National Planning Practice Guidance 2014

2.2 Development Plans

South Gloucestershire Local Plan (Adopted) January 2006 (saved policies)

EP2 Flood Risk and Development
H3 Residential Development in the Countryside
L1 Landscape Protection and Enhancement
L9 Species Protection
L11 Archaeology
L13 Listed Buildings
L16 Protecting the Best Agricultural Land
LC1 Provision for Built Sports, Leisure and Community Facilities
LC2 Provision for Education Facilities
T12 Transportation Development Control Policy
T7 Cycle Parking
T8 Parking Standards

South Gloucestershire Local Plan: Core Strategy (Adopted) 2013

CS1 High Quality Design
CS2 Green Infrastructure
CS5 Location of Development
CS6 Infrastructure and Developer Contributions
CS7 Strategic Transport Infrastructure
CS8 Improving Accessibility
CS9 Managing the Environment and Heritage
CS15 Distribution of Housing
CS16 Housing Density
CS17 Housing Diversity
CS18 Affordable Housing
CS23 Community Infrastructure and Cultural Activity
CS24 Green Infrastructure, Sport and Recreation Standards
CS34 Rural Areas

2.3 Supplementary Planning Guidance

Residential Parking Standards SPD (Adopted) 2013
South Gloucestershire Design Checklist (Adopted) 2007
Affordable Housing and Extra Care Housing Draft Supplementary Planning Document

2.4 Other Material Documents

The Charfield Village Plan 2013

3. **RELEVANT PLANNING HISTORY**

- 3.1 PT13/031/SCR - Residential development of up to 150 dwellings. Screening Opinion adopted 30th September 2013. EIA not required.

4. **CONSULTATION RESPONSES**

4.1 Charfield Parish Council

This outline planning application was considered at the Full Meeting of Parish Council on the evening of 10th December 2013. The Parish Council was pleased to read the inspectors comments regarding the Core Strategy and having attended Core Strategy Briefing earlier in month were waiting for its formal adoption.

Having paid close attention to the Core Strategy proceedings, EIP and reports over the years – Councillors were particularly encouraged by the inspector's view where he stated:-

'I consider it would be most undesirable to continue the piecemeal process of allocating additional (residential) land through representation made to the Core Strategy....because these are unlikely to be the only choices available or necessarily the best locations for development'.

At the meeting – Councillors listened to views and concerns of several residents and at time of meeting there were approximately 50 objections already logged online with S Gloucestershire Council from local parishioners. The Parish Council resolved to OBJECT to the plans, (minute ref:-9963/13), under the following headings:-

- 1) Planning Policy
- 2) Community Views / Village Plan
- 3) Affordable Housing
- 4) Sustainability
- 5) Infrastructure
- 6) Environmental

1) Planning Policy

The proposal is contrary to the provisions of the approved Core Strategy (11/11/13) for South Glos Council, it lies outside the long established development boundary. Policy CS5(5) sets out policy for the location of development in rural areas, and establishes that communities will be empowered to shape the future of their local area through Neighbourhood Planning. Only small scale development will be permitted within the development boundaries of the villages defined on the Proposals Map, boundaries which will be maintained and reviewed through the Places Sites and Policies Development Plan Document (PSP DPD) which is currently being prepared by SGC in partnership with stakeholders – including Parish and Town Councils. Taking into account Governments commitment to 'Localism' and 'Community Led Planning' the Parish Council felt it would be very short-sighted

for planning to be granted on such a scale outside the development boundary and would reflect badly on the planning system as a whole.

As a final note regarding Planning Policy – considering the inspectors conclusions (noted above) it is felt that there are no ‘material considerations’ that would justify overriding the Core Strategy.

2) Community Views / Village Plan

After 2 years of hard work, community engagement and involvement by the Village Plan Steering Group – the Parish Council adopted the Charfield Village Plan earlier this year. The response rate to the survey was 60% which was a great achievement – and gives great weight to the views of villagers as to what their future aspirations are for Charfield. The concluding report states, under heading of ‘Development’, that any new developments should be ‘small in scale’, carefully integrated and ‘in keeping with the village’ and it is felt that this really should be taken into consideration (something this application simply does not).

Following on from adoption of village plan – the Parish Council have been working on the actions that they agreed to. These being to carry out a Housing Needs Survey (more in next section) and establishing what the next stages should be – is a full blown Neighbourhood Plan the way forward – or can the objectives of the village be reached via working with S Glos on the PSP DPD? As the Parish Council have expressed on previous applications – they feel they have come a long way since 2011 when they signed up to do a Community Led Plan – and they would like to be allowed to complete the journey via PSP DPD route and get a truly bottom up approach to development – in order to get what the village wants and needs as they believe this is the true meaning of ‘Localism’.

3) Affordable Housing

As mentioned in the summer of 2013 a Housing Needs Survey was carried out – a joint venture between S Glos Council, Charfield Parish Council and the Village Plan Steering Group. We aren’t in possession of the full results yet – but the top line figures are demonstrating a fairly low need for housing (25 % return for the 1st part of questionnaire 9% for the second part where the need is demonstrated). With recent schemes that have been completed this year in the village through infilling it is felt that currently need is met and can be monitored and met better by completing PSP DPD and getting what villagers really need something that this application doesn’t offer.

4) Sustainability

The Parish Council believes this site would be a bad choice for S Glos Council. A significant amount of trips from development would be car based and would add to congestion and pollution. In order for a development to be viewed as ‘sustainable’ future residents should be able to have good access to public transport, cycle networks and amenities should be within walking distance. This isn’t the case at all in Charfield. The only public transport being buses – and the service is very limited both to Gloucester in the North and Bristol in the South

(and it is anticipated that due to cost cutting some further routes could be reduced).

The B4509 is a busy road – particularly at rush hour. The road is too narrow / restrictive to allow for cycle lanes and the footpaths don't extend along the whole of the road. This makes cycling and walking difficult – particularly for parents / children going to school – either primary or secondary. Charfield is too far away from the main cycle networks on the N Bristol fringe – and thus cycling into work would be feasible for only a few keen people – and not an option for most.

5) Infrastructure

There are limited places at the local primary school – definitely not enough to accommodate children from a large scale development such as that being proposed. There are limited facilities in the village of Charfield, in the New Year the Post Office is moving to the shop on the Manor Lane Estate and the shop on Wotton Road (where the current Post Office is) will close. One of the pubs has just reduced in size and gone for change of use for half of the building and there are no facilities such as doctor's / dentists. Villagers have to travel over the border into Stroud District council and village of Wotton under Edge – and they are concerned over impact that a large development as this would have – as they struggle already with traffic and parking. Wessex Water has voiced concern over the capacity they have within their systems.

There are limited job opportunities locally – so people would have to commute out of the village and thus it would become truly a commuter village and the community feeling and engagement that people work hard to foster would be futile.

6) Environmental

As well as air and litter pollution due to increased amount of traffic – there would be noise and light pollution to contend with both during construction if plans were approved and ongoing following completion. However, the areas of most concern to the Parish Council were the issues that such a development would have on flooding. They feel any development would increase the risk of flooding, as the northern part of the application site is liable to flood. The proposed access to development being along an area of land that flooded in 2012 – destroying river banks of the Little Avon and leading to flooding of the Wotton Road and also further down the Little Avon and Charfield Mills.

The Parish Council recognize that developer could address these issues via carrying out flood alleviation works – but surely areas where these measure need to be taken should only be considered as a last resort, and as S Glos can demonstrate that they have a 5 year land supply – they don't need to consider such sites.

There is also the worry about the effect that development of this site would have on the landscape and views not only as you enter the village from Wotton – but from several vantage points along the Cotswold way – it would dramatically change the landscape and Councillors felt this would have a detrimental effect on the rural character of the area.

There is the impact on the wildlife corridor to consider as well – as the Little River Avon provides habitats for lots of different creatures – and developing this area as such would surely have a damaging effect.

For the reasons discussed (and the Parish Council could go into further detail – but felt that these were the most pressing issues) the Parish Council OBJECT to the outline planning for up to 140 houses on this site – known as Charfield Green and would urge S Glos Planning to take the same view and Refuse outline planning.

4.2 Other Consultees

Affordable Housing

Objection – proposed tenure mix and unit types not acceptable.

Early Years and Schools

There is a projected surplus of places at primary schools in the local area. No contribution would be required for additional primary provision. A contribution of £313,823 would be required for additional secondary provision. The total amount of contribution required for transport to school would be £72,020.

Community Services

Seek contributions under Section 106 towards off-site public open space provision/ enhancement (£195,095.09); off-site maintenance of outdoor sports facilities and provision for children and young people on site (£59,048.89); off-site allotments (£4,472.05) and maintenance (£5,702.22) community centre (£81,916.80); on-site maintenance dependant on quantum of development; libraries (£27,299.66) and public art (£20-25,000).

Drainage

No objection. A Flood Risk Assessment (FRA) has been provided in support of this application. This FRA must be forwarded to the Environment Agency with a request that they confirm their approval.

Ecology

No objection subject to conditions relating to slowworms, hedgehogs, lighting and an ecological and landscape masterplan.

Environment Agency

The Environment Agency has no objection to the proposed development subject to a condition governing a surface water drainage scheme for the site and controlling finished floor levels being included in any planning permission granted.

Environmental Protection

No objection subject to conditions in regard to potentially contaminated land being included on any approval.

Landscape

No objection. Due to the amendments secured through the planning application process, namely: reducing the number of dwellings from 140 to 106; releasing further land to increase the Green Infrastructure through the centre of the site; and providing a good level of public open space and a generous landscape buffer around the southern and eastern boundaries, incorporating ecological corridors.

Strategic Planning Policy

Objection - The proposal is contrary to saved Policy H3 of the South Gloucestershire Local Plan as it falls outside the settlement boundary of Charfield as defined on the Policies Map.

Transportation

Objection – the site is in an unsustainable location.

Urban Design

No objection.

Wessex Water

No objection. The site will be served by separate systems of drainage constructed to current adoptable standards.

Wotton-under-Edge Town Council

It was agreed by Wotton-under-Edge Town Council to write to South Gloucestershire Council objecting to this development. There are concerns about the likely impact on the infrastructure of Wotton-under-Edge as the nearest town. This includes increased pressure on schools, the library, doctors & health facilities, lack of local employment thus pressure to commute further by car, few play areas, higher demand for youth and sports facilities. Financial support should be made for those facilities put under pressure in Wotton-under-Edge, the nearest town, as well as Charfield as a result of this possible development. Of serious concern is the car parking problem. Due to limited public transport availability, increased car journeys are the result of any new housing development in the area. Visitors to Wotton will place increased demand on the car parks and roadside parking. This problem has already reached major proportions and the viability of the town and its businesses are suffering because of it. Any future development must be accompanied by funding to aid provision of increased car parking. A further point in objection to the road layout plan is the likely problem of turning right from the opposite

carriageway into the new housing, from the busy main road, leading to rush hour traffic problems. It is furthermore felt by Wotton-under-Edge Town Council that since the Planning Inspector has recently considered South Gloucestershire Councils 5 year housing supply numbers to be adequate, the need for this extra development does not exist.

Other Representations

4.3 Local Residents

236 letters of objection were received raising the following concerns:

- Public transport links are poor
- Bus service is sub-standard and irregular
- Proposal would not be in a sustainable location, so it would not be in accordance with the National Planning Policy Framework
- Lack of doctor's surgery nearby
- Severe flooding on site
- No general shopping facilities in village
- No regard has been given to the findings of the Charfield Village Plan which was published in February 2013
- Any new development should be small scale, carefully integrated and in keeping with the village (as per the Charfield Village Plan)
- The site is poorly located too far from the village "centre"
- Pavements along Wotton Road are narrow and therefore dangerous for pedestrians
- The size and amount of development is not appropriate
- The proposed site does not best meet the overall housing needs of South Gloucestershire
- Development will cause light pollution
- Increase in traffic
- 106no. dwellings is too many for the size of the village
- Rural nature of village adversely affected
- Development more appropriate in Thornbury, Dursley or Yate
- Nearly all village residents are reliant on cars
- Proposal would be contrary to the policies of the formally adopted South Gloucestershire Local Plan and the up-to-date Core Strategy which has been approved by the planning inspector after a public examination
- Proposal would disrupt the extensive wildlife corridor along the Little Avon River
- Inspector's conclusion at Core Strategy briefing was that settlement boundaries will remain unchanged
- New houses would mean more commuters travelling to the North Fringe
- Development a blot on the landscape in particular when viewing Charfield from the Cotswold Way e.g. Wotton / North Nibley Monument area
- There are very few jobs available locally
- Loss of open countryside
- Adverse impact on biodiversity

- Quality of life of existing residents affected as field for rambling / dog walking lost
- Large, unaffordable 4/5 bedroom houses proposed

2 letters of support were received raising the following points:

- Improve a relatively underdeveloped village
- Affordable, suitably sized housing opportunity in the village

5. ANALYSIS OF PROPOSAL

5.1 Principle of Development

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

- 5.2 The South Gloucestershire Local Plan: Core Strategy was adopted by the council on 11th December 2013. By virtue of Section 38(6) of the Planning and Compulsory Purchase Act, the starting point for determining any planning decision will now be the Core Strategy, as it forms part of the adopted Development Plan and is generally compliant with the National Planning Policy Framework 2012 (NPPF). The “saved” policies of the South Gloucestershire Local Plan (adopted 2006) also form part of the extant Development Plan.
- 5.3 Paragraph 12 of the NPPF states that proposed development that accords with an up-to-date Local Plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise.
- 5.4 The application is made in outline form, with the principle of the proposal for 106no. dwellings and means of access to be determined at this stage and all other matters reserved for later consideration. These are appearance, landscaping, layout and scale. Even though these matters are reserved, it is appropriate to analyse them at this stage in light of the information that has been made available with this outline application, specifically the Design and Access Statement and Landscape and Visual Impact Assessment.
- 5.5 Charfield is located within the Rural Areas, as defined in the Council’s adopted Core Strategy. The site is located outside the village development boundary. The Core Strategy Inspector confirms in his Report (paragraph 63) that he supports the council’s view that a dispersed pattern of development in the rural areas is not sustainable. This principle is embodied in Policy CS5 (Location of Development) and CS34 (Rural Areas) of the Core Strategy and these two policies set the context for which development affecting a rural area, such as Charfield, must be assessed against, as required by paragraphs 11 and 12 of the NPPF. The Core Strategy does not include a figure for the number of houses required to be built in the Rural Areas. Moreover, this current proposal is considered to conflict with the locational strategy of the Core Strategy set out in Policy CS5 which only permits small-scale development within existing settlement boundaries. As well as being outside the settlement boundary the

scale of development (including the extent of the land take) is considered to be too great to comply to the vision for development in the Rural Areas. The development would result in approximately 254 new residents in Charfield, adding approximately 10% to the total population of this rural village.

- 5.6 Policies CS5 and CS34 also states that defined settlement boundaries will be maintained around rural settlements until they are reviewed in the Policies, Sites and Places DPD or a replacement Core Strategy/Local Plan or Neighbourhood Plan. As can be seen in section 4.1 (2) of this report Charfield Parish Council have a recently adopted Village Plan (2013), have carried out a Housing Needs Survey and are working with the Council through the Policies, Sites and Places (PSP) DPD.
- 5.7 This application is therefore considered contrary to policy CS5 which anticipates that defined settlement boundaries will be maintained unless altered through a review undertaken through the PSP DPD, a replacement local plan or a neighbourhood plan. The proposal will undermine the plan led system and negate the ability of the local community of Charfield to consider options and define their requirements for local growth. This is not in the long term interests of local community based planning or consistent with the objectives of the NPPF and Policies CS5 and CS34 of the Core Strategy. Whilst Policy CS5 acknowledges that some growth may take place it expressly sets out the way in which this should be considered and planned for. The Council consider the scale of this proposal (106 no. dwellings) and its prematurity to be unacceptable and contrary to local and national policy.
- 5.8 Given the site lies outside the village development boundary of Charfield and is therefore in the open countryside, saved Local Plan policy H3 also applies. This policy sets three criteria under which housing is considered to be acceptable. These are as follows:
- a. Affordable Housing on Rural 'Exception Sites' or
 - b. Housing for agricultural or forestry workers, or
 - c. Replacement dwellings
- 5.9 Whilst it is acknowledged that 35% of the proposed dwellings have been offered to be affordable houses this site is not a rural 'exception site'. Neither is the housing proposed for agricultural or forestry workers and there is no housing on the site to be replaced. Therefore the proposal falls outside the acceptable categories of policy H3 and is considered to be unacceptable in principle.
- 5.10 The need for any further development at Charfield and by association the need to amend the settlement boundary was fully considered through the Core Strategy examination process. Therefore although originally adopted in 2006, Policy H3 is considered to continue to attract significant weight, as it is consistent with the recommendations of the Core Strategy Inspector not to amend the settlement boundary of Charfield. Therefore the objective of the Policy H3 is still in conformity with Policy CS5 (Location of Development) of the Core Strategy which is fully consistent with the NPPF. Therefore, in accordance with paragraph 215 of the NPPF this policy is the starting point for the purposes

of determining this application, and applications should be determined in accordance with it unless material circumstances outweigh.

- 5.11 It is also necessary to consider whether this proposal would constitute sustainable development under the NPPF and this is discussed below.

5.12 Sustainable Development

There are three dimensions to sustainable development as set out in the NPPF: economic, social and environmental. An assessment of these dimensions follows:

Economic

- 5.13 The NPPF states that the economic role of development should contribute to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth.

- 5.14 The role and function of Charfield is a small, rural village on the far northern edge of South Gloucestershire. The village is remote from the major urban areas in South Gloucestershire. Policies CS5 and CS34 of the adopted Core Strategy do not identify Charfield as a sustainable location. The Core Strategy Inspector confirms in his Report (paragraph 63) that he supports the council's view that a dispersed pattern of development in the rural areas is not sustainable. CS5 therefore allocated substantial housing at higher tier settlements Thornbury and Yate/Chipping Sodbury and urban extensions to the north fringe where there is existing appropriate infrastructure. Officers therefore consider a "low tier" settlement such as Charfield to not be the right location for this scale of development and as such is not the right place to support growth as required by this sustainability test in the NPPF.

Social

- 5.15 The NPPF states that the social role of development should provide accessible local services that reflect the community's needs and support its health, social and cultural well-being. Charfield functions as a small settlement, has a very poor range of facilities and does not have a doctors surgery, dentists, employment opportunities, secondary school or leisure centre. The public transport provision is also very poor as evidenced below in section 5.14 of this report. As such, Charfield cannot function as a self sufficient community and therefore the proposed housing would result in an exacerbation of this existing situation, which would be unacceptable and fail to accord with the social role of sustainable development as set out in para. 7 of the NPPF.

Environmental

- 5.16 The NPPF states that the environmental role of development should contribute to protecting and enhancing our natural, built and historic environment.

- 5.17 It is already acknowledged that Charfield is an out-commuting settlement in terms of employment, and has limited local facilities. There is no Secondary School or health care provision within the settlement and public transport is very poor. As a consequence, residents rely on the motor car as their principal form of transport. There is a lack of suitable footways and cycle paths. The majority of public transport within the village is supported by Council funding, does not operate in evenings or Sundays and has an uncertain future in the event of further austerity measures. The scale of development proposed is not considered sustainable due to the lack of alternatives to the motor car, and the limited public transport frequency and service not being able to provide a meaningful and viable alternative. This is particularly due to the infrequency of the bus service. If a bus is cancelled or missed, the service is not frequent enough to provide effective back-up in the form of later buses to allow for effective commuting to or from the village.
- 5.18 The main regular services that run in Charfield are the 84 and the 311. The 311 runs from Thornbury to Dursley through Charfield and also goes through Wotton under Edge on route, every two hours with no evening or Sunday service. As such, only under optimal circumstances, would it be suitable for work trips to those destinations or day time social and shopping trips. The 84 runs hourly between Yate and Wotton under Edge and also passes through Chipping Sodbury, with no evening or Sunday service. It could in optimal circumstances be suitable for work, shopping and daytime social trips to these centres. The same cannot be said for the 201 and 626 services which only have one journey per day. Access to other destinations not on these routes would require a change to another bus or train. Given the scale of the proposed development in this location, the only way the Council would consider the development acceptable in terms of sustainability would be if the Charfield rail station including Yate “turn back” was provided or if there was a substantial increase in frequency and duration into the evenings and at weekends of the public transport.
- 5.19 Charfield is an out commuting settlement with limited employment, retail, and health services within the village to contain vehicle movements. Therefore, the scale of the proposal would exacerbate the out commuting nature of the village increasing reliance on the private motor car as the principle form of transport, which is incapable of mitigation, and as such is contrary to policy H3 of the Local Plan and policy CS5 of the Core Strategy: Local Plan. As such, the proposal is contrary to the environmental dimension of the three criteria set out in para. 7 of the NPPF.

Summary of sustainability assessment

- 5.20 Charfield is a low tier settlement that performs the role and function of a small, dispersed rural village, with very little in the way of facilities or public transport provision. As such, it doesn't function as a self sufficient community and therefore the Core Strategy Inspector agreed that the village should have no housing allocation under policy CS5 and this argument is considered to carry substantial weight. The Inspector did agree with the allocation of substantial housing numbers in more appropriate locations such as the higher order urban areas of Thornbury and Yate/Chipping Sodbury. Given the above it is

considered the proposal is contrary to para. 14 of the NPPF in that the development is not sustainable.

5.21 Five Year Housing Land Supply

5.22 The applicants' agent states the Council cannot demonstrate a five-year supply of deliverable housing sites. They have questioned the methodology taken by the Council in regard to the most recently published Housing Land Supply Assessment and Annual Monitoring Report. The applicant's agent have submitted their own Strategic Housing Market Assessment (SHMA) and a Report into the Delivery of Urban Extensions. They consider the relevant policies for the supply of housing should not be considered up to date if a local planning authority cannot demonstrate a 5 year supply of deliverable housing sites.

5.23 The Inspector agreed in his report on the Core Strategy that the Council had a 5 year land supply. Since this time the December 2013 Annual Monitoring Report (AMR) has been published and shows that the Council have a 5.49 year land supply. The Council has committed to updating the AMR every 6 months and as such the AMR will be reviewed again in June 2014 and the applicant has been made aware of this process.

5.24 The Inspector in his report on the Core Strategy agreed with the Council's use of the Liverpool method in dealing with historic under supply. The applicant in their assessment of the Council's 5 year land supply has agreed that using the Liverpool method the Council has a 5.35 year land supply. It is highly material in the consideration of this application that the Liverpool method in dealing with historic under supply was considered appropriate for the Council's 5 year land supply calculations by the Inspector.

5.25 Means of Access and Transportation Issues

Charfield is characterised by a ribbon style development along the Wotton Road, which the lack of crossing points provides barriers to integration around the village. The site is remote from 'top-up' (convenience) shops which is likely to mean that future residents will utilise the nearby garage as a top up shop rather than walk further along the Wotton Road to the other shops. The lack of a safe crossing point is therefore a concern. The applicant has agreed to the provision of a controlled crossing point and this would be of benefit to existing residents as well as future residents of the development. The exact location and necessary infrastructure to link to a controlled crossing would be required, with any design subject to the necessary safety audits. In the event of any approval the crossing would be subject to a S106 agreement. The developer has agreed to the provision of the crossing.

5.26 Access to the site would be via a new junction off Wotton Road. The junction would provide visibility splays of 2.4 m x 90 m which is larger than what would normally be required. Within the proposed site itself the layout is considered acceptable from a transportation perspective and further details in respect of bin storage, refuse collection and parking would have to be submitted at the Reserved Matters stage.

5.27 Amount, Layout and Scale of the Proposal

Amount

- 5.28 The indicative layout shows a relatively low density development of approximately 27 dwellings per hectare. The number of dwellings proposed was reduced from 140 to 106 following Officers concerns in regard to ecology, design and landscaping. As has already been discussed, the Council consider the addition of 106 new dwellings in this location to be contrary to local and national planning policy. The development will provide a mix of dwellings and house types ranging from 2-5 bedroom units.

Layout

- 5.29 The built form abuts the Charfield settlement boundary and the proposed public open space runs alongside the north eastern boundary of the site adjacent to existing vegetation. Approximately 2 hectares of open space is proposed. Footway and cycleway links are proposed to run around the south and eastern boundaries of the site, however there is not an opportunity to link the new development through into existing development to the west. Therefore, the development would result in a self-contained, impermeable cul-de-sac that is not conducive to pedestrian and cycle integration into the existing village. A boulevard is proposed east to west, with a circular main street that secondary lanes and private drives run off. The plot arrangements, views and vistas, street frontage, design and safety, and parking and density set generally good practice parameters for further reserved matters applications. Sufficient on-site public open space is proposed as well as a corridor of rough grassland/scrub along the south-west site boundary to provide suitable semi-natural habitat for slowworm. Overall, the proposed illustrative layout contained within the Design and Access Statement is considered acceptable and in accordance with Policy CS1 of the Core Strategy.

Scale within the development

- 5.30 The proposed development broadly reflects the range of dwellings in Charfield being 2-2.5 storeys. The applicant states that the vast majority of buildings will be no more than 2 storeys in height, between 7.5 to 8.5 m but with some 2.5 storeys – reaching a maximum of 10.5 m in height as landmark buildings in key areas. These higher buildings will be positioned adjacent to the main street, facing onto internal public open spaces and at key corner plots to provide visual interest. Other buildings will have a variation in their height to create a varied roofline. It is considered the proposal represents sound design practice in terms of scale.

5.31 Appearance

Following Officers concerns an Addendum (dated March 2014) to the applicant's Design and Access Statement was submitted to provide greater clarity on the proposed Appearance of Development. The Addendum builds upon the basic analysis of village character, built form and materials contained

within the DAS. The applicant states traditional materials will be used including natural stone, render, clay tile, timber fenestration and barrage boards and that innovative contemporary design will also be encouraged. The Addendum also states that a further context analysis that demonstrates how the new development draws on locally distinctive character, built form, materials and detailing should be submitted at the Reserved Matters stage. If approval is granted then an appropriately worded condition could ensure this further analysis is agreed with the Council but the proposal should otherwise generally accord with the DAS principles and illustrative masterplan..

5.32 Landscaping

The site comprises gently sloping land, sloping SW-NE, 35-30m AOD, lying to the south of Wotton Road and occupies a single agricultural field. There are panoramic views towards the open countryside from the highest points within the site, with key views towards Elbury Hill and the monuments at North Nibley and Hawkesbury Upton. Elbury Hill is a distinctive local landscape feature approximately 47m AOD, lying to the east of the site.

5.33 The Addendum to the Design and Access Statement acknowledges the importance of retaining views through the development to Elbury Hill. The reduction in the number of dwellings from 140 to 106, has allowed the layout to be revised, to better preserve these views. The revised Illustrative Masterplan shows the central east-west road access through the middle of the site removed, and the formation of a pedestrian only link and green corridor, preserving this vista. Due to the amendments secured through the planning application process, namely: reducing the number of dwellings from 140 to 106; releasing further land to increase the GI through the centre of the site; and providing a good level of public open space and a generous landscape buffer around the southern and eastern boundaries, incorporating ecological corridors. The Council's Landscape Officer raises no objection to the proposal.

5.34 Impact on Nearby Listed Buildings

The application site lies to the east of the village of Charfield, to the rear of properties on the southern side of Wotton Road, and to the south of the grade II listed buildings of Park Farm and Watsome Farm (as well as the locally listed Old Hall Farm). This area appears from map evidence to relate to the mid-late 19th century expansion of the village, possibly related to the construction and arrival of the railway and associated station to the west. Whilst some buildings have been rebuilt in the 20th century, others remain from this earlier period of development and make a positive contribution to local character and distinctiveness in this part of the settlement. The site is accessed via a gap between a modern depot and tree belt that screens a further industrial unit to the east. The two grade II listed buildings (and locally listed Old Hall Farm) are located beyond mature tree screening and modern structures and are orientated such that their principal elevations face away from the application site and access. The impact of development on their setting is, therefore, minimal and there is no objection to the proposal from a conservation perspective.

5.35 Archaeology

The Archaeological Desk-Based Assessment (DBA) received as part of this application claims that the site is not of any archaeological interest (as defined in the NPPF). The Council's Archaeology Officer does not concur with these findings and considers that too much weight is placed upon the absence of heritage assets within the Study Area and very little emphasis is placed upon the lack of archaeological investigation that has occurred in the area to reveal such assets.

5.36 The Officer does concur with the DBA that truncation is likely to have occurred across the site due to later activity and that for a part of its life the field was agricultural and therefore as such, it is unlikely that any archaeology of national significance survived. However, the Officer does remain unconvinced that archaeology is wholly absent as claimed in the DBA.

5.37 As such, it is considered a condition for a programme of archaeological work should be applied in the event of consent being granted.

5.38 Ecology

The application includes an ecological appraisal dated 18th October 2013 by FPCR Environment and Design Ltd. The site is not covered by any statutory or non-statutory nature conservation designations and predominantly consists of species-poor semi-improved grassland with verges of rough, ranker grassland around its edges and small areas of made-ground and hardstanding. The site also includes semi-natural deciduous and plantation woodlands and is bordered by hedgerows and two watercourses - the Little River Avon to the north-east; and a tributary along the south-east boundary. The ground flora associated with the deciduous woodland is relatively diverse and contains several species indicative of ancient semi-natural woodland.

5.39 All boundary hedges will be retained within the scheme. The application also indicates that the Little River Avon corridor with its associated semi-natural woodland/plantation will be safeguarded within the scheme and 'buffered' from the development by an area of public open space. Following Officers concerns the indicative masterplan has been amended to include a corridor of rough grassland/scrub along the south-west site boundary to provide suitable semi-natural habitat to link the population of slowworm along the north-west boundary with the public open space.

5.40 The appraisal indicates that two short lengths of hedgerow – H2 and H3 – will be removed to facilitate access to the site. Both hedges are species-poor and neither would qualify as 'important' under the Hedgerow Regulations 1997. The loss of H2 will be off-set by planting a new species-rich hedge on a 1m high stone bank. The species mix for the new native shrub hedge and the constituent semi-natural habitat to be created within the public open space should be included within a landscape and ecological management plan for the scheme drawn up and agreed under an appropriately worded planning condition.

5.41 The Council's Ecology Officer also suggests conditions, in the event of consent being granted, in respect of: a slowworm mitigation strategy, a hedgehog mitigation strategy, and a lighting strategy to avoid light spill that could adversely impact on nocturnal wildlife.

5.42 Flooding and Drainage Issues

The majority of the application site lies in Flood Zone 1 according to the detailed flood map provided by the Environment Agency. There is a strip of land either side of the Little River Avon that is designated as Flood Zone 3. No dwellings are proposed in this area, all would be situated within Flood Zone 1. The part of the site within Flood Zone 3 is designated as public open space. The "Sequential Test" in the NPPF Technical Guidance sets out the appropriateness of land uses in different flood zones. In Flood Zone 1 any land use is acceptable and so the siting of dwellings on this part of the site is appropriate. Public open space meanwhile is sited in the Technical Guidance as being "water-compatible development" and therefore is appropriate development within Flood Zone 3. As such, the Sequential Test is passed. Neither the Council's Drainage Officer or the Environment Agency raise an objection subject to conditions in regard to finished floor levels and a surface water drainage scheme.

5.43 Urban Design

Paragraph 56 of the NPPF requires that planning policies and decisions should aim to ensure that: developments will function well, establish a strong sense of place, respond to local character and are visually attractive. Permission should be refused for development of poor design that fails to take opportunities available for improving the character and quality of an area and the way it functions. Further, Policy CS1 of the Core Strategy requires that siting, form, scale, height, colour and materials, are informed by, and respect and enhance the character, distinctiveness and amenity of both the site and its context.

5.44 The Urban Design Officer has assessed the proposal including the applicant's Design and Access Statement and Addendum. The Officer considers the overall layout and density to be acceptable. Significant amendments were made by the applicant with respect to the townscape analysis after the initial submission was considered dismissive of the local "distinctiveness" of Charfield. The townscape analysis has now included details of local "villa" houses, railway cottages and Victorian terraces. There has also been improvement in terms of a commitment to provide Code level 3 housing in compliance with section 8 of policy CS1. The Addendum also states that further engagement with the Council will be made at the reserved matters stage in regard to measures to promote home working through design. Overall, Officers raise no objection to the scheme from an Urban Design perspective.

5.45 Residential Amenity

The proposed development lies close to existing housing at Wotton Road, Elbury View and Horsford Road. Two properties off Wotton Road and two off Elbury View currently face onto the field and their outlook would change.

However, it is not considered the change would be significantly detrimental to occupiers' amenity such that this could justify a refusal reason. Other properties on Horsford Road, The Sidings and Wotton Road are set back from the site boundary by a distance, and as the illustrative masterplan also shows development set back from the boundaries of the site, their residential amenity would not be unduly harmed by the proposals.

5.46 Whilst there will inevitably be some increase in noise, given that the proposal represents an extension to the existing residential area of Charfield, the character of the noise will be residential in nature and is not considered therefore that the proposals would result in increased noise levels as to harm the reasonable residential amenity of nearby occupiers.

5.47 Detailed proposals for the location and final design of the dwellings, as well as proposed landscaping will be dealt with under a future reserved matters application, in the event of approval. However, a condition requiring details of external lighting, including street lighting will be recommended. As such, the residential amenity implications of the proposals are considered acceptable

5.48 Section 106 Obligation: Transportation

Charfield is characterised by a ribbon style development along the Wotton Road, and the lack of crossing points provides barriers to integration around the village. The site is remote from "top-up" convenience shops which is likely to mean that future residents of the development will utilise the garage as a top up shop rather than walk further along the Wotton Road to the other shops. The lack of a safe crossing point is of concern and a crossing point is therefore considered necessary to make the development acceptable in accordance with Policy T12 of the Local Plan.

5.49 The applicant is agreeable to provide the crossing point however this contribution has not been agreed due to the objection in principle to the proposal and the failure to enter into an appropriate Section 106 Agreement and therefore forms a refusal reason for this application.

5.50 Section 106 Obligation: Community and Open Space Provision

Public Open Space

5.51 The off site Public Open Space contribution for the proposal is assessed at £195,095.09, with a further £59,048.89 required for future maintenance. In addition, £4,472.05 is required for off-site allotment provision and a further £5,702.22 for maintenance. The Council has indicated that the off-site public open space contributions could go towards the following: Improvements to the pitch at Charfield Playing fields e.g. drainage, to lessen the amount of cancelled games and create additional playing hours capacity; improvements to the ancillary facilities - there is no capacity in the changing facilities to accommodate for both cricket and football players, seniors and juniors, male and female; and creation of new facilities such as a petanque court, a basketball hoop and pad. The Parish Council are investigating opportunities to provide allotments; it is likely that the contribution would be put towards this

project. A clawback period could be included in the S106 agreement to ensure that should projects not be delivered, any unspent funds could be returned to the developer.

- 5.52 The contributions request is considered to meet the statutory tests for a section 106 agreement set out in the Community Infrastructure Levy Regulations 2010 (Regulation 122) however the applicant has not agreed to pay the Council's requested contributions. Therefore the proposal fails to comply with the requirements of Policy CS24 of the South Gloucestershire Local Plan: Core Strategy (Adopted) 2013.

Library Services

- 5.53 The application site is in a rural location. The nearest libraries are Thornbury 9.4km straight line distance, Yate 9.9km straight line distance and Chipping Sodbury 11km straight line distance, therefore library use will depend largely on commuting patterns. Charfield is served directly by the South Gloucestershire's mobile library service. Library user statistics identify Thornbury library as the library most used by the existing residents of Charfield. Contributions will be used to enhance the nearest libraries, the mobile library service and to provide additional stock and IT.

- 5.54 The Council has adopted the Museums Libraries and Archives Council (MLA) recommended standard charge approach in the Library Delivery Plan 2009-2013 for use in negotiations on developer contributions. As detailed in the Council's Library Infrastructure Delivery Plan the Council seeks £107.31 per resident based on providing 30sq.m. of gross internal floor space per 1,000 population. The proposed development would result in 254.4 new residents and so $254.4 \times £107.31 = £27,299.66$ contribution required. The contributions request is considered to meet the statutory tests for a section 106 agreement set out in the Community Infrastructure Levy Regulations 2010 (Regulation 122) however the applicant has not agreed to pay the Council's requested contribution. Therefore the proposal fails to comply with the requirements of Policy CS23 of the South Gloucestershire Local Plan: Core Strategy (Adopted) 2013.

Community Centre

- 5.55 The development would result in an approximate 10% increase in population of Charfield and will place additional strain on existing community facilities therefore the Council requires contributions to off set these effects by enhancing local provision. For the purpose of identifying the minimum amount of community centre floorspace needed to support a local community South Gloucestershire Council use 0.14 square meters per person.
- 5.56 The contribution towards the enhancement of the community building is calculated using the general basic building cost figures from 185 samples collected by BCIS ranged from £477/sq.m. to £2,236/sq.m. with a mean of £1,095 at 4Q 2009 prices. The total project cost was calculated at £2,250/sq.m. excluding the cost of land, loose furniture, equipment and VAT.

5.57 For the purposes of calculation the cost of provision community centres for future growth the Council has therefore assumed a build cost of £2,250 per square metre (this excludes land, VAT, loose furniture and equipment). A community facility would need to be ready and available for the community to use, so it is appropriate to use a reasonable figure based on local experience; we have assumed an estimated cost of £50 per square metre to provide loose furniture and equipment. This gives a formula for calculating community centre contributions per dwellings as:

Build cost per square metre (£2,300) x standard community floor space provision per person (0.14) = £322 per person

5.58 Therefore, £322 x the no. of projected residents (254.4) = a requested contribution of £81,916.80. The Council are also in receipt of a letter from Charfield Parish Council outlining the need to improve the existing local community centre (Memorial Hall). An extension to the Hall and upgrade of facilities would cost in the region of £200-250,000. The applicant offered to contribute 10% (£25,000) of these costs based on the increase in Charfield's population as a result of the proposed development. The Council consider that given the £200-250,000 sum was calculated for existing need, the offer of only £25,000 would not fully mitigate the impact of a further 254.4 residents. The contribution of £81,916.80 is therefore considered reasonable given the scale of development proposed and would fully mitigate the increased number of residents.

5.59 The contribution request is considered to meet the statutory tests for a section 106 agreement set out in the Community Infrastructure Levy Regulations 2010 (Regulation 122) however the applicant has not agreed to pay the Council's requested contributions. Therefore the proposal fails to comply with the requirements of Policy CS23 of the South Gloucestershire Local Plan: Core Strategy (Adopted) 2013.

5.60 Section 106 Obligation: Education Provision

There is a projected surplus of places at primary schools in the local area and therefore no contribution is required for additional primary school provision.

5.61 At secondary school level there is a projected deficit of places in the local area. The proposed development of 106 dwellings would generate 19 additional secondary pupils, according to the pupil number calculator. The proposed development is in the area of prime responsibility of Castle School in Thornbury. The Department for Children, Adults and Health calculates contributions on the basis of 18 secondary pupils per 100 dwellings with two or more bedrooms. Current Department for Education cost calculators give a figure of £16,517 per additional secondary pupil place, based at the Quarter 4 2011 value of the Royal Institute of Chartered Surveyors Building Cost All-In Tender Price Index. A contribution of £313,823 would therefore be required for secondary school provision (at Castle School, Thornbury) based on the additional 19 secondary pupils as a result of the proposed development. The developer has indicated that they do not accept this request because of lack of evidence and have not offered an alternative amount.

5.62 As Castle School is over three miles away, the Local Authority would require a Section 106 contribution towards costs for transport to school. According to the pupil number calculator 19 additional secondary pupils would be generated by this development.

5.63 The most cost effective mode of transport would be by bus. The cost per day is currently £2.85 per pupil. There are 190 school days in the school year. A student will be in secondary education for 7 years. The total cost of transport to school for 19 secondary pupils is therefore $19 \times £2.85 \times 190 \times 7 = £72,020$. The contributions request is considered to meet the statutory tests for a section 106 agreement set out in the Community Infrastructure Levy Regulations 2010 (Regulation 122) however the developer has indicated that they do not accept this request because of lack of evidence and have not offered an alternative amount. Therefore the proposal fails to comply with the requirements of Policy CS23 of the South Gloucestershire Local Plan: Core Strategy (Adopted) 2013.

5.64 Section 106 Obligation: Affordable Housing

The application site lies outside the established settlement boundary of Charfield and therefore the proposal for residential development is contrary to local planning policy regarding development in such locations.

5.65 Notwithstanding the above, Policy CS18 of the South Gloucestershire Local Plan: Core Strategy Adopted December 2013 requires 35% of dwellings to be delivered as affordable housing. The applicant is proposing 35% affordable housing and so this is acceptable.

5.66 Policy CS18 of the adopted Core Strategy states that in implementing this policy the Council will negotiate the maximum level of affordable housing on each site that is feasible up to the 35% figure and will aim to ensure that:

“The different types of defined affordable housing are used effectively to maximise appropriate provisions in line with the West of England Strategic Housing Market Assessment (SHMA) or as updated by future housing market assessments.”

5.67 A revised SHMA which provides evidence on housing need and demand is being progressed with initial outputs anticipated by December 2014, however in the interim an analysis of the current SHMA 2009 has been undertaken to take account of the introduction of Affordable Rent tenure in 2011. This new analysis is contained within an Addendum to the SHMA 2009 which was completed in March 2013 and approved for use by South Gloucestershire Council in September 2013. Counsel opinion was sought and the advice received deemed the Addendum to be a robust evidence needs basis for the Council.

5.68 Therefore based on the West of England SHMA 2009 and Addendum to SHMA 2009 the Council seeks the following tenure mix in order to meet identified need: 78% social rent, 6% affordable rent and 16% intermediate housing. The applicant proposes to deliver the 35% affordable housing as 80% Affordable Rent and 20% as intermediate housing, clearly not meeting the Council's

requirements. The Council's requirement is considered to meet the statutory tests for a section 106 agreement set out in the Community Infrastructure Levy Regulations 2010 (Regulation 122) however the developer has indicated that they do not accept this request. Therefore the proposal fails to comply with the requirements of Policy CS18 of the South Gloucestershire Local Plan: Core Strategy (Adopted) 2013, and West of England Strategic Housing Market Assessment (SHMA) 2009 and 2013 SHMA Addendum.

5.69 Section 106 Obligation: Public Art

A contribution of £20-25,000 was requested by the Council's Public Art Officer however the applicant refused to agree to this. The Council consider that the inclusion of public art in the development can be designed in at the Reserved Matters stage and therefore a contribution is not sought in this instance.

5.70 Summary and Conclusions

The Core Strategy: Local Plan was adopted in December 2013. Paragraph 12 of the NPPF states that proposed development that accords with an up-to-date Local Plan should be approved, and proposed development that conflicts with this should be refused unless other material considerations indicate otherwise. Charfield is a low tier, small scale settlement that has not been allocated any housing development under either policy CS5 or CS34 of the adopted Core Strategy. Policy CS5 supports the approach taken in para. 7 of the NPPF which sets out three dimensions of sustainable development: economic, social and environmental.

- 5.71 The proposal fails to perform a role in economic sustainability terms as it is remote from urban areas and is a low tier settlement that is not in the right location to support sustainable growth.
- 5.72 The proposal fails to perform a role in social sustainability terms as Charfield is a small settlement with a very poor range of facilities and poor public transport provision, and cannot function as a self sufficient community. As such the proposal will exacerbate this existing unsustainable situation.
- 5.73 The proposal fails to perform an environmental role in sustainability terms as Charfield already performs as an out commuting settlement in terms of employment, and has poor public transport provision and as such has an over reliance on the motor car as the principle form of transport.
- 5.74 Therefore the proposal fails the sustainability tests as set out in para. 7 of the NPPF as well as policies CS5 and CS34 of the adopted Core Strategy and policy H3 of the adopted Local Plan.
- 5.75 Policy CS5 states that any revision in the rural areas of the defined settlement boundaries will be reviewed through the PSP DPD or through a neighbourhood plan. As such, the proposal would undermine the plan led system and negate the ability of the local community of Charfield to consider options and define their requirements for local growth.

- 5.76 Whilst issues regarding urban design, ecology and landscape can be appropriately mitigated the overall impact of the development due to its scale and location in a low tier settlement is not capable of mitigation and as such the scheme remains unsustainable and is therefore unacceptable.
- 5.77 The applicants have not agreed to mitigate the impacts of their proposed development with regard to: public open space, community services, libraries, affordable housing and education.
- 5.78 Given the above, the scheme remains wholly unsustainable and contrary to the spatial strategy set out in policy CS5 and as such is unacceptable and should be refused. The development is therefore not in accordance with the development plan and there are no material circumstances that outweigh this.

6. CONCLUSION

- 6.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, Local Planning Authorities are required to determine applications in accordance with the policies of the Development Plan, unless material considerations indicate otherwise.
- 6.2 The recommendation to refuse permission has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted) January 2006 and the South Gloucestershire Local Plan: Core Strategy (Adopted) 2013 set out above, and to all the relevant material considerations set out in the report.

7. RECOMMENDATION

- 7.1 That planning permission is refused due to the scale of development proposed outside the settlement boundary in an unsustainable location not supported by the development plan and the failure to sufficiently mitigate the impact of the proposal in respect of sustainability, education, public open space, libraries, affordable housing and community services requirements.

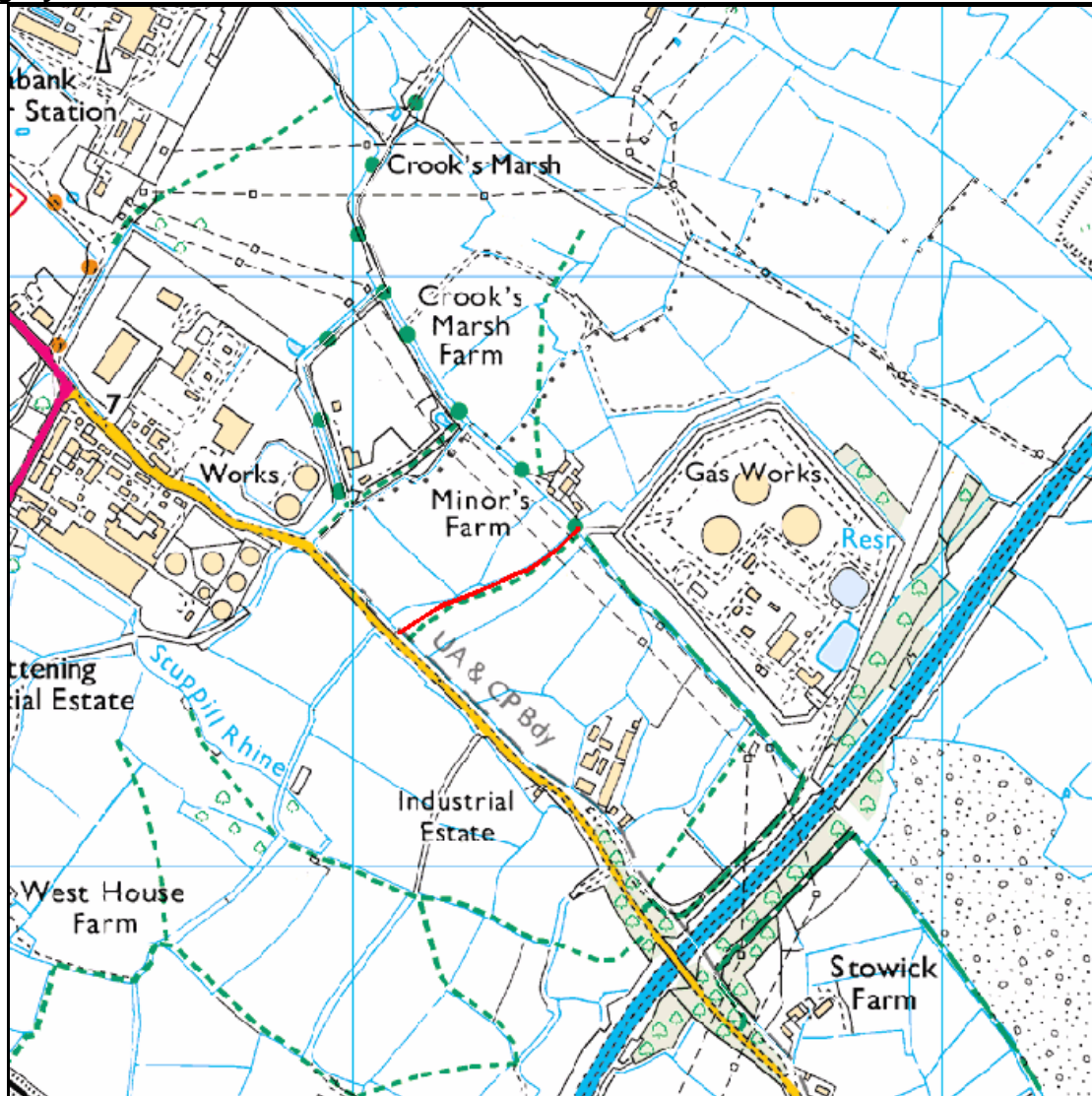
Contact Officer: Will Collins
Tel. No. 01454 863425

1. The proposal is unsustainable due to the scale and location of development within Charfield which functions as a low tier settlement, with little in the way of facilities and public transport and the high degree of reliance on the motor car in the local vicinity. Charfield does not function as a self sufficient settlement and the proposal would exacerbate this. As such, the proposal fails to comply with the Council's strategy for the location and scale of development contrary to policies CS5 and CS34 of the adopted South Gloucestershire Core Strategy: Local Plan 2013, policy T12 of the adopted South Gloucestershire Local Plan 2006, and the provisions of the National Planning Policy Framework. The site lies outside the development boundary of Charfield and therefore in the open countryside. The proposed dwellings do not constitute exceptions under policy H3 of the adopted South Gloucestershire Local Plan for dwellings in rural areas.

2. In the absence of a Section 106 legal agreement to secure contributions towards community facilities (which includes public open space) required to service the proposed development, the proposal fails to provide sufficient mitigation to address the impact of the development and is contrary to policy LC1 of the adopted South Gloucestershire Local Plan and policies CS6, CS23 and CS24 of the adopted South Gloucestershire Core Strategy: Local Plan 2013.
3. In the absence of a Section 106 legal agreement to secure contributions towards creating secondary school places and towards travel costs for transport to secondary school for the pupils generated by the proposal, the proposal fails to provide adequate mitigation to address the impact upon local education provision arising from the development and is contrary to policy LC2 of the adopted South Gloucestershire Local Plan and policy CS6 and CS23 of the adopted South Gloucestershire Core Strategy: Local Plan 2013.
4. In the absence of a Section 106 legal agreement to the contrary the proposal fails to mitigate against additional pressure on the Library Service provided at Thornbury Library contrary to policy LC1 of the South Gloucestershire Local Plan (adopted) January 2006 and policies CS6 and CS23 of the South Gloucestershire Local Plan: Core Strategy (Adopted) 2013.
5. In the absence of a Section 106 legal agreement to secure affordable housing of a suitable tenure mix and unit types the proposal fails to make adequate provision in relation to the mix of housing required and is contrary to Policy CS18 of the Local Plan: Core Strategy adopted 2013 and West of England Strategic Housing Market Assessment (SHMA) 2009 and 2013 SHMA Addendum.
6. In the absence of a Section 106 legal agreement to secure works within the highway comprising of a pedestrian crossing on Wotton Road, the proposal is contrary to policy T12 of the adopted South Gloucestershire Local Plan and policy CS6 of the South Gloucestershire Local Plan: Core Strategy (Adopted) 2013.

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PT13/4615/FDI	Applicant:	Sevenside Distribution Land Ltd
Site:	Minors Lane To Severn Road Severn Beach South Gloucestershire BS35 4HP	Date Reg:	16th December 2013
Proposal:	Diversion of footpath OAY/111/10	Parish:	Almondsbury Parish Council
Map Ref:	354027 181977	Ward:	Almondsbury
Application Category:	Minor	Target Date:	5th February 2014



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REASON FOR REPORTING TO CIRCULATED SCHEDULE

Under the current scheme of delegation all footpath diversion orders are required to be determined by the circulated schedule process. Also because letters of objection have been received contrary to the officer recommendation.

1. THE PROPOSAL

- 1.1 The application is made under Section 257 of the Town and Country Planning Act 1990 (as amended) for the diversion of footpath OAY/111/10
- 1.2 The application seeks consent for the stopping up of the footpath from points C to D on the submitted plan and the creation of a new footpath between points H and G as shown on the revised plan received by the Council on 17th February 2014. The application site is covered by the historic Severnside permissions granted in the 1950's.
- 1.3 As initially submitted the application simply sought consent to stop up the existing footpath with no alternative proposed. The proposed revised route was submitted during the course of the application to address comments made by the councils Public Rights of Way officer.

2. POLICY CONTEXT

- 2.1 National Guidance
Circular 01/2009
- 2.2 Development Plans

South Gloucestershire Local Plan (Adopted) January 2006
LC12 Recreational Routes
- 2.3 South Gloucestershire Core Strategy (Adopted) December 2013
Policy CS9 Environmental Resources and Built Heritage

3. RELEVANT PLANNING HISTORY

- 3.1 Applications PT13/4616/FDI and PT13/4617/FDI also for the diversion of footpaths in the vicinity of the site. Neither of these other applications have yet been determined but appear on the same circulated schedule for consideration by members.
- 3.2 The 1957 and 1958 planning permissions for Severnside have been proven through the first Access 6C appeal (APP/P011/A/00/1043183) to be extant and capable of further implementation. These permissions grant consent for a wide variety of uses including factories, offices and warehouses over an area of around 625 hectares with a further 445 hectares off-shore. The 1957 permission is the principal one. The 1958 permission simply adds some relatively small areas to the original consent. In some areas the permission has been implemented but over large areas, it can still be implemented. The permission is unusual in that it can be implemented without the need to obtain further planning consents except in the perimeter zones described in condition

1 of the 1957 consent where details of layout, design and external appearance must be approved. It is also very significant that the development can be implemented without the obligations to mitigate impacts including transport, flooding or archaeology resulting from development as to do so would derogate from the planning permission. The footpaths relate to land in the 1958 consents.

4. CONSULTATION RESPONSES

4.1 Almondsbury Parish Council

Objects to the public footpaths being stopped up to permit development. Also express concerns that the plans are poor.

Other Representations

4.2 Public Rights of Way Officer

No objections to the diverted route

4.3 Local Residents

Three letters of objection were received from members of the public. A summary of the points of concern raised is as follows:

- The plan is of a poor quality
- Shouldn't allow extinguishment of rights of way unless alternative facilities will be provided along the proposed Severnside spine road.
- Will result in the loss of a mature hedgerow.

5. ANALYSIS OF PROPOSAL

5.1 Principle Matters

The diversion of a Public Right of Way is not development as defined in the Town and Country Planning Act. As such a diversion order can only be considered within planning legislation when the diversion of the footpath is required in order to allow the implementation of a planning permission. The nature of the assessment should consider the proposed route and its suitability in terms of the amenity of the public right of way and whether or not the diversion is reasonably necessary in respect of the planning permission it relates to.

5.2 The Proposal

This footpath is identified as an LC12 route in the Local Plan. The Councils Public Rights of Way team recognise that there is a parallel footpath approximately 250m to the north-west, which is currently little used, and that the footpath in question has been unusable for some time, mainly due to the illegal tipping activity which has been taking place on Minors Lane, which is partly bridleway and partly adopted highway. Minors Lane has now been cleared and preventative measures taken against further tipping. In view of the LC12 inclusion it would be preferable for the footpath to be incorporated into the proposed development rather than removed altogether.

5.3 In order to address the above comments of the Public rights of way officer, and to satisfy the concerns raised in the letters of objection, an alternative route is to be provided, as shown on the submitted plan. The Councils public rights of way officer has no objection to the proposed diversion.

5.4 Given the above, it is considered that the diversion is suitable in terms of amenity and necessary in the light of existing planning permissions and development of the site.

6. CONCLUSION

6.1 The recommendation to raise no objection has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted) January 2006 set out above, and to all material considerations set out in the report.

6.2 The proposal is considered to satisfactorily comply with Circular 01/09 and Policy LC12 of the South Gloucestershire Local Plan (Adopted) 6th January 2006 as the utility and amenity of the route would be retained.

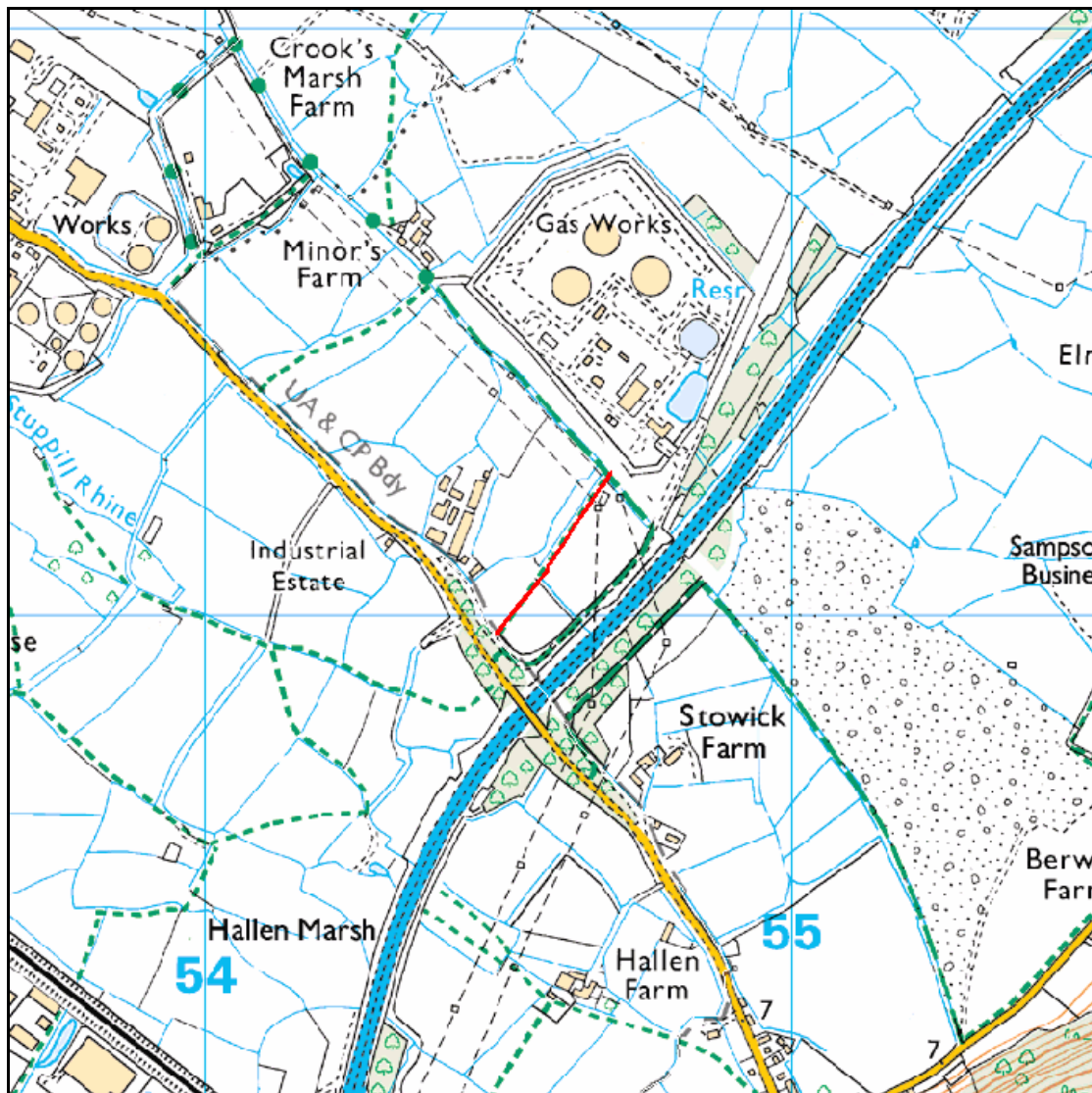
7. RECOMMENDATION

7.1 That no objection be raised to the proposed diversion of footpath OAY/111/10 and that the Head of Legal and Democratic Services be instructed and authorised to make an Order under Section 257 of the Town and Country Planning Act 1990 for the diversion of footpath OAY/111/10 as illustrated on plan reference 316.0003-2000revP2 received by the Council on 17th February 2014.

Contact Officer: Marie Bath
Tel. No. 01454 864769

CIRCULATED SCHEDULE NO. 15/14 – 10 MARCH 2014

App No.:	PT13/4616/FDI	Applicant:	Sevenside Distribution Land Ltd
Site:	Minors Lane To Severn Road Severn Beach South Gloucestershire BS35 4HP	Date Reg:	16th December 2013
Proposal:	Stopping up of footpath OAY/102/10	Parish:	Pilning And Severn Beach Parish Council
Map Ref:	355441 185855	Ward:	Pilning And Severn Beach
Application Category:	Minor	Target Date:	5th February 2014



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REASON FOR REPORTING TO CIRCULATED SCHEDULE

Under the current scheme of delegation all footpath stopping up orders are required to be determined by the circulated schedule process.

1. THE PROPOSAL

- 1.1 The application is made under Section 257 of the Town and Country Planning Act 1990 (as amended) for the stopping up of footpath OAY/102/10.
- 1.2 The application seeks consent for the stopping up of the footpath from points A to B on the submitted plan received by the Council on 11th December 2013. The application site is covered by the historic Severnside permissions granted in the 1950's.

2. POLICY CONTEXT

2.1 National Guidance
Circular 01/2009

2.2 Development Plans

South Gloucestershire Local Plan (Adopted) January 2006
LC12 Recreational Routes

2.3 South Gloucestershire Core Strategy (Adopted) December 2013
Policy CS9 Environmental Resources and Built Heritage

3. RELEVANT PLANNING HISTORY

- 3.1 Applications PT13/4615/FDI and PT13/4617/FDI also for the diversion of footpaths in the vicinity of the site. Neither of these other applications have yet been determined but appear on the same circulated schedule for consideration by members.
- 3.2 The 1957 and 1958 planning permissions for Severnside have been proven through the first Access 6C appeal (APP/P011/A/00/1043183) to be extant and capable of further implementation. These permissions grant consent for a wide variety of uses including factories, offices and warehouses over an area of around 625 hectares with a further 445 hectares off-shore. The 1957 permission is the principal one. The 1958 permission simply adds some relatively small areas to the original consent. In some areas the permission has been implemented but over large areas, it can still be implemented. The permission is unusual in that it can be implemented without the need to obtain further planning consents except in the perimeter zones described in condition 1 of the 1957 consent where details of layout, design and external appearance must be approved. It is also very significant that the development can be implemented without the obligations to mitigate impacts including transport, flooding or archaeology resulting from development as to do so would derogate

from the planning permission. The footpaths relate to land in the 1958 consents.

4. CONSULTATION RESPONSES

- 4.1 Pilning and Severn Beach Parish Council
No response received

Other Representations

- 4.2 Public Rights of Way Officer
No objections to the extinguishment
- 4.3 Local Residents
None received

5. ANALYSIS OF PROPOSAL

- 5.1 Principle Matters
The stopping up of a Public Right of Way is not development as defined in the Town and Country Planning Act. As such a stopping up order can only be considered within planning legislation when the extinguishment of the footpath is required in order to allow the implementation of a planning permission. The nature of the assessment should consider the proposed route and its suitability in terms of the amenity of the public right of way and whether or not the diversion is reasonably necessary in respect of the planning permission it relates to.
- 5.2 The Proposal
Each end of the footpath subject to this application connects with public bridleway OAY101, which runs in a loop around it and for the most part runs parallel approximately 100m to the south-east. The landscape has changed significantly since the M49 was built; the bridleway originally ran across the northern end of the footpath only (Minor's Lane) but was severed and diverted to run parallel with the M49 before linking around to Severn Road. The footpath therefore lost its purpose of being the only link in that location between Minor's Lane and Severn Road. The Councils Public Rights of Way team does not object to the extinguishment of this footpath in order to enable development to take place.
- 5.3 Given the above, it is considered that the stopping up is suitable in terms of amenity and necessary in the light of existing planning permissions and development of the site.

6. CONCLUSION

- 6.1 The recommendation to raise no objection has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted) January 2006 set out above, and to all material considerations set out in the report.

6.2 The proposal is considered to satisfactorily comply with Circular 01/09 and Policy LC12 of the South Gloucestershire Local Plan (Adopted) 6th January 2006 as the utility and amenity of the route would be retained.

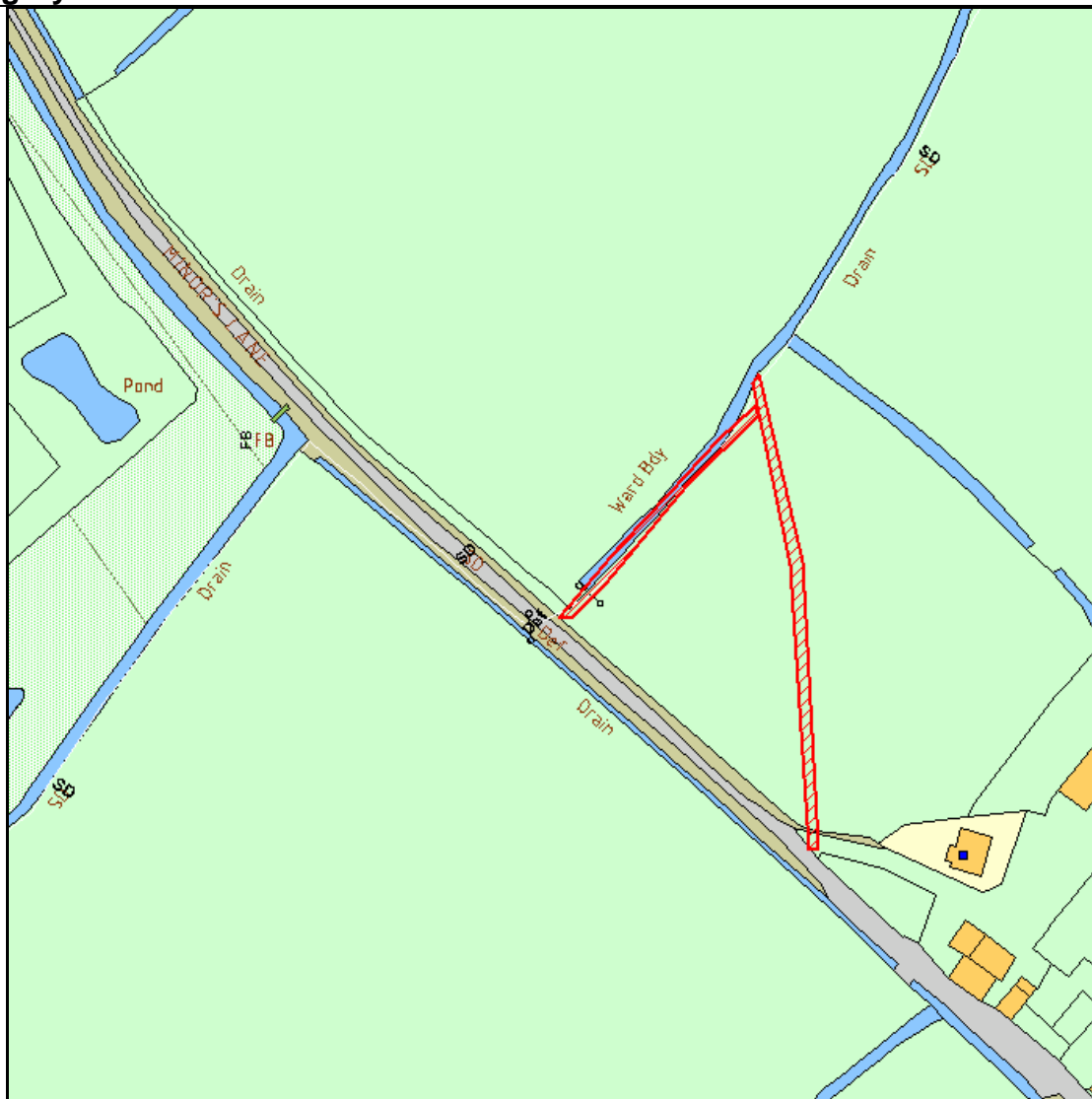
7. RECOMMENDATION

7.1 That no objection be raised to the proposed stopping up of footpath OAY/102/10 and that the Head of Legal and Democratic Services be instructed and authorised to make an Order under Section 257 of the Town and Country Planning Act 1990 for the stopping up of footpath OAY/102/10 as illustrated on plan reference 316.0003-2001revP1 received by the Council on 11th December 2013.

Contact Officer: Marie Bath
Tel. No. 01454 864769

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PT13/4617/FDI	Applicant:	Servenside Distribution Land Ltd
Site:	Minors Lane Severn Beach South Gloucestershire	Date Reg:	16th December 2013
Proposal:	Diversion of footpath OAY/112/10	Parish:	Almondsbury Parish Council
Map Ref:	354339 181662	Ward:	Almondsbury
Application Category:	Minor	Target Date:	5th February 2014



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REASON FOR REPORTING TO CIRCULATED SCHEDULE

Under the current scheme of delegation all footpath diversion orders are required to be determined by the circulated schedule process. Also because a letter of objection has been received contrary to the officer recommendation.

1. THE PROPOSAL

- 1.1 The application is made under Section 257 of the Town and Country Planning Act 1990 (as amended) for the diversion of footpath OAY/112/10
- 1.2 The application seeks consent for the stopping up of the footpath from points A to B on the submitted plan and the creation of a new footpath between points E to F as shown on the plan received by the Council on 11th December 2013. The application site is covered by the historic Severnside permissions granted in the 1950's.

2. POLICY CONTEXT

- 2.1 National Guidance
Circular 01/2009
- 2.2 Development Plans

South Gloucestershire Local Plan (Adopted) January 2006
LC12 Recreational Routes
- 2.3 South Gloucestershire Core Strategy (Adopted) December 2013
Policy CS9 Environmental Resources and Built Heritage

3. RELEVANT PLANNING HISTORY

- 3.1 Applications PT13/4616/FDI and PT13/4615/FDI also for the diversion/stopping up of footpaths in the vicinity of the site. Neither of these other applications have yet been determined but appear on the same circulated schedule for consideration by members.
- 3.2 The 1957 and 1958 planning permissions for Severnside have been proven through the first Access 6C appeal (APP/P011/A/00/1043183) to be extant and capable of further implementation. These permissions grant consent for a wide variety of uses including factories, offices and warehouses over an area of around 625 hectares with a further 445 hectares off-shore. The 1957 permission is the principal one. The 1958 permission simply adds some relatively small areas to the original consent. In some areas the permission has been implemented but over large areas, it can still be implemented. The permission is unusual in that it can be implemented without the need to obtain further planning consents except in the perimeter zones described in condition 1 of the 1957 consent where details of layout, design and external appearance must be approved. It is also very significant that the development can be implemented without the obligations to mitigate impacts including transport,

flooding or archaeology resulting from development as to do so would derogate from the planning permission. The footpaths relate to land in the 1958 consents.

4. CONSULTATION RESPONSES

4.1 Almondsbury Parish Council

Objects to the public footpaths being diverted to permit development. Also express concerns that the plans are poor.

4.2 Pilning and Severn Beach Parish Council

No Objection

Other Representations

4.2 Public Rights of Way Officer

No objections to the diverted route

4.3 Local Residents

Two letters have been received from local residents. One letter asks for clarification on whether the footpath is being stopped up or diverted. The second letter objects on the basis that provision must be made for an alternative route before any extinguishment.

5. ANALYSIS OF PROPOSAL

5.1 Principle Matters

The diversion of a Public Right of Way is not development as defined in the Town and Country Planning Act. As such a diversion order can only be considered within planning legislation when the diversion of the footpath is required in order to allow the implementation of a planning permission. The nature of the assessment should consider the proposed route and its suitability in terms of the amenity of the public right of way and whether or not the diversion is reasonably necessary in respect of the planning permission it relates to.

5.2 The Proposal

The Councils public right of way team has no objection to the diversion of this footpath. At present it is a dead end at its northern end but it is anticipated that a connection to it will be provided in due course as development of the area progresses. The diversion will then provide a straighter link at its southern end to footpath ORN27.

5.3 Given the above, it is considered that the diversion is suitable in terms of amenity and necessary in the light of existing planning permissions and development of the site.

6. CONCLUSION

6.1 The recommendation to raise no objection has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted)

January 2006 set out above, and to all material considerations set out in the report.

- 6.2 The proposal is considered to satisfactorily comply with Circular 01/09 and Policy LC12 of the South Gloucestershire Local Plan (Adopted) 6th January 2006 as the utility and amenity of the route would be retained.

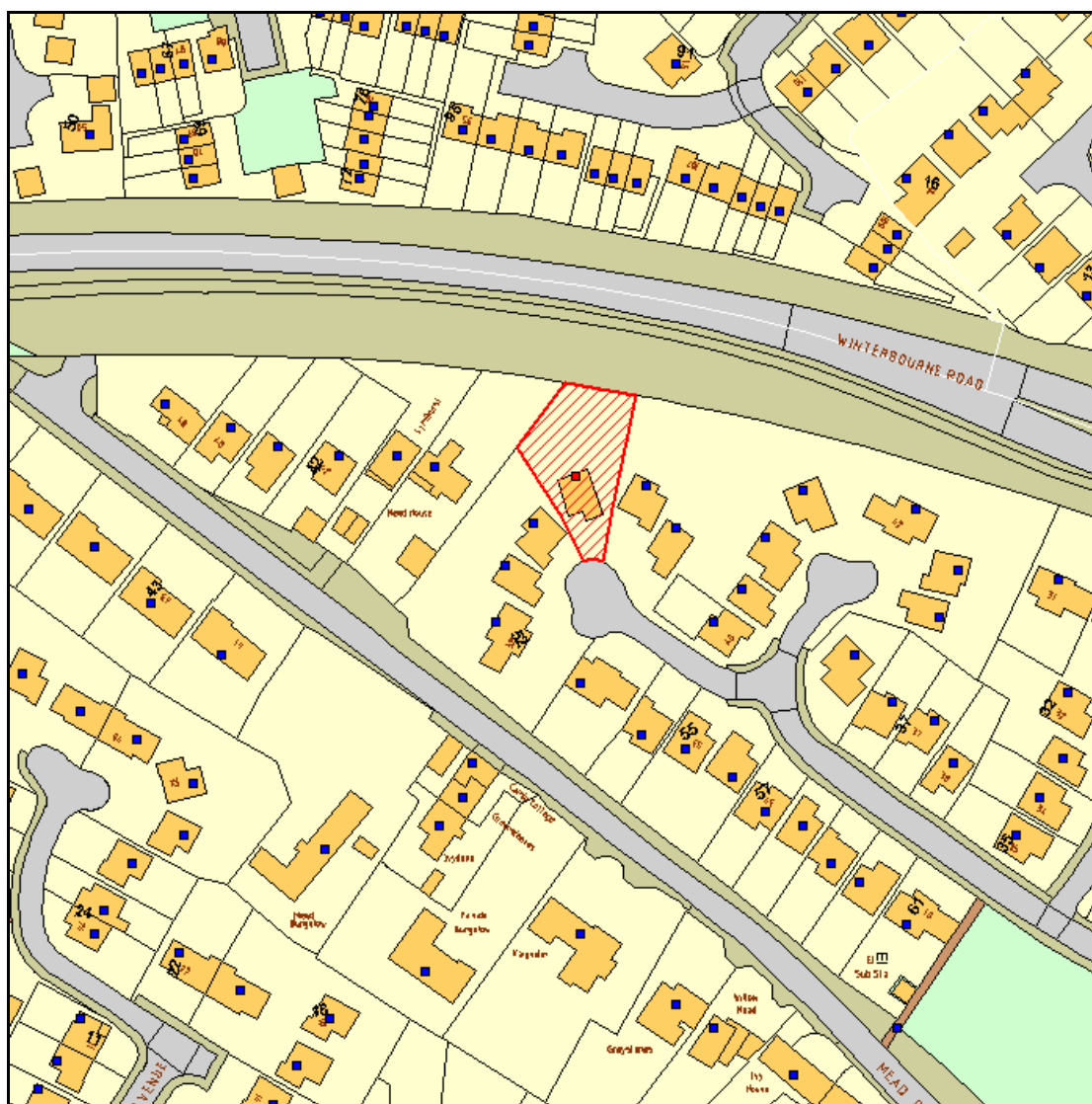
7. RECOMMENDATION

- 7.1 That no objection be raised to the proposed diversion of footpath OAY/112/10 and that the Head of Legal and Democratic Services be instructed and authorised to make an Order under Section 257 of the Town and Country Planning Act 1990 for the diversion of footpath OAY/112/10 as illustrated on plan reference 316.0003-2000revP1 received by the Council on 11th December 2013.

Contact Officer: Marie Bath
Tel. No. 01454 864769

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PT14/0365/F	Applicant:	Mr Nicholas Porter
Site:	49 Oxbarton Stoke Gifford South Gloucestershire BS34 8RP	Date Reg:	3rd February 2014
Proposal:	Erection of single storey front and rear extension and two storey side extension to form additional living accommodation.	Parish:	Stoke Gifford Parish Council
Map Ref:	362578 180559	Ward:	Stoke Gifford
Application Category:	Householder	Target Date:	27th March 2014



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REASON FOR REPORTING TO CIRCULATED SCHEDULE

The application appears on the Circulated Schedule as a result of a consultation response received, contrary to Officer recommendation.

1. THE PROPOSAL

- 1.1 The application is for the erection of a two storey rear extension and single storey front extension to form additional living accommodation.
- 1.2 The property is a relatively modern detached dwelling situated on a cul-de-sac containing similar properties, within the residential area of Stoke Gifford.

2. POLICY CONTEXT

- 2.1 National Guidance
National Planning Policy Framework
- 2.2 Development Plans
South Gloucestershire Local Plan (Adopted) January 2006
H4 Development within Existing Residential Curtilages, Including Extensions and New Dwellings
T8 Parking Standards
T12 Transportation Development Control Policy for New Development

South Gloucestershire Local Plan Core Strategy (Adopted December 2013)
CS1 High Quality Design
- 2.3 Supplementary Planning Guidance
South Gloucestershire Design Checklist (Adopted) 2007.
South Gloucestershire Residential Parking Standards

3. RELEVANT PLANNING HISTORY

- 3.1 PT06/2050/F – Erection of rear conservatory. Approved 3RD August 2006.
- 3.2 PT06/2569/F – Erection of front extension to extend garage. Approved 29th September 2006

4. CONSULTATION RESPONSES

- 4.1 Stoke Gifford Parish Council
Concerns regarding possible over development and not in keeping with existing environment. Local Member to call in application.

Highway Drainage
No comments

Sustainable Transportation

Three off street parking spaces will remain, there are no transportation objections.

Other Representations

4.2 Local Residents

No comments received

5. ANALYSIS OF PROPOSAL

5.1 Principle of Development

Policy H4 of the South Gloucestershire Local Plan (Adopted) 2006 advises that proposals should respect the massing, scale, proportions, materials and overall design of the existing property and the character of the street scene and surrounding area, they shall not prejudice the amenities of nearby occupiers, and shall not prejudice highway safety nor the retention of an acceptable level of parking provision or prejudice the retention of adequate amenity space.

5.2 Design / Visual Amenity

The proposed extensions are of an acceptable standard in design and are not materially out of keeping with the character of the main dwelling house and surrounding properties. The extensions are of an acceptable size in comparison to the existing dwelling and the site and surroundings. Materials used will match those of the existing dwelling. Whilst the concerns raised are noted, it is considered that the dwelling can accommodate the extensions satisfactorily, and that sufficient amenity space will remain on the site such as to avoid issues of overdevelopment

5.3 Residential Amenity

The plot is essentially a 'corner' plot and is located at an angle to the adjacent detached properties. Given the overall scale of the extension and its relationship and orientation with the existing dwelling and surrounding properties it is considered that the proposal would be acceptable in terms of residential amenity. It is not considered that the single storey front extension would give rise to any amenity impact.

5.4 Sustainable Transportation

It is considered that adequate off-street parking provision would exist to serve the property such as to meet the Council's adopted parking for the dwelling.

6. CONCLUSION

- 6.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, Local Planning Authorities are required to determine applications in accordance with the policies of the Development Plan, unless material considerations indicate otherwise.
- 6.2 The proposed extensions are of an appropriate standard in design and are not out of keeping with the main dwelling house and surrounding properties. Furthermore the proposal would not materially harm the amenities of the neighbouring properties. Sufficient off-street parking would be available to meet the Council's parking standards. As such the proposals accord with Policies H4 and T12 of the South Gloucestershire Local Plan (Adopted) 2006 and Policy CS1 of the South Gloucestershire Local Plan Core Strategy (Adopted December 2013).
- 6.3 The recommendation to grant permission has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted) January 2006 set out above, and to all the relevant material considerations set out in the report.

7. RECOMMENDATION

- 7.1 That planning permission is granted.

Contact Officer: Simon Ford
Tel. No. 01454 863714

CONDITIONS

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason
The site is situated within land allocated in the Development Plan for purposes and permission for a longer period would prejudice the implementation of the Plan.
2. The materials to be used in the construction of the external surfaces of the extension hereby permitted shall match those used in the existing building.

Reason
To ensure a satisfactory standard of external appearance and to accord with Policy H4 of the South Gloucestershire Local Plan (Adopted) January 2006.
3. The hours of working on site during the period of construction shall be restricted to 08.00 - 1800, Mondays to Fridays, 08.00 to 13.00 on Saturdays; and no working shall take place on Sundays or Public Holidays. The term 'working' shall, for the purpose of clarification of this condition include: the use of any plant or machinery (mechanical or

other), the carrying out of any maintenance/cleaning work on any plant or machinery deliveries to the site and the movement of vehicles within the curtilage of site.

Reason

To protect the residential amenity of the neighbouring occupiers and to accord with Policy H4 of the South Gloucestershire Local Plan (Adopted) January 2006.

CIRCULATED SCHEDULE NO. 15/14 – 10 APRIL 2014

App No.:	PT14/0774/F	Applicant:	Mr Simon Fitton
Site:	Hew-Hey Hazel Lane Rudgeway South Gloucestershire BS35 3QW	Date Reg:	11th March 2014
Proposal:	Erection of first floor side and rear extension to form additional living accommodation.	Parish:	Alveston Parish Council
Map Ref:	362882 187026	Ward:	Thornbury South And Alveston
Application Category:	Householder	Target Date:	1st May 2014



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1. REASON FOR REPORTING TO CIRCULATED SCHEDULE

This application has been referred to the Circulated Schedule following the receipt of an objection from a local resident.

- 1.1 This application seeks planning permission for the erection of a first floor side and rear extension to form additional living accommodation.
- 1.2 The application site comprises a two-storey detached property situated within a large curtilage plot on the north-western side of Hazel Lane. The site is located within the open Green Belt outside of any defined settlement boundary.

2. POLICY CONTEXT

- 2.1 National Guidance
National Planning Policy Framework March 2012
- 2.2 Development Plans

South Gloucestershire Local Plan (Adopted) January 2006 (saved policies)
H4 Residential Development within Existing Residential Curtilages
T12 Transportation Development Control Policy for New Development

South Gloucestershire Local Plan Core Strategy Adopted December 2013
CS1 High Quality Design
- 2.3 Supplementary Planning Guidance
The South Gloucestershire Design Checklist SPD (adopted)
The South Gloucestershire Residential Parking Standards SPD (adopted)
The South Gloucestershire Development in the Green Belt SPD (adopted)

3. RELEVANT PLANNING HISTORY

- 3.1 PT05/1163/F, erection of first floor extension to form ensuite facilities, refusal, 27/05/05.
- 3.2 PT05/3283/F, erection of first floor extension to form ensuite facilities (resubmission of PT05/1163/F), approval, 22/12/05.
- 3.3 P88/1874, erection of single storey rear extension to form garden room, approval, 15/06/88.
- 3.4 P84/1427, erection of a single storey side extension to provide a study and cloakroom; erection of first floor side extension to provide a bedroom and ensuite bathroom, approval, 09/05/84.

4. CONSULTATION RESPONSES

- 4.1 Alveston Parish Council
No objections

- 4.2 Drainage Officer
No comment

Other Representations

- 4.3 Local Residents

A single letter of response has been received from a neighbouring occupier. The respondent makes the following observations:

The proposed west elevation includes a velux roof light. Previous application PT05/3283/F, which was approved clearly states in item 3 that no windows other than those shown on the plans approved shall be inserted at any time unless the Planning Authority gives consent. The reason states to protect the privacy and amenity of neighbouring occupiers.

5. ANALYSIS OF PROPOSAL

- 5.1 Principle of Development

The National Planning Policy Framework (NPPF) advises that the extension or alteration of a building, provided that it does not result in disproportionate additions over and above the size of the original building, is appropriate development in the Green Belt. The South Gloucestershire Development in the Green belt SPD (adopted) advises that as a general guide, extensions that exceed 30% of the volume of the original dwelling may be accepted provided that they are in-keeping with the scale and proportions of the dwelling. Extensions over 50% in most circumstances will be considered disproportionate and inappropriate development in the Green Belt.

- 5.2 South Gloucestershire planning records indicate that the property has benefitted from a number of extensions in the past. It is therefore, clear that the cumulative floor area increase of the proposal is well over 50% of the floor area of the original dwelling. Such an extension would normally therefore, be considered disproportionate. However, significant weight is given to the fact that the same extension has already been accepted by the Local Planning Authority as a proportionate addition and appropriate development in the Green Belt under application PT05/3283/F. Weight is also given to the fact the extension is built over the top of existing rear projection and will be contained within the existing development. It is not therefore; considered that there will be a significant loss of actual openness of the Green Belt. The extension will also be relatively well screened from views from the surrounding area due to the topography, vegetation and a stone wall on the rear boundary. There will not therefore be a significant loss of perceived openness. The scale, form and character of the extension is also considered to be in-keeping with the existing dwelling. The proposal is therefore, considered to be a proportionate addition and appropriate development in the Green Belt.

- 5.3 Appearance/Form

The proposal extends over an existing ground floor projection to form additional bathrooms and a dressing room at first floor level. The proposal is encompassed by a pitched roof with a rear facing gable. The gable is in-keeping with the existing property in terms of scale and proportions, and ridge

and eaves height of the gable are set down lower than the existing dwelling, providing a subservient appearance. A small bathroom window in an off-centre location is proposed in the rear elevation in the gable, whilst a window is proposed partially in the roof on the eastern elevation slope via gabled dormer window. A single velux roof light is proposed in the western roof slope. The applicant has specified the materials clay double Roman roof tiles, rendered walls, and white uPVC windows all to match the existing dwelling. A condition on this basis is therefore, not required if permission is granted.

5.4 It is considered that the proposal is satisfactorily in-keeping with the character of the host dwelling and surrounding properties in terms of scale, form, siting and appearance.

5.5 Residential Amenity

The scale and form of the extension proposed is the same as that approved under application PT05/3283/F. The only difference is the proposed velux roof light in the western roof slope, which has been highlighted by the occupiers of the adjacent bungalow to the west of the application site. It is noted that the previously approved application restricted new windows in the western elevation; however, the condition does not ban the insertion of windows, it ensures that planning permission is required for any additional windows to allow the Local Planning Authority to assess the impact on the privacy and amenity of neighbours. The velux window proposed, although in the western roof slope, is situated high up on the roof slope such that the window will provide a view up into the sky as opposed to down into the neighbouring bungalow.

5.6 Transportation

The proposal does not increase the number of bedrooms in the property; therefore, it is not considered to be in conflict with the Council's Residential Parking Standards SPD (adopted). There is in any case a large parking area to the front of the dwelling.

6. CONCLUSION

6.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, Local Planning Authorities are required to determine applications in accordance with the policies of the Development Plan, unless material considerations indicate otherwise.

6.2 The recommendation to grant permission has been taken having regard to the policies and proposals in the South Gloucestershire Local Plan (Adopted) January 2006 and the South Gloucestershire Local Plan Core Strategy (Adopted) December 2013 set out above, and to all the relevant material considerations set out in the report.

7. RECOMMENDATION

7.1 Planning permission is GRANTED subject to the following conditions.

Contact Officer: Jonathan Ryan
Tel. No. 01454 863538

CONDITIONS

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

To comply with the requirements of Section 91 of the Town & Country Planning Act 1990 (as amended).

2. No windows other than those shown on the plans hereby approved shall be inserted at any time in the western elevation of the property.

Reason

In the interests of the privacy of neighbouring occupiers and to accord with policy CS1 of the South Gloucestershire Local Plan Core Strategy (adopted) December 2013.