

South Gloucestershire Local Plan

Written Statement

**Adopted
January 2006**

Peter Jackson MA Dip TP MRTPI
Director of Planning, Transportation & Strategic Environment
South Gloucestershire Council,
The Council Offices, Castle Street, Thornbury,
South Gloucestershire. BS35 1HF
Telephone: (01454) 868004



Foreword

I am pleased to present the adopted South Gloucestershire Local Plan. This Plan represents the culmination of much work and effort over the past ten years to shape the future of South Gloucestershire. It has been drawn up in consultation with residents, businesses, interest groups and stakeholders, many of whom have influenced its final content. The Plan is an important document which will be the basis upon which development decisions will be taken.

South Gloucestershire is an area of strongly contrasting landscapes, from the internationally important habitats of the Severn Estuary and the adjoining Levels in the west, to the Cotswolds Area of Outstanding Natural Beauty in the east. The built areas comprise the north and eastern fringes of Greater Bristol and the many settlements scattered throughout the extensive rural area.

South Gloucestershire has seen substantial levels of development and population growth over the past 30 years or so. In line with Government policy, the Local Plan focuses new development on the fringes of the built up area. The development areas include both high density housing and employment, facilitating walking and cycling and will have the potential to be well served by public transport. The aim is to reduce the number and length of car trips. This should help to protect the countryside and wider environment.



Pat Hockey
Executive Member
Planning, Transportation and Strategic Environment



Contents

	Page
Chapter 1 Introduction	1
Chapter 2 Strategy Statement	9
Chapter 3 Achieving Good Quality Design	21
Chapter 4 Environment	33
Chapter 5 Green Belt	93
Chapter 6 Transportation	103
Chapter 7 The Economy	155
Chapter 8 Housing	187
Chapter 9 Town Centres and Retailing	251
Chapter 10 Leisure, Recreation, Education and Community Facilities	293
Chapter 11 Service Infrastructure	327
Appendices	341
Glossary	372
List of PPGs/PPSs	384



List of Policies

	Page
Chapter 1 Introduction	1
Chapter 2 Strategy Statement	9
Chapter 3 Achieving Good Quality Design	21
D1 Achieving Good Quality Design in New Development	23
Chapter 4 Environment	33
Section 1 Landscape – Natural and Cultural Heritage	
L1 Landscape Protection and Enhancement	37
L2 Cotswolds Area of Outstanding Natural Beauty (AONB)	41
L3 Coastal Zone	44
L4 Forest of Avon	47
L5 Open Areas within the Existing Urban Areas and Defined Settlements	50
L6 Sites of International Nature Conservation Interest	53
L7 Sites of National Nature Conservation Interest	54
L8 Sites of Regional and Local Nature Conservation Interest	55
L9 Species Protection	57
L10 Historic Parks and Gardens and Battlefields	58
L11 Archaeology	60
L12 Conservation Areas	63
L13 Listed Buildings	67
L14 Demolition of a Listed Building	68
L15 Buildings and Structures Which Make a Significant Contribution to the Character and Distinctiveness of the Locality.	70
L16 Protecting the Best Agricultural Land	71
L17 & L18 The Water Environment	72
L19 Display of Advertisements	76



	Page
Section 2 Environmental Protection	
EP1 Environmental Pollution	78
EP2 Flood Risk and Development	81
EP3 Coastal Defences	83
EP4 Noise-Sensitive Development	85
EP5 Renewable Energy Installations	86
EP6 Contaminated Land	87
EP7 Unstable Land	88
EP8 Safety Hazards	89
EP9 Development in the Vicinity of Safety Hazards	90
Chapter 5 Green Belt	93
GB1 Development within the Green Belt	97
GB2 Proposed Green Belt: Land at Abbots Road, Hanham	99
GB3 Redevelopment of the Major Developed Site in the Green Belt at Hortham Hospital, Almondsbury	101
Chapter 6 Transportation	103
T1 Rail Passenger Services and Facilities	110
T2 Retention of Rail Track Beds and Associated Land for Future Public Transport/Rail Freight Use	113
T3 Public Transport Route and Park and Ride	114
T4 Bus Priority Measure	117
T5 Multi modal Interchange Strategy	121
T6 Cycle Routes and Pedestrian Routes	125
T7 Cycle Parking	132
T8 Parking Standards	136
T9 Car Parking Standards for People with Disabilities	139
T10 Travel Plans	143
T11 Traffic Management Proposals	145
T12 Transportation Development Control Policy for New Development	148
T13 Motorway Service Areas	152
T14 Filton Airfield	154



	Page
Chapter 7 The Economy	155
E1 Proposals for Employment Development and Mixed Use Schemes including Employment Development	164
E2 Severnside	166
E3 Criteria for Assessing Proposals for Employment Development within the Urban Area and Defined Settlement Boundaries and / or Permitted by Policies E4/E6/E7.	171
E4 Safeguarded Employment Areas	174
E5 Filton Airfield Safeguarding	177
E6 Employment Development in the Countryside	178
E7 Conversion and Re-use of Rural Buildings	179
E8 Farm Diversification	180
E9 Agricultural Development	181
E10 Horse Related Development	183
E11 Tourism	184
Chapter 8 Housing	187
H1 Proposed Sites for New Residential Development and Mixed Use Schemes including Residential Development.	197
M1 Site 4 Major Mixed Use Development Proposals at Northfield, Filton Aerodrome, Patchway	207
M2 Site 5 Major Mixed Use Development Proposals at Emersons Green East	211
H2 Proposals for Residential Development, Including Residential Institutions and Special Needs Accommodation, and Applications to Renew Permissions for Residential development, within the Existing Urban Area and Defined Settlement Boundaries	226
H3 Residential Development in the Countryside	229
H4 Development within Existing Residential Curtilages, Including Extensions and New Dwellings	230
H5 Residential Conversions, Houses in Multiple Occupation and Re-use of Buildings for Residential Purposes	232
H6 Affordable Housing	233



	Page
H7 Affordable Housing - Rural “Exceptions” Schemes	237
H8 & H9 Agricultural/Forestry Workers Dwellings in the Countryside	240
H10 Conversion and Re-use of Rural Buildings for Residential Purposes	242
H11 Replacement Dwellings in the Countryside	244
H12 Sites for Gypsies	245
H13 Sites for Travelling Showpeople	248
 Chapter 9 Town Centres and Retailing	 251
RT1 Development in Town Centres	260
RT2 Mixed Use Development - Rock Street Cattle Market, Thornbury	265
RT3 Land to the East of Link Road, Yate	267
RT4 Emerging Town Centre at Bradley Stoke	270
RT5 Proposals for Out of Centre and Edge of Centre Retail Development	273
RT6 Proposals for Retail Development at Cribbs Causeway, Longwell Green and Filton Abbey Wood Retail Parks	278
RT7 Shopping Facilities for New Residential or Commercial Development	280
RT8 Small Scale Retail Uses Within the Urban Areas and the Boundaries of Small Settlements	282
RT9 & RT10 Changes of Use of Retail Premises Within Primary and Secondary Shopping Frontages in Town Centres	283
RT11 Retention of Local Shops, Parades, Village Shops and Public Houses	287
RT12 Use of Upper Floors in Town, Local and Village Centres	290
 Chapter 10 Leisure, Recreation, Education and Community Facilities	 293
LC1 Provision for Built Sports, Leisure and Community Facilities (Site Allocations and Developer Contributions)	298
LC2 Provision for Education Facilities (Site Allocations and Developer Contributions)	302



	Page
LC3 Proposals for Sports and Leisure Facilities Within the Existing Urban Area and Defined Settlement Boundaries	306
LC4 Proposals for Educational and Community Facilities Within the Existing Urban Area and Defined Settlement Boundaries	307
LC5 Proposals for Outdoor Sports and Recreation Outside Existing Urban Area and Defined Settlement Boundaries	307
LC6 Major Sports Stadia	310
LC7 Allocated Sites for Formal and Informal Open Space	311
LC8 Open Space and Children's Play in Conjunction with New Residential Development	314
LC9 Protection of Open Space and Playing Fields	317
LC10 Quiet Enjoyment of the Countryside	319
LC11 Allotments	320
LC12 Recreational Routes	321
LC13 Public Art	323
 Chapter 11 Service Infrastructure	 327
S1 Service Infrastructure in New Development	330
S2 Proposals for Health Provision (Site Allocation and Developer Contributions)	330
S3 Proposals for Social Services Provision (Site Allocation and Developer Contributions)	332
S4 Burial Facilities	333
S5 Telecommunications	336



List Of Figures

Figure	Type	Subject	Page
1.1	diagram	Stages Leading to the Adoption of the Local Plan	7
2.1	diagram	South Gloucestershire Plan Area	16
4.1	diagram	Cotswolds Area of Outstanding Natural Beauty	43
4.2	diagram	Coastal Zone	46
4.3	diagram	Forest of Avon	48
4.4	diagram	Severn Levels	62
4.5	diagram	Approximate Areas of Major Aquifers	75
4.6	diagram	Areas of Flood Risk - Rivers	82
5.1	diagram	Green Belt in South Gloucestershire	96
6.1	diagram	Possible 2015 Rapid Transit Network	116
6.2	diagram	Bus Partnership Routes	119
6.3	diagram	Multi-Modal Interchange Strategy	124
6.4	schedule	Schedule to Policy T6 - Proposed Cycle/ Pedestrian Routes	126
6.5	schedule	Schedule to Policy T7 - Cycle Parking Standards	132
6.6	schedule	Schedule to Policy T8 - Maximum Car Parking Standards	136
6.7	schedule	Schedule to Policy T9 - Minimum Standards for Car Parking Provision for People with Disabilities	140
6.8	table	Threshold Sizes of Development to Which Policy T10 Will Apply	144
7.1	table	Unemployment Rates 1996 - 2004	159
7.2	table	South Gloucestershire Employees in Employment 1991 - 2002	160
7.3	diagram	Main Centres of Employment within South Gloucestershire	161
7.4	table	Supply of Employment Land (April 2004)	163



Figure	Type	Subject	Page
7.5	table	Take up of Industrial Land and Office Space 1989 - 2004	163
7.6	diagram	Travel to Work Patterns in South Gloucestershire	164
7.7	plan	1957-58 Planning Permission at Severnside	168
7.8	diagram	Diagrammatic Plan of the Location of the M49 Junction and Alignments of the Spine Road and Link Road	170
8.1	table	The Residual Housing Land Supply Requirement (April 1996 to March 2011)	196
8.2	schedule	North Fringe Development Major Scheme (Transport Measures)	201
8.3	diagram	Diagrammatic Representation of the North Fringe Development Major Scheme (Transport Measures)	204
9.1	table	Established Town and Local Centres within the Urban Area and the Larger Settlements of South Gloucestershire	257
9.2	schedule	Schedule of Primary and Secondary Shopping Frontages	284
10.1	diagram	Strategic Recreational Routes	324



List Of Appendices

Appendix	Subject	Policy
1	Definition of Large Sites	D1
2	Environmental Initiatives in the Severn Estuary	L3
3	Community Forest Objectives	L5
4	Sites of National Nature Conservation/Geological Importance	L7
5	Criteria for the Designation of Sites of Nature Conservation Interest and Regionally Important Geological Sites	L8
6	Criteria for the Designation of Community Nature Areas	L8
7	Historic Parks, Gardens and Battlefields in South Gloucestershire	L10
8	Scheduled Ancient Monuments in South Gloucestershire	L11
9	Conservation Areas within South Gloucestershire	L12
10	Criteria for Inclusion on the South Gloucestershire List of Buildings of Local Architectural or Historic Interest	L15
11	Employment Land Availability (April 2004)	EI/E4
12	Joint Replacement Structure Plan 2002 - Policy 14 Avonmouth/ Severnside	
13	Sites with Planning Permission for Residential Development (April 2004)	H1
14	Sites the Subject of a Council Resolution to Approve Residential Development (April 2004)	H1
15	Town Centres and Out of Centre Stores - A1 Retail Floorspace (August 2004)	RT5
16	Town Centre Primary Shopping Frontages in A1 (Retail) and Non A1 Use (August 2004)	RT9
17	Mineral Resource Areas - South Gloucestershire Minerals and Waste Local Plan 2002 (Policies 1 and 2)	

Chapter 1

Introduction





Chapter 1 Introduction

Statutory Basis for the South Gloucestershire Local Plan

- 1.1** All local planning authorities are required to prepare and keep under review a district wide local plan for their area. South Gloucestershire Council was constituted under the Avon (Structural Changes) Order 1995, and is the local planning authority for the areas previously administered by the former Kingswood and Northavon Councils.
- 1.2** The South Gloucestershire Local Plan has been prepared by South Gloucestershire Council under the provisions of the Town and Country Planning Act 1990, as amended by Section 27 of the Planning and Compensation Act 1991, and in accordance with the Town and Country Planning (Development Plans) (England) Regulations 1999.
- 1.3** These statutory provisions require one Local Plan to cover the whole of the Council's administrative area. This adopted Local Plan therefore replaces the Council's five existing adopted Local Plans (Thornbury, Bristol North Fringe, Yate and Chipping Sodbury, Rural Areas of Northavon and Kingswood). Waste and minerals issues are dealt with through a separate local plan, the South Gloucestershire Minerals and Waste Local Plan, which was adopted in May 2002.
- 1.4** The Planning and Compulsory Purchase Act 2004 has introduced major changes to the way the planning system will operate in the future. In the new system Structure Plans and Local Plans will eventually cease to exist and will be replaced by Local Development Frameworks. However, under the new system the South Gloucestershire Local Plan is 'saved' until such time as it is superseded by adoption of the South Gloucestershire Core Strategy, Site Allocations, Development Control and Proposals Maps Development Plan Documents.

Purpose of the Plan

- 1.5** The functions of the Plan are to:
1. Develop at a local level the policies and proposals of the Joint Replacement Structure Plan covering the period up to 2011;
 2. provide a detailed and consistent framework for determining applications for planning permission throughout South Gloucestershire. This function is given statutory authority by Section 54A of the Town and Country Planning Act 1990 which states that: "Where in making any determination under the Planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise";



3. provide a basis for co-ordinating public and private development throughout the area, and determining programmes and priorities for public sector investment;
4. bring planning issues before the public for consideration and debate; and
5. inform residents, property/landowners and developers how their interests will be affected during the period up to 2011.

The Plan's relationship with other planning documents

- 1.6** In preparing the Local Plan the Council must have regard to guidance issued by the Office of the Deputy Prime Minister (ODPM). This is mostly contained in Planning Policy Guidance Notes (PPGs), Planning Policy Statements (PPSs) and Circulars (CirCs). These are referred to at appropriate points throughout the Plan.
- 1.7** The Government Office for the South West issued Regional Planning Guidance for the South West (RPG 10) to 2016 in Sept 2001. This contains matters of regional importance, which must be taken into account by Structure and Local Plans. This RPG is now interim RSS10 under the new Planning and Compulsory Purchase Act 2004.
- 1.8** This Local Plan has been prepared having regard to the Joint Replacement Structure Plan which has been adopted jointly by Bath and North East Somerset, Bristol City, North Somerset and South Gloucestershire Councils. The Local Plan is required to be in general conformity with the Structure Plan. The Structure Plan and this Plan cover the period to 2011 and together with the South Gloucestershire Minerals and Waste Local Plan constitute the "Development Plan". For the avoidance of doubt, the policies and proposals of the South Gloucestershire Local Plan do not address minerals and waste issues. The Local Plan has also been prepared in conjunction with the Local Transport Plan.
- 1.9** In preparing the Local Plan the Council has also had regard to the Department of the Environment's Good Practice Guides on Development Plan Preparation and Environmental Appraisal.
- 1.10** Preparation of the Local Plan has been guided by the Council's Purpose Statement: "The Council will work in partnership with all the people of South Gloucestershire to promote the highest sustainable quality of life and environment and to deliver value for money and quality services".
- 1.11** Implementation of the Plan will be assisted by a review of existing Supplementary Planning Guidance and the preparation of new planning guidance, including site-specific concept statements, masterplans, development briefs, and guidance addressing particular types of development.



Contents

- 1.12** The Local Plan consists of a Written Statement (this volume) and a Proposals Map (separate volume).
- 1.13** The Written Statement commences with a description of the overall strategy i.e. what the main aims of the plan are and, broadly, how and where new development is to be accommodated.
- 1.14** Each of the subsequent chapters deals with specific topics and types of development. Each chapter contains policies applying to the whole of the area, and where appropriate, detailed policies and proposals relating to specific areas or sites, as defined on the Proposals Map. The policies and proposals are distinguished from the rest of the text by the use of bold upper-case type and each policy or proposal is followed by an explanation and a justification for its inclusion. The Local Plan should be read as a whole. Proposals will be considered against all the relevant policies.
- 1.15** The Proposals Map is on an Ordnance Survey base of 1:25,000 and 'inset maps' on 1:10,000, 1:5,000, and 1:2,500 bases for those areas where a greater level of detail is required, such as the urban areas, major development areas, town centres and rural settlements.

Preparation of the Plan and Consultation

- 1.16** In preparing the Local Plan, the Council has taken steps to ensure that interested parties were given the opportunity to participate in the plan making process and to influence the final content of the Plan. This was acknowledged by the Council to be a crucial aspect to the Plan.
- 1.17** The South Gloucestershire Local Plan Project Brief was published in July 1996. This served to give notice of the Council's intention to prepare the plan and included, inter alia, provisional aims and objectives. The Project Brief was circulated for information and comment. Further to this, Parish and Town Councils, local business organisations and other locally based groups were invited to make written submissions to the Council in the form of a 'vision statement' for the year 2011.
- 1.18** Further extensive consultation was undertaken in conjunction with the publication of a Consultation Draft Local Plan (see separate Statement of Consultation). Careful consideration was given to all the comments received and where appropriate the Council made changes to the Plan.
- 1.19** The resultant Deposit Draft Plan was placed on formal public deposit for a statutory period of six weeks ending 10 November 2000 for any objections or supporting representations to be submitted to the Council. Again, careful consideration was given to all representations and a further amended Plan (the Revised Deposit Draft) was placed on public deposit for a further period of six weeks, ending 26 July 2002.



- 1.20** A public local inquiry, chaired by an independent inspector, was held between June 2003 and September 2004 into all outstanding objections to the Local Plan. The Inspector's Report was subsequently received in November 2004 and published in December 2004. The Council considered the Inspector's Recommendations in March 2005, and placed Proposed Modifications on public deposit for a six weeks period ending 17 June 2005. In November 2005 the Council considered the responses to the Proposed Modifications and resolved to adopt the Plan without proposing further modifications that materially affected the content of the Plan.

Environmental Appraisal

- 1.21** Government advice is that most policies and proposals in the Local Plan will have environmental implications, which should be appraised as part of the plan preparation process. Such an environmental appraisal is the process of identifying, quantifying, weighing up and reporting on the environmental implications and other costs and benefits of the measures which are proposed (PPG12 'Development Plan'). Environmental appraisal of all development plans should ensure that they encompass and promote sustainability objectives as well as showing how environmental and other effects have been appraised in the plan's policies and proposals.
- 1.22** At the outset of the environmental appraisal process, the Council broadened the appraisal process to take into account economic and social considerations; in effect carrying out a 'Sustainability Appraisal'. Moreover, the Council considered that it should be a continuous iterative process, commencing at the outset of preparing the plan, leading to refinement, improvement and development of policies and proposals and not undertaken as a 'one-off' exercise at the end.
- 1.23** The first stage of the process was commenced prior to preparing the Draft Plan. In summary, it involved asking the following questions: (1) What do we mean by sustainable development? (ie. defining sustainability criteria); (2) What would have a beneficial effect on these criteria? and (3) What sort of policies and proposals would help achieve these beneficial effects?
- 1.24** In parallel with consultation on the Draft Plan the aims and policies were each tested against the sustainability criteria identified at Stage 1 and where appropriate, adjustments were incorporated into the Plan. The Council commissioned an independent review of this part of the Sustainability Appraisal. Details of the methodology and conclusions of the Sustainability Appraisal, together with the independent validation of the process are published separately. (See South Gloucestershire Local Plan Appraisal Stages 1 and 2). The policies in the Revised Deposit Draft Plan which were substantially amended were also appraised prior to the Revised Plan being finalised.



Implementation and Monitoring

1.25 The Council will seek to monitor the effectiveness of the policies in controlling development and progress with implementing the proposals. This will be undertaken in a number of ways including regular reviews of development control decisions and regular surveys of such matters as conversions and changes of use, residential and employment land 'take-up' and land availability, and changes in town centre floor space. This will provide the basis for the subsequent review of the plan. The text following each policy and proposal indicates which agencies the Council envisages will be responsible for implementation and how monitoring will be undertaken.

Figure 1 Stages leading to the Adoption of the South Gloucestershire Local Plan

Summer 1996	PROJECT BRIEF	Consultation on Local Plan Project Brief and Provisional Aims and Objectives
Spring 1997		Further Consultation with Parish/Town Councils and Local Business Organisations - Their vision for 2011
Spring 1998	CONSULTATION DRAFT PLAN	Public Consultation on Draft Plan*
Autumn 2000	'FIRST' DEPOSIT PLAN	Amended Plan placed on public deposit for 6 week period** (Objections/Supporting Representations invited)
Spring 2002		Council considered Objections/Counter proposals and Supporting Representations
Summer 2002	REVISED DEPOSIT PLAN	Amendments to the Plan put on public deposit for further 6 Week period** 'Revised Deposit' (Objections/Supporting Representations invited to amendments only)
Summer 2003	PUBLIC LOCAL INQUIRY	Unresolved Objections considered by an Inspector at a Public Local Inquiry held June 2003 - September 2004
Spring 2005	INSPECTOR'S REPORT	Council received and considered Inspector's Report
Summer 2005	PROPOSED MODIFICATIONS	Further amendments to the Plan put on public deposit **
Autumn 2005		Council considered Objections and Supporting Representations
Winter 2005/6	ADOPTION	Plan Adopted

* Decision to publish a full Consultation Draft Plan was taken before Revision to PPG12 and Town and Country Planning (Development Plan)(England) Regulations 1999 - bringing in new procedures for a 'Double Deposit'.

** This is a statutorily prescribed period (Town and Country Planning (Development Plan)(England) Regulations 1999

Chapter 2

Strategy Statement





Chapter 2 Strategy Statement

Introduction

2.1 The purpose of the Local Plan 'Strategy Statement' is to set out clearly and concisely the main aims of the Plan and to indicate broadly how and where any new development is to be accommodated and make clear the Council's priorities from the outset. In doing so, it will provide a consistent context in which the Plan's policies and proposals can be understood. There are two main elements to the Strategy:

- ❖ A set of guiding principles to indicate the main directions of the Plan;
- ❖ A locational strategy to indicate broadly how and where new development is to be accommodated.

Taken together, the guiding principles and the locational strategy constitute the Council's 'vision' for South Gloucestershire over the period to 2011.

'Sustainability'

2.2 "Planning and transport policies for the area will be based on the principles of sustainable development..." (Policy 1, Joint Replacement Structure Plan). The over-arching aim of the Plan is to ensure that in future, the development and change of use of land in South Gloucestershire is consistent with the principles of sustainable development.

2.3 The most commonly quoted definition of sustainable development is "development which meets the needs of the present without compromising the ability of future generations to meet their own needs" (Brundtland Commission 1987). More recently, Government planning policy has identified sustainable development as the core principle underpinning planning, defining it as "the simple idea of ensuring a better quality of life for everyone, now and for future generations" (PPS1 para 3).

2.4 The principles of sustainable development may be generally summarised as;

- ❖ the pursuit of social and economic equity, both now and in the future,
- ❖ a recognition of resource limits, and that exceeding carrying capacity threatens long-term sustainability,
- ❖ an acceptance that social, economic and environmental sustainability are inter-related,
- ❖ a commitment to consultation, partnership and community ownership, (*'Towards a Sustainable Local Economy' - Faculty of the Built Environment, UWE 1996*).

2.5 In general terms, the Plan seeks to sustain and enhance the quality of life in South Gloucestershire by making the environment, in its widest sense, a



major consideration in deciding the quantity, type and location of development. The Council believes the policies in the Plan will achieve this aim and meet the essential needs of local communities in terms of open space, access to services, public transport, housing and employment. To this end, the strategy is underpinned by the following four guiding principles of sustainable development:

1. to conserve natural resources and natural and cultural heritage;
2. to shape new development patterns in ways which minimise the need to travel by private car;
3. to optimise the use of already developed areas while making them more attractive places in which to live and work; and
4. to pursue social and economic equity.

2.6 A key objective of Government Policy is to accommodate an increasing proportion of new development in ways which make the most effective use of land, transport and other services and in particular involves the re-use of previously developed land. South Gloucestershire has accommodated significant new employment and housing development over the last thirty years. This has changed the nature of the area which is now a major regional employment centre. While this development has provided homes and jobs, it has also created problems, primarily in relation to traffic congestion and the failure of essential physical and social infrastructure to match the pace of population growth. An important element of the Local Plan strategy will be to take opportunities offered by new development to help reduce and overcome such deficiencies and ensure that it makes an appropriate contribution to the provision of new or improved essential facilities and services which will be needed by the development in question.

2.7 In identifying land for housing development the Council has followed the following sequential approach:

- ❖ First priority has been given to previously developed land and buildings within the principal/main urban of Bristol, followed by Yate/Chipping Sodbury and Thornbury, and then the other settlements defined on the Proposals Map.
- ❖ Second priority has been given to identifying other land within the principal/main urban area of Bristol, again followed by Yate/Chipping Sodbury and Thornbury, and then the other settlements defined on the proposals Map.
- ❖ Third priority would be given to urban extensions to the main/principal urban area of Bristol, not involving changes to the Green Belt; and in particular those areas promoted as strategic locations by the JRSP.
- ❖ Finally, fourth priority would be afforded to other locations with existing (or the potential to have) good public transport access along the defined public transport corridors to jobs and services.



- 2.8** The use of so-called 'Brownfield' sites will assist in alleviating the pressure for development in the countryside and other areas valued as a natural resource or for their cultural heritage. Re-use of such sites should also contribute to making urban areas more pleasant places in which to live. Building at higher densities, restricting parking provision and shifting the emphasis of transportation investment away from road building to other modes will also assist in meeting this objective.
- 2.9** However, the rate at which 'Brownfield' sites will become available will not meet all the development needs for South Gloucestershire and therefore land previously committed for development and other vacant or underused land within or adjacent to the urban area has also been considered. The Council will nevertheless guard against 'Town Cramming' and ensure that in seeking to make more effective use of land within the urban area, this does not result in the loss of open spaces which are valued for their recreation, amenity and nature conservation purposes.
- 2.10** In giving preference to accommodating new development within the existing urban area the Council's principal objectives are to reduce growth in the length and number of motorised journeys; to encourage alternative means of travel to the private car which have less harmful environmental impact; and to protect the countryside.
- 2.11** Where the development needs of South Gloucestershire cannot be met from the 'priority' sources and locations described above, the Structure Plan indicates that residential development should be steered towards settlements which have significant advantage over other locations in respect of public transport access to major employment areas and other important facilities. The Council has concluded that the development needs of South Gloucestershire in the period to 2011 can be met from these 'priority' sources and locations without the need to identify further residential development in expansions of settlements outside the main urban area.
- 2.12** There are also benefits in grouping uses which generate a large number of trips to places which either are, or have the potential to be, well served by public transport, especially Town Centres and public transport interchanges, rather than in out-of-centre locations. Mixed use development, particularly within Town Centres can also contribute to the vitality of urban areas. There are also advantages in the provision and distribution of facilities at the most local level possible as this increases choice and reduces the need to travel by car.
- 2.13** A key aspect to the acceptability of accommodating change and growth within South Gloucestershire will be the provision of appropriate levels of supporting transportation and service infrastructure and community facilities. The manner in which these requirements are met will also need to be consistent with the principles of sustainable development. In this respect the Council's first preference is to take advantage of existing spare capacity or enhance or adapt existing service infrastructure and community facilities.



- 2.14** The Council will also be seeking to ensure that development and change respects and enhances the distinctiveness, diversity and quality of the constituent parts of South Gloucestershire. In this context, great importance is attached to the conservation of key environmental resources and raising the standard of design in all new development such that wherever possible it makes a positive contribution to South Gloucestershire as a place to live, work and to visit.

Aims

- 2.15** Within the context of the over-arching aim of the Plan to ensure that development and change is consistent with the concept of sustainable development, the individual aims of the Plan (which should be read together) may be summarised as follows:
1. Conserve and enhance environmental resources and seek environmental protection in order to safeguard and improve biodiversity and the environment in its broadest sense for present and future generations.
 2. Conserve and enhance local distinctiveness and the natural and cultural heritage of South Gloucestershire and its built environment.
 3. Make provision for the dwelling needs of all the residents of South Gloucestershire for the period to 2011, including those in need of affordable housing.
 4. Maintain and enhance the local economy and increase employment opportunities where to do so is sustainable and improves the quality of life for those who live and work in South Gloucestershire.
 5. Ensure that all residents have convenient access to a reasonable range and choice of retail and community services in a manner consistent with the concept of sustainable development.
 6. Promote safe and sustainable transport with minimum environmental impact.
 7. Make provision for the needs of South Gloucestershire residents and visitors in terms of leisure, recreation and community facilities.
 8. Allow for satisfactory provision of services (health and social care, education and emergency services) to meet the needs of South Gloucestershire residents in the period to 2011.
 9. Allow for satisfactory provision of service infrastructure (gas, electricity, water drainage, sewerage and telecommunications) to meet the needs of South Gloucestershire in the period to 2011.
 10. Recognise the importance of existing communities and the need to retain and enhance their variety and vitality.



The Locational Strategy

2.16 South Gloucestershire is located to the north and east of Bristol and comprises approximately 49,700 hectares of diverse and attractive landscape extending from the Severn Estuary in the west to the Cotswold Hills in the east (see figure 2.1). The current population is 247,500 (Registrar General's mid-year estimate, 2004).

2.17 The Plan area has seen substantial growth over the last 30 years or so. The heart of this growth is located to the south of the junction of the M4 and M5 Motorways and the intersection of north/south, east/west rail links in the vicinity of Stoke Gifford and Bradley Stoke (the North Fringe of Bristol). These strategic transportation links provide for rapid access to many other parts of the United Kingdom and beyond to Europe and underpin the locational advantages which have attracted significant investment in new employment, shopping and residential development. Substantial growth has also taken place on the east fringe of Bristol at Longwell Green, and beyond the Green Belt at Yate/Chipping Sodbury and is continuing at Emersons Green.

2.18 The Local Plan's locational strategy follows that of RPG10 (Policy SS2) and the Joint Replacement Structure Plan (Policy 2), the key elements of which may be summarised as follows:

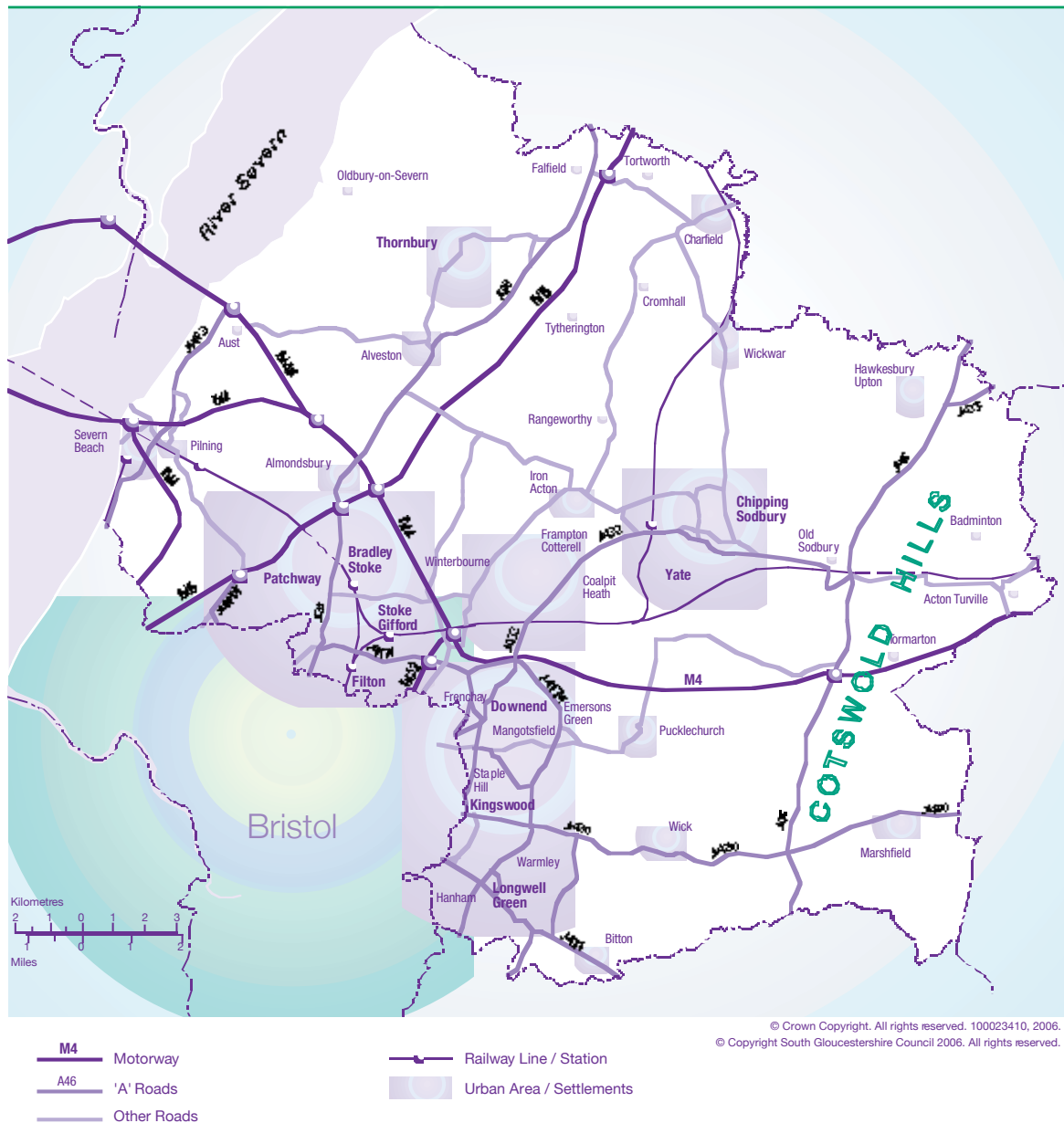
- a. to concentrate development within and, in accord with Green Belt policies, immediately adjacent to the main urban area of Bristol;
- b. to develop and significantly improve public transport infrastructure;
- c. to secure a more balanced pattern of housing and employment in the North Fringe; and
- d. to realise the economic development potential of the key strategic locations at Severnside and Emersons Green.

RPG10 (Policy SS2) refers to the 'Principal Urban Area' (PUA) of Bristol, while the JRSP (Policy 2) refers to the 'main urban area' of Bristol. That part of the Principal or Main urban area of Bristol that is situated within South Gloucestershire is taken to mean the area defined by the inner boundary of the Green Belt. For the sake of clarity, it includes the North and East Fringes of Bristol but not the land excluded from the Green Belt at Severnside. Where this Local Plan uses the term 'urban areas' this refers to the above together with the towns of Yate/Chipping Sodbury and Thornbury, as defined on the Proposals Map.

2.19 The strategy is based upon substantial improvements to public transport services in and around the main urban area, where most development is to be concentrated. This is likely to be predominantly bus-based, though there is the potential for some improvement to heavy rail passenger services. A comprehensive package of improvements to public transport services will be partly public funded and partly developer funded. Improvements will be brought forward in close conjunction with new



Figure 2.1 South Gloucestershire Plan Area



development so as to ameliorate the effects upon the highway network and provide a realistic alternative to the use of the car. New development will take place alongside public transport improvements, with provision of each phased so as to ensure that residents and workers will be able to take advantage of those services from the outset.

Bristol North Fringe

2.20 The area currently referred to as the North Fringe of Bristol is in fact a very significant part of South Gloucestershire situated on its southern fringe. It contains much of the longstanding and new residential and employment areas. A major challenge throughout the Plan period will be to develop and



implement a sustainable vision for this key area. The need for this was identified by the Joint Replacement Structure Plan Examination in Public (EIP) Panel. South Gloucestershire Council has initiated work with a wide range of partners including Parish and Town Councils, the Area Forums and representatives of Community groups and the business sector to identify and articulate such a vision. The work undertaken to date will be developed further and will be used to inform new development proposals. The vision as currently set out includes the following key elements:

- ❖ Communities should be a fundamental building block and the strength of community spirit is a key factor in building the future, particularly in bringing together the various communities (both geographically and otherwise) which currently exist.
- ❖ Traffic and Transport issues are essential in bringing together the area to function as a whole. Rapid transit is key, together with reducing congestion and Bus corridor enhancements along the A38.
- ❖ Cribbs Causeway should be turned around to provide a recreational retail and cultural focus for the area complementary to, rather than competing with, the role of the existing local centres.
- ❖ Education is reflected in the need for a new secondary school at Bradley Stoke and greater emphasis on shared use of facilities by the community and improved provision of nursery places.
- ❖ Health services need to be improved, more accessible and better co-ordinated.
- ❖ Employment and Business should be better linked to residential areas. Small and medium sized businesses should be encouraged alongside the retention of existing employment opportunities.
- ❖ Development, Environment and Housing. Quality design, green spaces and access to the countryside should be encouraged, with new development respecting existing provision. Affordable housing should be encouraged in appropriate mixed high quality developments. The distinct character of existing villages and towns should be preserved.

2.21 In recent years, the level of growth in the North Fringe of Bristol, particularly in terms of industrial and commercial development, has led to increasingly unsustainable patterns of commuting and consequent traffic congestion. These problems are likely to worsen in the short to medium term given the large areas of land remaining in the North Fringe which are committed in existing plans to employment uses but have yet to be developed.

2.22 In these circumstances the Council has reviewed existing employment allocations with a view to seeking to restrain future growth in jobs and traffic in the North Fringe and instead achieve a more balanced mix of development by exploring the possibility of switching some of these sites to housing development. Essential to this approach, however, will be the



need to secure significant improvements to transportation infrastructure, not least with a view to encouraging alternatives to using the private car and ensuring good access to services and facilities.

- 2.23** The overall approach, within the constraints imposed by the scale and extent of existing development and commitments, is to achieve a 'restructuring' of the Bristol North Fringe in such a way as to mitigate the impacts of car based journeys to work.
- 2.24** The emphasis of the strategy, through implementing the development proposals and introducing the communication measures set out in the Plan, is to promote a more integrated and compact pattern of development, which reduces the need for and the incidence of car based commuting. The use of higher densities, a greater mix of uses, the creation of new 'nodes' in the pattern of communications, the enhancement of existing, and emergence of new centres, providing more facilities at a local level should, in combination, facilitate the use of more sustainable travel modes. A key element in meeting the Plan's objectives for the Bristol North Fringe will be the implementation of mixed use development proposals and associated public transport improvements on the Northfield, Filton Aerodrome, Patchway.
- 2.25** It is important to emphasise that this strategy 'adjustment' will not be at the expense of the economic health of the area. Although the Council is looking to achieve a slowdown in the rate of development and a greater mix of uses, major opportunities for job creation will remain which, over the period of this Plan, should ensure that the Bristol North Fringe continues to play a key role in achieving sustainable economic growth and prosperity in the Bristol area and region.

Emersons Green

- 2.26** Similarly, on the north eastern fringes of Bristol the strategy continues to acknowledge the potential for land at Emersons Green to accommodate science based industries which complement existing activities and companies in the Bristol North Fringe. However, as with the northern fringe, the emphasis lies with creating a more 'balanced' pattern of development which encourages higher levels of residential development and the introduction of local facilities and enhanced public transport, cycling and walking measures, which should achieve more 'self sufficiency' than hitherto.

Downend/Staple Hill/Kingswood/Hanham

- 2.27** The Strategy also attaches great importance to sustaining and enhancing existing Town Centres and local accessible employment opportunities within the 'East Fringe' of Bristol.



Sevenside

2.28 The Joint Replacement Structure Plan acknowledges the role of land at Sevenside in providing development opportunities for economic expansion in the short and long term. The Council recognises the area as a key strategic location of regional importance for a range of employment uses which require extensive areas of land and good links to the motorways, the rail network and dock facilities at Avonmouth. The JRSP also acknowledges, at Policy 14, the possible scope for residential or other uses on previously committed land at Sevenside in accordance with the locational strategy, if a series of planning constraints affecting the area can be resolved. However, given the availability of alternative opportunities for meeting the housing requirement in accordance with the search sequence established by PPG3 'Housing', and the concerns in respect of flooding, this Plan makes no provision for housing development in the Sevenside area over the Plan period to 2011.

2.29 As far as possible within the limits imposed by the extent of development which has already been committed, the Council will seek to:

- ❖ safeguard sensitive areas of nature conservation importance in the estuary;
- ❖ protect the amenities of local communities; and
- ❖ control the phasing of development and require the introduction of public transport measures to ensure that traffic generated by development does not significantly exceed the capacity of the existing and improved road network and that alternatives to the private car are available.

The Other Urban Areas - Yate/Chipping Sodbury and Thornbury

2.30 The strategy for new residential development is to concentrate development within and, in accord with Green Belt policies, immediately adjacent to the main urban area of Bristol.

2.31 In the context of the housing proposals contained in the Joint Replacement Structure Plan, all of the Council's requirements can be met in these locations and there is no need to identify potential greenfield sites adjoining the towns of Yate or Thornbury. Within these settlements the emphasis will be on:

- ❖ protecting and enhancing the town centres;
- ❖ achieving improved public transport links to Bristol City Centre and the Bristol North Fringe; and
- ❖ providing for the creation of more job opportunities where this can achieve more sustainable patterns of movement.



Rural Areas and Green Belt

- 2.32** The Council's priority for the wider rural area is to conserve and enhance the countryside and provide for sustainable local communities. The focus will be on supporting new development only where the development meets local needs and enhances the viability of the rural economy.
- 2.33** Central to the Council's overall strategy is the reaffirmation of the existing inner boundary of the Green Belt. The Local Plan has not altered the general extent of the Green Belt. This will be for the next round of documents, under the new Development Plan system, to undertake in the context of examining sustainable development opportunities over the longer term, as proposed in RPG10. Within and beyond the Green Belt, the diversity and visual amenity of the landscape, including the Cotswolds AONB, and the distinctiveness and separateness of small communities will be respected. Countryside will be protected for its own sake and as a biodiversity resource and a resource for agriculture, forestry, other rural industries, recreation and amenity.

Chapter 3

Achieving Good Quality Design



	Page
D1 Achieving Good Quality Design in New Development	23



Chapter 3 Achieving Good Quality Design

- 3.1** The locational strategy (as explained in Chapter Two) is concerned with promoting a more sustainable pattern of land use and development. The quality of design of individual developments and their relationship to the surrounding area are just as important in achieving the Council's vision for a more sustainable South Gloucestershire.
- 3.2** Good design should be the aim of all those involved in the development process and should be encouraged everywhere. Good design can help promote sustainable development; improve the quality of the existing environment; attract business and investment; and reinforce civic pride and a sense of place. It can help to secure continued public acceptance of necessary new development. (see paras 33-39 of PPS1).
- 3.3** Adherence to the design requirements of Policy D1 is intended to achieve development that adds to rather than detracts from the quality of the environment.

Achieving Good Quality Design in New Development

- D1** DEVELOPMENT WILL ONLY BE PERMITTED WHERE GOOD STANDARDS OF SITE PLANNING AND DESIGN ARE ACHIEVED. IN PARTICULAR, PROPOSALS WILL BE REQUIRED TO DEMONSTRATE THAT:
- A.** SITING, OVERALL LAYOUT, DENSITY, FORM, SCALE, HEIGHT, MASSING, DETAILING, COLOUR AND MATERIALS, ARE INFORMED BY, RESPECT AND ENHANCE THE CHARACTER, DISTINCTIVENESS AND AMENITY OF BOTH THE SITE AND THE LOCALITY; AND
 - B.** EXISTING FEATURES OF LANDSCAPE, NATURE CONSERVATION, HERITAGE OR AMENITY VALUE, INCLUDING RIGHTS OF WAY, ARE SAFEGUARDED AND ENHANCED THROUGH INCORPORATION INTO DEVELOPMENT; AND
 - C.** THE LANDSCAPE AND URBAN DESIGN PROPOSALS FOR ALL EXTERNAL AREAS OF THE SITE FORM AN INTEGRAL PART OF THE DESIGN FOR THE SITE AND ARE OF A SCALE AND CHARACTER WHICH IS APPROPRIATE TO THAT OF THE DEVELOPMENT PROPOSED AND THE SURROUNDING LANDSCAPE AND TOWNSCAPE; AND
 - D.** ACCESS INTO AND THROUGH THE DEVELOPMENT IS SAFE, SECURE, CONVENIENT AND ATTRACTIVE TO PEDESTRIANS, CYCLISTS, PEOPLE WITH DISABILITIES AND, WHERE RELEVANT,



PUBLIC TRANSPORT, AND IS WELL INTEGRATED WITH THE WIDER NETWORK OF LINKS; AND

- E. ACCESS INTO THE DEVELOPMENT (WHERE REQUIRED) IS SAFE FOR CARS AND OTHER ROAD VEHICLES; AND
- F. THE OVERALL LAYOUT AND DESIGN TAKES ACCOUNT OF PERSONAL SAFETY, SECURITY AND CRIME PREVENTION; AND
- G. THE DESIGN, DENSITY, ORIENTATION AND LOCATION OF BUILDINGS AND ASSOCIATED LANDSCAPE PROPOSALS SEEK TO ACHIEVE ENERGY CONSERVATION AND THE PROTECTION OF ENVIRONMENTAL RESOURCES; AND
- H. ADEQUATE PROVISION IS MADE FOR THE STORAGE AND COLLECTION OF WASTE AND RECYCLABLE MATERIALS AND, IN LARGER DEVELOPMENT, FOR RECYCLING ON SITE.

Design of Buildings

- 3.4** This policy applies to all types of development including new build and the reuse of, and alterations to, existing buildings. New development should respect, conserve and enhance the character and quality of the surrounding local environment (see Policy L1), including any existing or adjacent buildings or features. Where it is proposed that new development will have a distinct identity this should still complement, respect and fit with its surroundings. The layout should ensure that features that contribute to an area's character and any distinct identity are retained and incorporated into the design and that existing and likely pedestrian and cycle desire lines through the site are catered for.
- 3.5** Where a proposed development is located in an area whose character has been eroded or if surrounding development is of poor quality, good design resulting in high quality and distinctive developments is particularly important.
- 3.6** As well as respecting context and local character, new development should of itself be of good quality. Attention should be paid to the public realm, access and permeability, optimizing landuse and density, mixing activities and tenures, and producing buildings that are durable and adaptable. Hard and soft landscapes should be robust and durable.
- 3.7** In order to demonstrate that the criteria set out in Policy D1 have been satisfied, applicants are advised that they should support planning applications with a "design statement". This should demonstrate the applicant's understanding of the existing site conditions and use; how the site relates to the surrounding area; and how they have taken account of the need for good design in their development proposals (Planning & Compulsory Purchase Act 2004 Section 42). The design statement should include urban design and landscape proposals as well as building design.



- 3.8** This will necessarily include a proper assessment of the character of the built and natural environment of the site and its context and the impact upon it of the proposed development. Particular attention should be paid to defining characteristics that contribute to local distinctiveness e.g. traditional local building materials, styles, layouts and landscape, wildlife or design features. Such supporting submissions should include a short written statement explaining how the design principles adopted have been derived as well as illustrative material in plan and elevation showing the site in its wider context. The extent and level of detail in the design statement will vary according to the scale and nature of the proposed development. Applications providing insufficient or inadequate information to enable the Council to assess whether the proposal will meet the criteria set out in Policy D1 will be refused.
- 3.9** Prospective applicants are encouraged to consult the Council before formulating development proposals.
- 3.10** In order to achieve good design, the Council will, where appropriate, seek to work with developers in the preparation of site specific planning guidance i.e. concept statements and/or development briefs and masterplans. These will be subject to public participation and consultation. The Council will also be reviewing its existing Supplementary Planning Guidance relating to design. It is not, however, the intention of the Plan, or the purpose of any planning guidance to stifle originality and innovation in design.
- 3.11** The Council will encourage local communities to prepare village design statements. These highlight the distinctive character and features of a village and its setting and help to provide guidance for developers and planners when considering development proposals. The Council may, in appropriate cases and where resources allow, adopt village design statements as planning guidance where these accord with the Plan.
- 3.12** Where the Council considers the location of proposed development to be particularly sensitive, for example in, or affecting the setting of, the Cotswolds AONB, a Conservation Area, a site of nature conservation importance, an historic building, a Scheduled Ancient Monument or an historic park or garden, developers will be encouraged to submit a full detailed application for planning permission from the outset so that these matters may be taken into account in considering the principle of development. Where an outline application is submitted in such circumstances the Council will require sufficient further details so that the effect of the development can be fully assessed (Town & Country Planning (General Development Procedures) Order 1995, Article 3(2)).



Landscape Proposals

- 3.13** The layout, design and detailing of all external areas, form an important and integral part of any scheme. The design of landform, paving materials, means of enclosure and other built and natural features should reinforce the character of the locality. New planting has the potential to enhance the appearance and nature conservation value of the landscape, to help integrate new development with its setting and may provide necessary screening and enclosure. The retention of landscape features can provide new development with an immediate maturity and assist integration into its setting. Creation of new habitats should not damage any existing features of nature conservation interest and must be appropriate to the locality.
- 3.14** Landscape design and habitat protection and creation and its future maintenance should therefore be considered as an integral part of the overall design of a scheme and not an afterthought. Where landscape is a matter to be determined, planning applications will be required to be supported by a full and detailed landscape scheme. This should include all details of the external areas of the proposed scheme, including levels, service lines, materials, finishes, detailing, soil, layout, the type, size and density of all proposed planting and maintenance and management proposals.
- 3.15** The planting of trees and hedgerows will be encouraged where this is in accord with the character of the locality. Proposals for new planting should, however, have regard to the need to avoid impact on existing and proposed buildings, the need to accommodate visibility splays and potential impact on services. Due regard must therefore be given to the long term size of plants and their future maintenance requirements, and a management plan for planting will be expected as part of all landscape schemes submitted to the Council for approval (see para 3.14 above). New buildings, structures and services should also be laid out in a manner which does not compromise valued landscape features on the site, and allows sufficient space for the development of new landscape features.
- 3.16** Roadside tree planting can assist in the reduction of air borne pollutants particularly from traffic and is to be encouraged in new development. Within larger open spaces, and where appropriate to the character of the locality, the opportunity should be taken to plant native deciduous woodland of the appropriate National Vegetation Classification (NVC) woodland type. Where feasible, planting stock from local provenance seed sources, or from British seed stands within similar geographic zones should be used.
- 3.17** Boundary treatments should be designed having regard to their function, location, prominence, and the character of the development and its setting. Their design should seek to provide a common theme along public frontages in terms of planting, materials and elevational treatment to create visual interest and provide durable boundaries. Attention should be paid to designing boundaries, which provide for informal surveillance and legibility.



Access, Safety and Security

- 3.18** Places, Streets and Movement – A Companion Guide to Design Bulletin 32 Residential Roads and Footpaths (DETR 1998) gives guidance on how residential areas should be designed to create more sustainable communities. The Guide emphasizes the importance of creating a sense of place. “Within residential areas, old and new, it is the sense of place which should have priority. In the making of places it is not the road layout but the relationship of buildings to each other which should be paramount.”
- 3.19** New development provides an opportunity to secure a more accessible environment for everyone, including wheelchair users and other people with disabilities, elderly people, and people with pushchairs (PPS1 para 16). Residential layouts will need to reflect the fact that Part M of the Building Regulations (Access and Facilities for Disabled People) has been extended to apply to new dwellings.
- 3.20** Public routes through the site should be safe, secure, convenient and attractive, and provide for the needs of pedestrians as first priority, cyclists and, where appropriate, public transport and cars. New development should have convenient links to existing and proposed pedestrian and cycle routes outside the development site. In addition, priority should be given to the creation of short, direct pedestrian and cycle routes to facilities, areas of employment and transport interchanges, thereby encouraging journeys to be made by non-car modes. Wherever possible, the road system should be designed to minimise vehicle speeds and promote pedestrian and cyclist priority. The Council will identify walking and cycling routes to schools and where appropriate introduce “Home Zones” and 20 mph speed limits.
- 3.21** All routes used by pedestrians and cyclists should be designed with personal safety in mind and where appropriate should be well lit and overlooked. Lighting should be designed so as not to be visually intrusive or to adversely affect existing amenity. Public open spaces and children’s play areas should also be located and designed so that informal surveillance is maximised whilst impact on privacy and security is minimised. See Policy LC8 regarding informal open space layout.
- 3.22** Public transport infrastructure (e.g. bus stops) and parking provision should be designed as an integral part of any scheme so as to provide for convenience and ease of use and security. Careful siting, landscaping and urban design will assist in minimising visual intrusion and disturbance while ensuring a degree of surveillance, thereby deterring crime.
- 3.23** It is recognised that there are different views on exactly what types of design are best for personal security and crime prevention. Different solutions will be appropriate in different situations. However, these are matters that should be taken into account when designing layouts, buildings and landscape proposals and developers should demonstrate how they have considered them.



Energy Efficiency and Conservation of Environmental Resources

- 3.24** Government advice (PPS1 para 22) and Regional Planning Guidance (RPG 10) promote the inclusion of policies in local plans which encourage energy efficient development. Under the Home Energy Conservation Act 1995 (HECA) South Gloucestershire Council, as an energy conservation authority, is required to improve energy efficiency in the entire housing stock in the area by 30% over a period of 15 years. The main aim of increasing energy efficiency is to reduce emissions of the greenhouse gas carbon dioxide (CO₂).
- 3.25** Building design, orientation and location can help reduce energy requirements by maximising solar gain and minimising heat loss. The inclusion of energy efficient technology and, where possible, combined heat and power schemes involving district heating can also contribute to reducing energy inputs and are to be encouraged.
- 3.26** The Council recognises that energy efficiency in building construction is the subject of separate legislation and controls in Revised Part L of the Building Regulations which came into force on 1st April 2002 provide guidance for achieving energy efficiency in the construction of new buildings. The Building Research Establishment also provides advice on energy efficiency. This policy is therefore concerned with site layout and overall building design.

Measures for achieving energy efficiency through site layout will include:

- ❖ Use of building shape and layout to minimise wind tunnelling and eddying.
- ❖ Selecting location to avoid poor micro-climate (hill crests and frost pockets) and to make the most of south facing slopes.
- ❖ Orientation to enable the majority of housing to face within 45° of south and preferably within 30° to maximise solar gain.
- ❖ Limit overshadowing by neighbouring buildings and trees to ensure no more than 5% loss of useful total solar gain. This should not be achieved through loss of existing trees.
- ❖ Use of landscaping to provide shelter belts, improve energy conservation and provide for shade in summer and sun in winter.

The following criteria would improve achieving energy efficiency through building design:

- ❖ Internal layout to include consideration of placing rooms needing higher temperatures (e.g. living rooms) to the southerly side to maximise passive solar heating.
- ❖ Layout of windows, doors and rooflights to provide larger window areas to the south (to maximise solar gain) and smaller to the north (to minimise heat loss but still provide adequate daylight).



- ❖ Provision for recycling of rain water and domestic waste on site to be made feasible.
- ❖ Provision for active solar systems to be included or made feasible as appropriate.
- ❖ Use to be made of material with reduced energy inputs (e.g. sustainably produced timber), low maintenance needs and locally manufactured or recycled (e.g. bricks) or reused on site.

(DETR Planning for Sustainable Development: Towards Better Practice 1998)

- 3.27** Additionally, existing buildings should be reused where this would be more energy efficient than demolition and new build. The reuse and recycling of materials will be encouraged in the construction of transport infrastructure.
- 3.28** In appropriate cases, the Council may seek the submission of an energy audit as part of an environmental statement to support an application. The Council intends to publish further advice promoting more energy efficient forms of development.
- 3.29** Developers should also have regard to the Construction (Design and Management) Regulations 1994 and comply with the relevant details as appropriate.
- 3.30** Developers will be encouraged to enter into sewer adoption agreements with the relevant body as appropriate for new development. Sustainable drainage best management practices for the disposal of surface water should be integrated into the design of new development. See Policy L18 The Water Environment and the Council's Supplementary Planning Guidance, "Sustainable Drainage Systems" (adopted 2002).

Recycling

- 3.31** Adequate provision for the storage and collection of waste and recyclable materials should be made within new development. New housing development should ensure that sufficient space within individual plots is available for the storage of waste and recyclable material to facilitate kerbside collections from residential areas. New large employment, retail and leisure development as defined in Appendix 1 will be required to provide adequate space for the storage and collection of materials. This should be easily accessible to the public, should not give rise to a highway safety hazard, and should comply with operating requirements of collection vehicles as well as with requirements in policies EP1 and D1.



Waste Audits

- 3.32** The Council is committed to reducing waste and encouraging reuse and recycling in line with sustainable waste management. The Council's Minerals and Waste Local Plan addresses waste management issues on development covered by the South Gloucestershire Local Plan.
- 3.33** The Minerals and Waste Local Plan includes a policy requiring all development proposals that will generate waste materials in the development process to be accompanied by a waste audit. The waste audit should provide details of the type and volume of waste that will arise from the development, what uses are to be made of that waste on-site, what means are to be used to reduce the volume requiring final disposal and the final destination for the residual waste, (See Policy 34 of the South Gloucestershire Minerals and Waste Local Plan).

Overcoming Adverse Impacts and Securing Enhancement

Environment

- 3.34** Most development will have some impacts on the environment. They include the impact on the landscape in its broadest sense, including South Gloucestershire's natural and built heritage, as well as pollution and safety issues. The extent of any impact will depend both upon the nature and design of the development and upon the character and quality of the environment. Sustainable development aims to balance the need for economic and social development with conservation and enhancement of the environment.
- 3.35** Adherence to the design requirements of Policy D1 is intended to achieve development that adds to rather than detracts from the quality of the environment. There may, however, be circumstances where the development as proposed would still potentially result in an adverse impact on the environment and supporting infrastructure. By modifications to the development proposal to avoid or design out the impact, or by appropriate mitigation, compensation or substitution, management and enhancement measures, the overall impact of development can often be reduced to an acceptable level without compromising the principles of sustainable development and aesthetic quality. Wherever possible and practicable, the Council will be looking for avoidance in preference to mitigation. Where features cannot be retained or effectively mitigated against, and their loss is acceptable, compensation and/or substitution works may be considered appropriate.
- 3.36** Where development would have an adverse effect on the environment, the policies in the Environment Chapter set out the circumstances where this effect would be acceptable. However, it will not be possible to achieve a balance for all development. Where this balance cannot be achieved,



i.e. the development cannot be made acceptable, either because conservation of the environment is paramount or because the development will not provide sufficient protection for the environment, then planning permission will be refused.

- 3.37** Where features of value are safeguarded from the proposed development applicants will be expected to put forward proposals for enhancement works and/or management to sustain the feature in the long term.
- 3.38** In assessing the impact that a development would have on the environment, the Council will consider the benefits of existing features in the environment which would be affected by the development and the extent to which these benefits can or cannot be retained, and whether replication rather than retention would be acceptable as mitigation.
- 3.39** In order to secure the necessary mitigation measures and to secure appropriate enhancement and/or management, the Council may seek to impose conditions or to negotiate obligations or legal agreements. Conditions and obligations should only be used where they are necessary to make a proposal acceptable in land-use planning terms. Government guidance on conditions and obligations is contained within Planning Policy Guidance Notes, Planning Policy Statements and Circulars 11/95 and 1/97.

Residential Amenity

- 3.40** As well as assessing the environmental effects of a development, it is appropriate to address the impact of development on residential amenity. Although the planning system does not exist to protect the private interests of a person against the activities of another, the private interest may coincide with the public interest in some cases.
- 3.41** The basic question is not whether the owners and occupiers of neighbouring properties would experience financial loss from a particular development, but whether the proposal would unacceptably affect amenities and the existing use of land and buildings which ought to be protected in the public interest. Good neighbourliness and fairness are among the yardsticks against which development proposals can be measured; for example, it might be material to consider 'overlooking' or loss of privacy experienced by a particular resident.
- 3.42** Where appropriate the impact of development on residential amenity is addressed in policies.

Transportation

- 3.43** The transport implications of a development will clearly vary with its location, scale and type. Impacts from transportation can be direct, for example, by affecting safety and residential amenity, by creating or exacerbating traffic congestion, and by increasing noise, vibration, or air pollution as well as impact on environmental assets or character. Other impacts are more widespread and include effects on climate change and



the use of non-renewable fossil fuels. The aim of the Local Plan's Transport Strategy is to reduce undesirable environmental and amenity effects through the promotion of a more sustainable and integrated transport system. This will reduce reliance on car-based transport and encourage the use of alternatives through improved public transport and increased opportunities for walking and cycling.

- 3.44** In order to assist in the analysis of the transport implications of a development and to provide a basis for negotiation on details of the scheme, the Council will require Transport Assessments to be submitted alongside applications for major developments (PPG13 para 23). These assessments should illustrate the likely modal split of journeys to and from the site, together with details of proposed measures to improve access by public transport, walking and cycling and reduce the impacts of motorised journeys associated with the proposal.
- 3.45** Where adverse effects would result, the Council will be looking for ways to reduce these effects to a level which achieves an acceptable balance, before the development can be allowed to proceed. These may, for example involve further measures/contributions to improve the modal split of non car modes by the introduction of green transport plans, reduced parking levels or further contributions to public transport, walking and cycling proposals. Amendments to the design and layout of new development to incorporate better provision for bus access, traffic management/traffic calming for safety reasons and to enhance quality of life may be required and off-site speed and parking restrictions may be appropriate. Funding of highway and/or other transport measures may be necessary. Chapter 6 provides more details of the Council's requirements on measures to reduce the transportation effects of development. Where the assessed adverse affects cannot be made acceptable to ensure either the necessary level of safety or the appropriate level of protection of the environment and quality of life, then planning permission will be refused.

Implementation and Monitoring:

Development Control; planning guidance including the preparation of concept statements, design briefs, and masterplans by the Council and developers; South Gloucestershire's own works; participation in partnerships and the sponsorship of projects.

Chapter 4

Environment



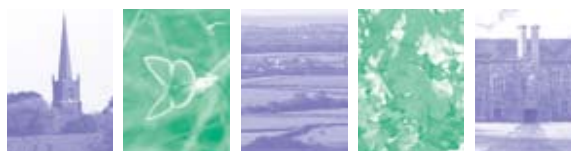
Section1 - Landscape – Natural and Cultural Heritage

	Page
L1 Landscape Protection and Enhancement	37
L2 Cotswolds Area of Outstanding Natural Beauty (AONB)	41
L3 Coastal Zone	44
L4 Forest of Avon	47
L5 Open Areas within the Existing Urban Areas and Defined Settlements	50
L6 Sites of International Nature Conservation Interest	53
L7 Sites of National Nature Conservation Interest	54
L8 Sites of Regional and Local Nature Conservation Interest	55
L9 Species Protection	57
L10 Historic Parks and Gardens and Battlefields	58
L11 Archaeology	60
L12 Conservation Areas	63
L13 Listed Buildings	67

	Page
L14 Demolition of a Listed Building	68
L15 Buildings and Structures Which Make a Significant Contribution to the Character and Distinctiveness of the Locality.	70
L16 Protecting the Best Agricultural Land	71
L17 & The Water Environment	72
L18	
L19 Display of Advertisements	76

SECTION 2 - Environmental Protection

	Page
EP1 Environmental Pollution	78
EP2 Flood Risk and Development	81
EP3 Coastal Defences	83
EP4 Noise-Sensitive Development	85
EP5 Renewable Energy Installations	86
EP6 Contaminated Land	87
EP7 Unstable Land	88
EP8 Safety Hazards	89
EP9 Development in the Vicinity of Safety Hazards	90



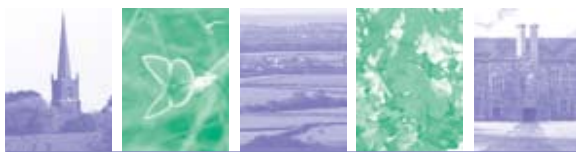
Chapter 4 Environment

Introduction

- 4.1** The environment consists of the natural resources of air, water, rock, soil and living things, linked by complex and ever changing processes. Human activity further shapes and changes these natural resources to produce the landscape which is made up of natural and man made features moulded to meet the needs of society both past and present.
- 4.2** Section 1 of the Environment Chapter is concerned with the conservation and enhancement of South Gloucestershire's natural and cultural heritage in all its diversity whilst allowing for appropriate change. Section 2 is concerned with safeguarding the environment in its broadest sense and with protecting people from pollution or physical harm. The policies have been drawn up within the context of the Joint Replacement Structure Plan, Policy 3 of which specifically requires local plans to contain a strategy for the conservation and enhancement of the environmental assets which make a significant contribution to local character and distinctiveness, or which are already recognised as of local, national or international importance.

Environmental Assessment

- 4.3** Environmental assessment is a means of evaluating the full environmental impact of development. An environmental assessment considers alternative development proposals, assesses the impact of these alternatives, proposes impact avoidance, mitigation and compensation measures and leads to the production of an Environmental Statement which is submitted as supporting information with a planning application or, if deemed necessary, after an application has been submitted.
- 4.4** Development proposals of the type listed in Schedule 1 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999, as amended in 2000, require an environmental assessment in every case. Projects of the type listed in Schedule 2 and expanded upon in Circular 2/99 require the carrying out of an environmental assessment where the proposal is likely to have significant effects on the environment. The Regulations also extend the effect of the requirements for environmental assessment to cover permitted development.
- 4.5** For developments falling outside the scope of the Environmental Impact Assessment Regulations, but which are likely to have a significant effect on the environment, the Council will expect developers to submit sufficient information describing the environmental impact of the scheme together with the planning application (whether outline or full), to enable the Council to determine the application. The information should identify any proposed mitigation measures and assess their impacts to ensure that wherever



possible impact is avoided and that the level of any residual impact is minimised. Where appropriate, the Council may secure such information through the exercise of its powers under Article 4 of the Town and Country Planning (Applications) Regulations 1988 or Article 3 of the General Development Procedures Order 1995. Development proposals will need to comply with all relevant policies in the Plan and to have regard to the Council's planning guidance and guidance from other statutory bodies.

- 4.6** The Department of the Environment, Transport and the Regions produced an Environmental Impact Assessment: A Guide to Procedures (2000) and the Institute of Environmental Assessment has produced separate Guidelines for Ecological and for Landscape & Visual Assessment, which may be of assistance to developers.

Section 1 - Landscape - Natural and Cultural Heritage

- 4.7** The term "Landscape" within the Local Plan reflects the all embracing character approach to landscape promoted by the Countryside Agency and in PPS7 Sustainable Development in Rural Areas paras 1 (ii), (iv) and (vi). "Landscape – Natural and Cultural Heritage" is a term used to describe the landform and natural environment as shaped through time by human activity and therefore also includes the resultant built form (see Policy L1 and text).

Aim

- 4.8** The overall aim of the policies in this section is to conserve and enhance the quality of the natural and cultural heritage of South Gloucestershire and its built environment and to improve biodiversity.

Objectives

- 4.9** The Local Plan objectives in respect of the landscape are:
- 1 To conserve and enhance the character, diversity, natural beauty and amenity of the landscape of South Gloucestershire for its own sake and improve degraded areas.
 - 2 To ensure high standards of design in new development generally which are in keeping with local character and maintain and enhance the quality of established built-up areas in terms of function, appearance, security, safety, overall amenity and energy efficiency.
 - 3 To ensure benefits from the Forest of Avon are maximised and its objectives are achieved in a way compatible with other planning policies and strategies.



- 4 To conserve and enhance the biodiversity of South Gloucestershire, prevent the isolation and decline of species and habitats and seek opportunities for the creation of new habitats and the management of features of nature conservation importance.
- 5 To conserve and enhance the character, appearance and setting of buildings, sites, structures, areas and landscapes of special historic, architectural or archaeological interest or of high visual quality.
- 6 To safeguard the best and most versatile agricultural land.
- 7 To seek the conservation of water resources and protection of the water environment including surface and groundwater resources.

Landscape Protection and Enhancement

L1 IN ORDER THAT THE CHARACTER, DISTINCTIVENESS, QUALITY AND AMENITY OF THE LANDSCAPES OF SOUTH GLOUCESTERSHIRE ARE CONSERVED AND ENHANCED, NEW DEVELOPMENT WILL BE PERMITTED ONLY WHERE:

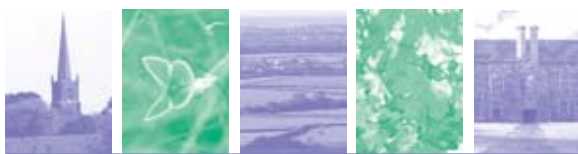
- A. THOSE ATTRIBUTES OF THE LANDSCAPE WHICH MAKE A SIGNIFICANT CONTRIBUTION TO THE CHARACTER OF THE LANDSCAPE ARE CONSERVED AND WHERE POSSIBLE ENHANCED; AND**
- B. THOSE FEATURES IN OR OF THE LANDSCAPE WHICH MAKE A SIGNIFICANT CONTRIBUTION TO THE CHARACTER OR DISTINCTIVENESS OF THE LOCALITY ARE RETAINED, PROTECTED AND MANAGED IN A MANNER WHICH ENSURES THEIR LONG-TERM VIABILITY; AND**
- C. THE AMENITY OF THE LANDSCAPE IS CONSERVED AND WHERE POSSIBLE ENHANCED.**

THE COUNCIL WILL SEEK TO NEGOTIATE THE PROVISION OF WORKS TO RESTORE, MAINTAIN AND WHERE POSSIBLE ENHANCE THE LANDSCAPE IN A MANNER WHICH CONTRIBUTES TO THE CHARACTER, QUALITY, DISTINCTIVENESS AND AMENITY OF THE LOCALITY WITHIN WHICH THE DEVELOPMENT IS LOCATED.

IN THE CONTEXT OF A DEGRADED LANDSCAPE, OR ONE WHERE THE CHARACTER HAS BEEN ERODED, THE COUNCIL WILL EXPECT THE DEVELOPMENT TO CONTRIBUTE TO THE REGENERATION AND RESTORATION OF LANDSCAPE CHARACTER AND DISTINCTIVENESS AS WELL AS VISUAL AMENITY.

4.10 South Gloucestershire Council endorses the following Countryside Agency definition:

“The term landscape refers primarily to the visual appearance of the land, including its shape, form and colours. It also reflects the way in which



these various components combine to create specific patterns and pictures that are distinctive to particular localities. However, the landscape is not a purely visual phenomenon, because its character relies closely on its physiography and its history. Hence, in addition to the scenic or visual dimension of the landscape there are whole ranges of other dimensions, including geology, topography, soils, ecology, archaeology, landscape history, land use, architecture, and cultural associations. All of these factors have influenced the formation of the landscape, and continue to affect the way in which it is experienced and valued.” (Landscape Assessment Guidance, CCP3 423 1993).

- 4.11** In the context of this policy “attributes” of the landscape are defined as being the inherent characteristics of the locality including for example, openness or enclosure, key views or vistas, landform and patterns in the landscape such as those defined by historic land uses, roads and lanes, buildings, hedgerows or water courses.
- 4.12** “Features” include those constituent parts of the landscape that either in their own right, or in combination with landscape attributes, give the locality its particular character and distinctiveness including for example, trees, hedges, ponds, geological or geomorphological features, rights of way, streams and rhines, ponds and aspects of the built environment including structures such as gate posts, walls, railings as well as the buildings themselves. Landscape character arises from a combination of landscape attributes and features, while distinctiveness is determined by the particular combination of attributes and features which makes one locality different from another.
- 4.13** Amenity is defined as the value of a particular area. This includes those functions listed in PPG17 (Annex: para 3) such as defining and separating settlement, providing green space close to where people live, providing recreational opportunities, nature conservation functions, a venue for community events, as well as visual amenity. "Visual amenity" is the value of a particular area in terms of what is seen.
- 4.14** PPS 1: Delivering Sustainable Development and PPS 7: Sustainable Development in Rural Areas advocate an all embracing character approach to landscape based on the principle that the countryside should be safeguarded for its own sake. They emphasize that each area exhibits characteristics of local distinctiveness and that natural resources should be afforded protection.
- 4.15** The character and quality of the landscape will be taken into account when assessing the impact of development in order to ensure that such development is appropriate and in keeping with both the local and wider landscape context (see also PPS1). The "quality" of a landscape is defined as being based on judgements about the physical state of the landscape and about its intactness, from visual, functional and ecological perspectives. It also reflects the state of repair of individual features and elements that make up the character in any one place.



4.16 The Countryside Agency through its Countryside Character Approach, together with English Nature through the Natural Areas Programme, have defined 181 different character and natural areas within England. Four such diverse and contrasting areas make up the landscape of South Gloucestershire:

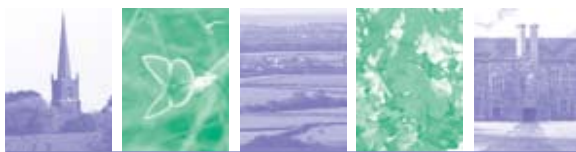
- ❖ Bristol, Avon Valleys and Ridges
- ❖ Cotswolds
- ❖ Severn and Avon Vale
- ❖ Severn Estuary

(Countryside Commission and English Nature: The Character of England, Landscape, Wildlife & Natural Features 1996)

4.17 A Landscape Character Assessment has been produced for South Gloucestershire and was adopted as a Supplementary Planning Document (SPD) in August 2005 following public consultation. This assessment provides a more detailed breakdown of the areas defined in the national characterisation. It identifies 21 individual landscape character areas, each with its own particular identity. Key attributes and features that make a particular contribution to the character of each area and are of importance to the distinctiveness of the locality are also identified. A Landscape Strategy is also being prepared which will provide guidance as to the future evolution of each area in order to ensure the conservation and enhancement of their unique character. The Strategy will supplement the Landscape Character Assessment and will also be subject to public consultation and adopted as SPD. These documents will be used when assessing the appropriateness and/or impact of proposals for development. They provide the broad context for development proposals.

4.18 The Landscape Character Assessment and Landscape Strategy cannot identify every individual landscape feature (e.g. tree or gatepost) and attribute (e.g. a particular view) in each character area and so developers will still need to carry out their own more detailed landscape and visual assessments. These must be at an appropriate scale and level of detail to show both the actual area of, and the context to, their particular site. This will include details of the attributes and features that make a significant contribution to local character and distinctiveness, and also an assessment of the amenity of the site within its landscape setting. Developers should support proposals for development with information demonstrating how such proposals conserve and enhance the character, distinctiveness and diversity of the local landscape. Methodologies for assessing landscape and visual impact assessment are set out in "Guidelines for Landscape and Visual Impact Assessment" (Second Edition) 2002 produced by the Landscape Institute and Institute of Environmental Management and Assessment.

4.19 South Gloucestershire Council and others are in the process of carrying out a range of other landscape analysis/characterisation initiatives which will



inform and/or supplement the Landscape Character Assessment and Landscape Strategy and the development control process. These bring together all aspects of the environment which make up the character of particular areas, i.e. natural and cultural features, and place that locality within the wider landscape context. Initiatives include the Historic Landscape Survey, the Forest of Avon Plan, Village Design Statements, Conservation Area Appraisals, Local Biodiversity Action Plans and Local Sites of Nature Conservation Interest.

- 4.20** The Landscape Character Assessment and Landscape Strategy will draw on and add to the considerable body of knowledge and information already available in this field, some of which has been adopted by South Gloucestershire Council as supplementary planning guidance. These documents will be reviewed, together with appropriate new initiatives and adopted as appropriate by the Council as planning guidance. Developers should also refer to the landscape assessments and management plans prepared by others for the Cotswolds (Cotswolds Landscape CCP294) and the Forest of Avon (Forest of Avon Plan).
- 4.21** In assessing proposals for development, consideration will be given to the contribution which the various attributes and features associated with a site make to the local and wider environment. For example, a mixed woodland may contribute to biodiversity, be an essential part of the landscape pattern, contribute to visual amenity and be of use for recreation, but it may also be the site of a key local historic or other cultural event and also serve as a carbon sink. Thus each feature may provide a broad range of services including landscape, nature conservation, heritage, cultural or amenity as well as contributing to the conservation of water resources and air quality. Developers will therefore be expected to undertake an evaluation of the attributes and features associated with a site in both the local and wider context, and to fully justify any proposals which will impact upon them or result in their loss. This evaluation will also have a direct bearing on decisions regarding their management and retention. This approach is in line with the Quality of Life Capital approach being promoted jointly by English Heritage, The Environment Agency, The Countryside Agency and English Nature.
- 4.22** Where landscape attributes or features of value are to be incorporated within development sites, the Council will impose conditions and/or seek to negotiate agreements requiring appropriate measures to be taken to secure their protection during development operations, as well as their short and long term management, maintenance and, where appropriate enhancement.
- 4.23** Where there are existing woodlands, trees and/or hedges on development sites, the Council will require the developer to carry out a vegetation survey, to include their positioning, species, size and condition. The information provided by the survey should inform the site planning and design of the development. The Council will require the retention of



existing woodland, trees or hedgerows within new development unless their removal can be fully justified in the interests of good silvicultural or aboricultural practice, (arising from the vegetation survey) or in order to benefit the character or appearance of the area. An approved scheme of management will be required for the retained vegetation. The Council will review its Supplementary Planning Guidance on Trees on Development Sites.

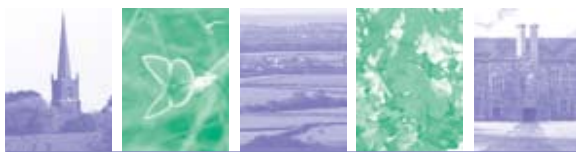
- 4.24** In appropriate cases the Council will seek to protect trees and woodlands for their amenity value through the making of Tree Preservation Orders. Developers should also have regard to the Hedgerow Regulations 1997.
- 4.25** The contribution of features of archaeological, historic or nature conservation importance to the character, distinctiveness, quality or amenity of the environment may be indicated by national, regional or local designations. Government guidance on the treatment of such features is given in PPG 9, PPG15 and PPG 16. Article 10 of the EEC Habitats Directive encourages the "management of features of the landscape which are of major importance for wild fauna and flora" (92/43/EEC). For consideration of the significance of features in landscape terms, reference should be made to the landscape character assessment process (Paras. 4.17-4.20).

Implementation and Monitoring:

Through Development Control, Landscape Character Assessment, review of existing Supplementary Planning Guidance and publication of new planning guidance. Also South Gloucestershire's sponsorship of and participation in partnerships to achieve environmental improvement projects and management plans.

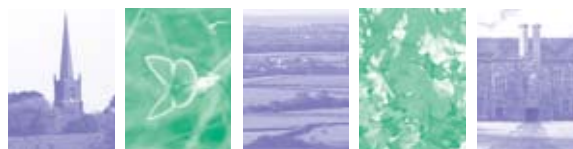
Cotswolds Area of Outstanding Natural Beauty (AONB)

- L2** DEVELOPMENT THAT WOULD HARM THE NATURAL BEAUTY OF THE COTSWOLDS AONB WILL NOT BE PERMITTED. WHERE DEVELOPMENT IS TO PROCEED MEASURES WILL BE REQUIRED TO CONSERVE AND ENHANCE THE NATURAL BEAUTY OF THE LANDSCAPE.
- PROPOSALS FOR MAJOR DEVELOPMENT WHICH WOULD AFFECT THE COTSWOLDS AONB WILL NOT BE PERMITTED UNLESS THEY ARE IN THE PUBLIC INTEREST, AND:
- A. ANY HARM TO THE NATURAL BEAUTY OF THE LANDSCAPE CAN BE MITIGATED TO KEEP THE IMPACT TO A MINIMUM; AND
 - B. THERE IS A NEED FOR THE DEVELOPMENT IN TERMS OF NATIONAL CONSIDERATIONS; AND



- C. THERE IS NO PRACTICAL ALTERNATIVE SITE OR OTHER WAY TO MEET THE NEED; AND
- D. THE DEVELOPMENT WOULD NOT HAVE AN UNACCEPTABLE EFFECT ON THE LOCAL ECONOMY.

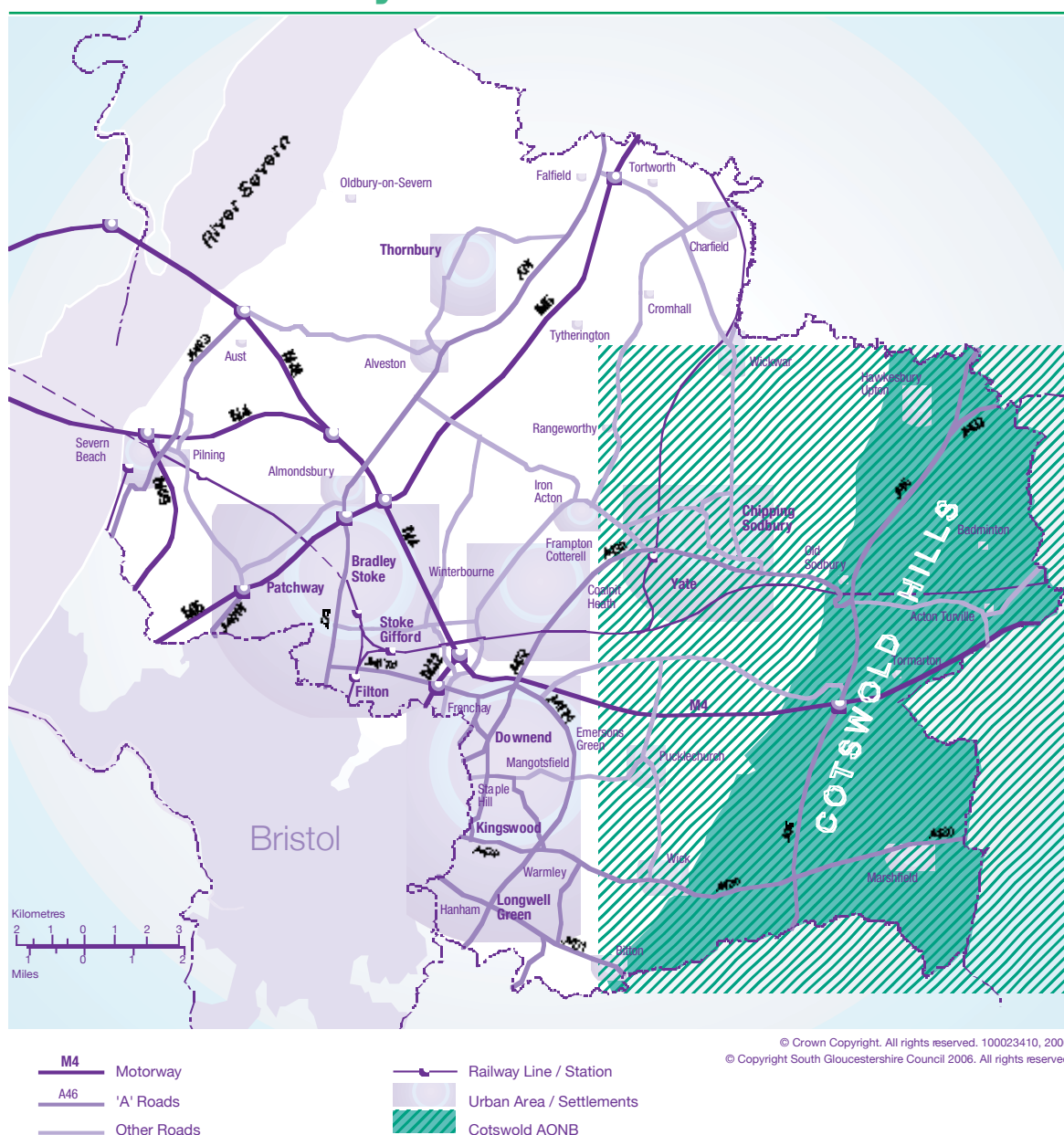
- 4.26** Areas of Outstanding Natural Beauty are nationally important landscapes, which are designated by statute for the purpose of conserving and enhancing their natural beauty. The Cotswolds Area of Outstanding Natural Beauty was approved by the Minister of Housing and Local Government in 1966 and extended in 1990. The extent of the AONB in South Gloucestershire is shown on the Proposals Map and diagrammatically in figure 4.1.
- 4.27** South Gloucestershire Council has a long term commitment to and involvement in the planning and management of the Cotswolds AONB through the Cotswold AONB Conservation Board (established 2004) and previous initiatives. The Cotswolds AONB Management Plan was adopted by all 17 Cotswold AONB local authorities in March 2004. Proposals for development should take into account the issues and objectives in the Management Plan and where appropriate the Council will seek to negotiate enhancements in line with the Strategy.
- 4.28** The primary objective of designation is to conserve the natural beauty of the landscape (Para 22 of PPS7). Part IV of the Countryside & Rights of Way Act 2000 places a duty on local authorities to have regard to the purpose of conserving and enhancing the natural beauty of the AONB. Development control decisions will therefore favour the conservation and enhancement of the natural beauty of the landscape, although regard will also be given to the economic and social well-being of the AONB. Policy L2 applies not just to proposals within the AONB but also to proposals which could affect its setting.
- 4.29** As a result of a Ministerial Statement in June 2000, government guidance on AONBs requires major developments to be assessed against the same criteria as apply to major developments in National Parks. Such proposals should be demonstrated to be in the public interest before being allowed to proceed. Para 22 of PPS7 sets out those matters, which will be assessed in considering applications for major developments within the AONB. These include the issues of national need, cost and scope of meeting the need elsewhere and the potential impact on the landscape. It also requires that consideration be given to the impact that permitting or refusing a major development will have on the local economy. In rural areas a major development may have a positive impact on employment but also act in a negative way, for example to discourage investment or employment in tourism because of environmental impact on the attractiveness of the area.
- 4.30** It is recognised that appropriate small-scale development essential to meet the social and economic needs of the communities within the AONB may be required. Where development is proposed it will be subject to a

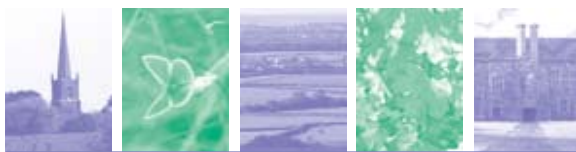


rigorous examination of its environmental implications and it must conform to Policy D1 regarding design. Due to the sensitive environment of the Cotswolds AONB new development must respect the natural beauty of the area and be well related to the character of the local landscape. The cumulative effect of development will be taken into account in determining whether a development proposal would have an adverse affect on the natural beauty of the Cotswolds AONB.

- 4.31** The promotion of recreation is not an objective of its designation, however the Cotswolds AONB offers the opportunity for informal recreation and quiet enjoyment of the countryside. Development proposals should respect those aspects of the area and not cause disturbance.

Figure 4.1 Cotswolds Area of Outstanding Natural Beauty in South Gloucestershire





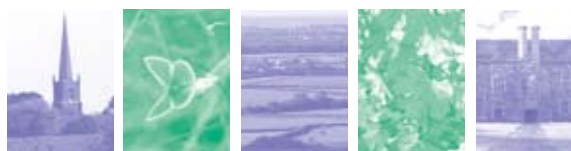
- 4.32** AONB designation also seeks to enhance the character and quality of the landscape and appropriate enhancement measures and management plans will therefore be encouraged or required as appropriate. In particular topographical features, watercourses, ponds, tree groups, individual trees, shelter belts, woodlands, hedgerows, dry-stone walls and other built structures are recognised as contributing to the landscape character of the AONB. Conservation, enhancement and subsequent management of such features within the landscape may be required in relation to some developments. Such enhancement however, cannot be used to justify a development that would otherwise be unacceptable.
- 4.33** In order to preserve or enhance the appearance of the Area, the Cotswolds AONB is designated as an Area of Special Control of Advertisements (ASCA). Within this Area, the Town and Country Planning (Control of Advertisements) Regulations 1992 impose stricter controls over the range and type of advertisements which can be displayed without the need for express consent. Applicants will need to ensure that their proposals do not compromise the AONB designation.
- 4.34** In 1993 part of the Cotswolds AONB was designated an Environmentally Sensitive Area (ESA), part of which lies within South Gloucestershire. ESAs are parts of the country noted for their natural beauty, rich habitats and historic interest where the Department for Environment, Food and Rural Affairs offers incentives to farmers to maintain traditional practices and to farm in ways designed to protect or enhance their environmental quality. The designation of the land as an ESA does not affect the status of the area in terms of planning policies or development control.

Implementation and Monitoring:

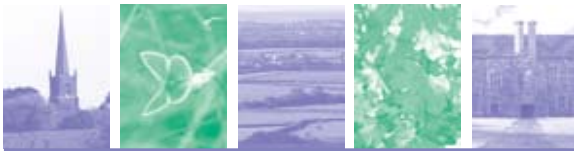
Through Development Control and planning guidance, participation in the AONB Conservation Board, South Gloucestershire's own works, participation in partnerships and the sponsorship of projects.

Coastal Zone

- L3** DEVELOPMENT WITHIN THE UNDEVELOPED COASTAL ZONE WILL ONLY BE PERMITTED WHERE THE PROPOSAL REQUIRES A COASTAL LOCATION AND CANNOT BE ACCOMMODATED ELSEWHERE.
- 4.35** The coast has been identified as an important national resource. Coastal areas are often fragile environments which contain natural and historic landscapes and habitats of both national and local importance worthy of protection. It is also recognised that climate changes have resulted in a slowly rising sea level. This is likely to increase the risk of flooding in low-lying coastal regions. However, it is acknowledged that some activities require a coastal location. These need to be sensitively accommodated to ensure that environmental damage does not occur within the coastal zone.

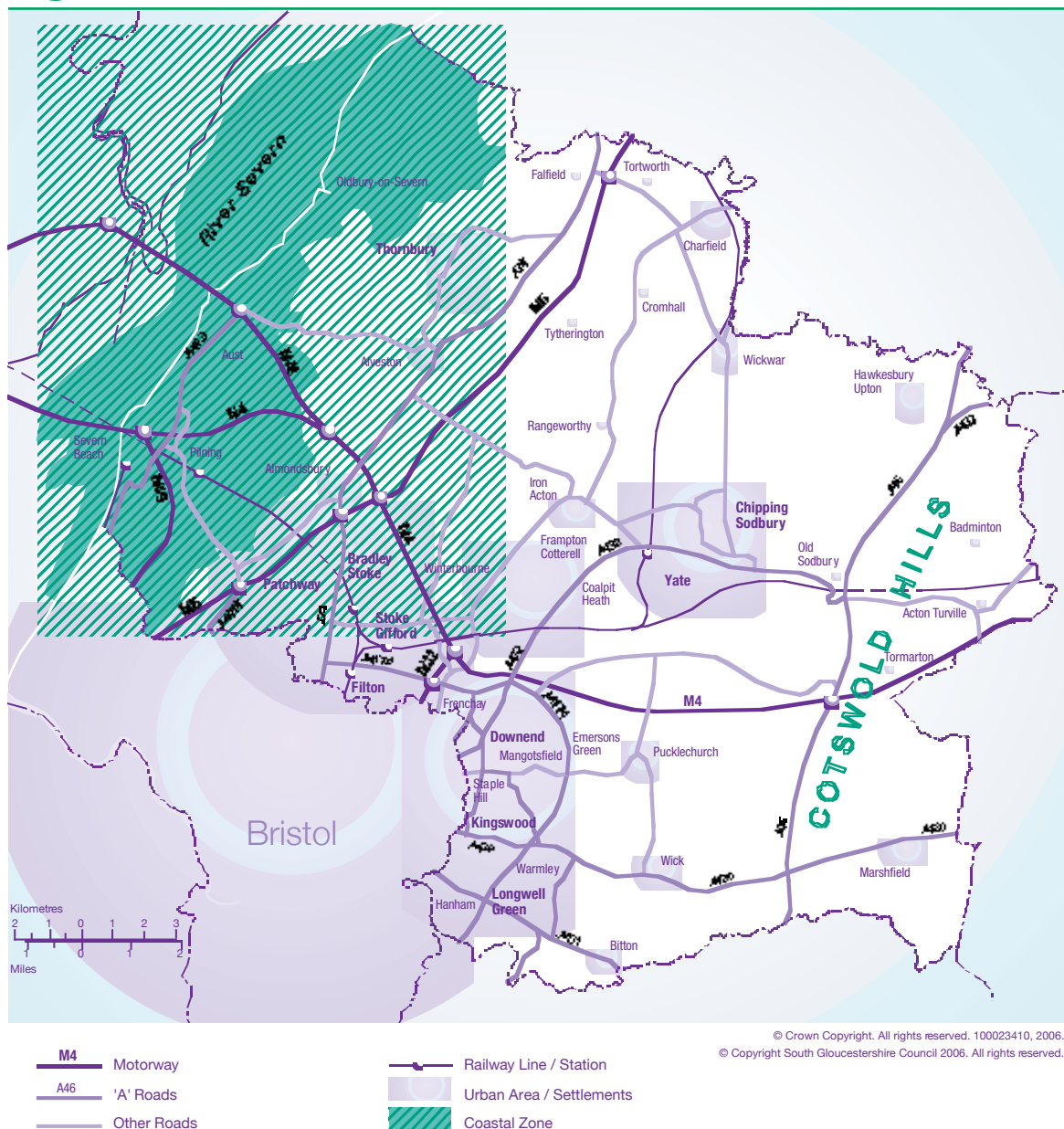


- 4.36** PPG20 Coastal Planning sets out the context for planning policies in the coastal zone. The coastal zone includes areas affected by offshore and near-shore natural processes including estuaries and surrounding areas of land. The inland limit depends on the extent of direct maritime influences and coast-related activities.
- 4.37** The coastal zone for South Gloucestershire is defined on the Proposals Map and shown in figure 4.2.
- 4.38** It consists of the Severn Estuary itself and the adjoining low lying land formed from deposits of estuarine silt. This coastal plain is criss-crossed by rhines which drain to seven outfalls into the estuary. These outfalls are tide locked at high tide and, consequently, the coastal plain has a high water table which renders it susceptible to flooding if there is increased surface water run off within the area, or from over-topping of the sea walls which at present protect this land.
- 4.39** The coastal zone in South Gloucestershire, therefore, comprises the estuary waters up to the boundary with Gwent and the area of coastal plain which is approximately co-terminus with the Lower Severn Drainage Board area.
- 4.40** The estuary has a very large tidal range resulting in strong tidal streams and high turbidity. It accommodates a wide range of habitats and forms one of the most important inter-tidal zones in Britain. This provides internationally important feeding grounds for over-wintering and migratory waders and wildfowl. The estuary also attracts a variety of important migratory fish species including salmon and sea trout.
- 4.41** The whole of the estuarine waters, together with marshes, the foreshore of the coast and an area up to one kilometre inland is either within or affected by its designation as a Special Protection Area, a possible Special Area of Conservation, a RAMSAR site and a Site of Special Scientific Interest. The area is protected by Policy L6.
- 4.42** Designation as a site of international nature conservation importance requires member states to take special measures to conserve bird habitats and wetlands. Habitats and species within the Coastal Zone which are identified as being of high value within the UK Biodiversity Action Plan also require protecting. Additionally the Community Forest covers this area (See Policy L4).
- 4.43** The archaeological significance of the Severn Levels is recognised in Policy L11 Archaeology. Development proposals within the coastal zone will need to satisfy the requirements of this policy.
- 4.44** South Gloucestershire is involved in a number of environmental initiatives in conjunction with other organisations such as the Environment Agency which are being pursued to secure the long-term conservation and appropriate management of the Severn Estuary. These are summarised in Appendix 2.



- 4.45** A variety of Structure and Local Plan policies and strategy documents cover the coastal zone area as well as the Avonmouth/Sevenside Consultation Draft Development Strategy produced by the former County of Avon, Bristol City Council and Northavon District Council.
- 4.46** The Coastal Zone includes areas of existing development as defined by the settlement boundaries of Aust, Oldbury-on-Severn, Pilning and Severn Beach, a major area granted planning permission in 1957 at Sevenside, a defined employment area within the major area, and the Severn View Motorway Services Area (MSA) at Aust. These areas, with the exception of the Aust MSA, are identified on the Proposals Map and have been defined under Policies H2, E2 and E4. The type of development acceptable within these areas is dealt with by these and other policies within the plan.

Figure 4.2 Coastal Zone





Outside these areas, all remaining land within the Coastal Zone will be treated as undeveloped and will be subject to Policy L3.

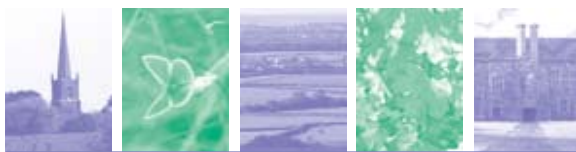
- 4.47** In recognition of the importance of the Coastal Zone in terms of its value for landscape, nature conservation and archaeology, as well as its risk of flooding, development will be resisted. Such development which requires a coastal location will be directed towards the developed areas. There may be circumstances where a proposal in the undeveloped areas may be acceptable, for example in connection with agricultural activity, for the re-use/conversion of an existing building or to provide access for recreational purposes. Additional proposals for minor development in association with existing development may be considered, provided that it would not cause harm or conflict with the function of the Coastal Zone, but even justifiable development will be very limited. See Policy EP5 Renewable Energy Installations.
- 4.48** All development proposals within the Coastal Zone will be required to comply with Policy EP2 concerning flood risk as well as with the policies set out in the Landscape Section of this Plan. In relation to Avonmouth/Severnside the Council will work with Bristol City Council and landowners to achieve development which recognises the fragile nature of the coastal zone and which is the least environmentally damaging. Developers should, where possible, conserve existing wildlife features but, where habitat losses are unavoidable and agreed, mitigation and compensatory measures should be incorporated in the interests of conserving and enhancing biodiversity.

Implementation and Monitoring:

Through Development Control and agreements with developers in areas with existing consents.

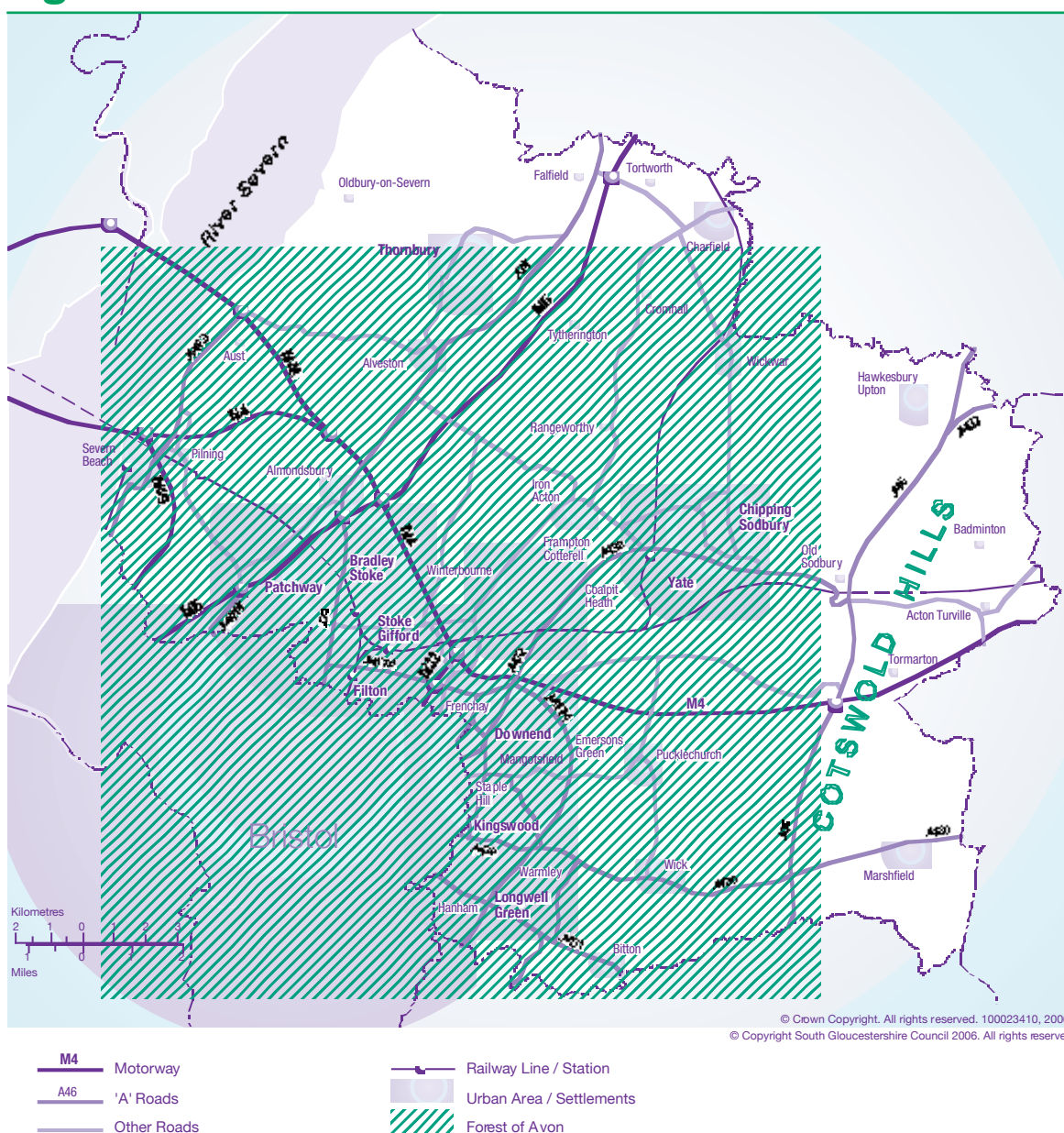
Forest of Avon

- L4 DEVELOPMENT THAT IS PERMITTED WITHIN THE COMMUNITY FOREST AREA AS DEFINED ON THE PROPOSALS MAP SHOULD:**
- A. RESPECT THE DEVELOPING WOODLAND SETTING; AND**
 - B. NOT CONFLICT WITH THE COMMUNITY FOREST OBJECTIVES; AND**
 - C. NOT PREJUDICE COMMUNITY FOREST PROJECTS.**
- IN ITS CONSIDERATION OF APPLICATIONS WITHIN THE FOREST OF AVON THE COUNCIL WILL TAKE ACCOUNT OF THE FOREST PLAN'S STRATEGIES AND THE COUNCIL WILL SEEK TO NEGOTIATE A CONTRIBUTION TOWARDS THE IMPLEMENTATION OF COMMUNITY FOREST OBJECTIVES.**



- 4.49** In 1995 the Forest of Avon Plan was approved by the Government and a revised Forest Plan was published in 2001. South Gloucestershire Council has resolved to support the revised Forest of Avon Plan as a basis for future implementation of the Forest of Avon. Although this is a non-statutory plan it is a material consideration in determining proposals for development within the Forest area. The Forest of Avon Objectives are set out in Appendix 3. Planning guidance on the Forest of Avon is being prepared to provide more detail on the implementation of this policy.
- 4.50** The outer boundary of the Forest area within South Gloucestershire was set by the Forest of Avon Plan and is shown on the Proposals Map and diagrammatically in figure 4.3. The Forest Plan 2001 states that “The Forest will permeate into the very heart of the city and towns in the area

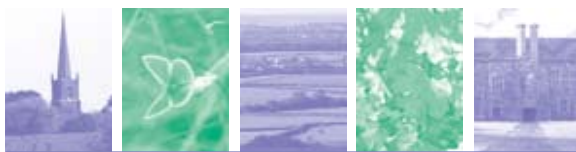
Figure 4.3 Forest of Avon





and therefore has no inner boundary. The urban areas are not significant within planting targets but will be the focus for complementary urban forestry, greenways and improved links to the countryside”.

- 4.51** The idea is to create a multi-purpose forest including farmland, meadows, lakes and waterways with a pleasant woodland environment for recreation and education as well as timber production and the creation of wildlife habitats. Ultimately the aim is that woodland will occupy at least 30% of the Forest area while 20% of the area would also be available for quiet countryside recreation based on existing public rights of way. Grant schemes and access agreements will assist in delivering these objectives. Countryside Stewardship and the Woodland Grant Scheme are current examples of grant schemes. It is envisaged that the Forest will take 30-50 years to establish.
- 4.52** The Forest Plan identifies four strategy areas for South Gloucestershire; Severn Vale and Ridge, the Northavon Vale, Pucklechurch Ridges, and the City which covers parts of the north fringe and Kingswood. The Forest Plan gives additional information concerning the strategy and objectives for local areas and woodland cover targets. Landscape Character Assessments (see policy L1) will complement the Forest Plan.
- 4.53** The majority of the land within the Forest area is privately owned. It is envisaged that the aims and objectives of the Forest Plan will be achieved through agreement and negotiation with land owners either on a voluntary basis or through planning obligation agreements as and when development comes forward particularly in respect of additional tree planting, public access and new wildlife habitat creation. Any works required could be on or off-site but will be directly related to the particular development proposal and no more than is necessary to overcome any planning objections. Land acquisition is also a major mechanism for achieving the aim and objectives of the Forest of Avon.
- 4.54** Development which seeks to contribute to the establishment of the Forest of Avon must comply with other policies within the South Gloucestershire Local Plan. Planning permission for inappropriate developments will not be granted simply because applicants are prepared to plant trees or otherwise assist the implementation of the Forest Plan.
- 4.55** The Community Forest does not override Green Belt policy and any development proposals must be in accordance with Green Belt and other policies in this Plan. Any planting in the vicinity of Filton Airfield will need to have regard to the objectives of Policy E5 in safeguarding the safe operation of the airfield.
- 4.56** The Community Forest is one of the mechanisms available to achieve the environmental enhancements promoted elsewhere in the Local Plan.

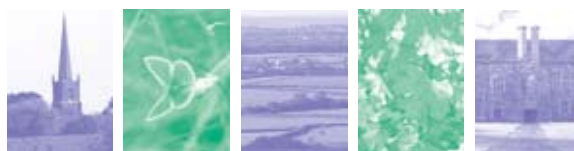


Implementation and Monitoring:

Through participation in the Joint Forest Committee, planning guidance, Development Control, the Community Forest Team, South Gloucestershire Council's own works, negotiations and agreements with landowners.

Open Areas within the Existing Urban Areas and Defined Settlements

- L5** WITHIN THE EXISTING URBAN AREAS AND SETTLEMENTS AS DEFINED ON THE PROPOSALS MAP, DEVELOPMENT WILL NOT BE PERMITTED WHERE IT WOULD ADVERSELY AFFECT THE CONTRIBUTION THAT AN OPEN AREA MAKES TO THE QUALITY, CHARACTER, AMENITY AND DISTINCTIVENESS OF THE LOCALITY. WHERE A SITE CONTRIBUTES TO LOCAL CHARACTER AND DISTINCTIVENESS THE COUNCIL WILL SEEK TO NEGOTIATE MEASURES TO ENHANCE AND MANAGE THESE OPEN AREAS.
- 4.57** Within the urban areas and villages in South Gloucestershire there are many areas of public, semi-private or private open space, which contribute to the quality, character, amenity and distinctiveness of that locality. The open areas take many forms, from large tracts of land in urban areas, to pockets of open space within settlements and may contain trees. These areas make a significant contribution to the character of the landscape and settlements of South Gloucestershire.
- 4.58** Policy 3 of the Joint Replacement Structure Plan requires local plans to conserve landscapes which make a significant contribution to local character and distinctiveness.
- 4.59** There are a number of ways in which an open area may contribute to the quality, character, amenity and distinctiveness of the locality, including:
- ❖ Forming a visual break between developments.
 - ❖ Contributing to visual amenity e.g. accommodating a key view or vista.
 - ❖ Contributing to the setting of an existing development.
 - ❖ Being a characteristic feature of the locality e.g. spaces forming a part of the historic settlement pattern, commons, greens, wide verges.
 - ❖ Accommodating or forming the setting to features or sites of visual, landscape, geological or heritage value.
 - ❖ Accommodating habitats and species which contribute to the biodiversity of the locality.
- 4.60** This policy will be a relevant consideration wherever a proposed development would affect an open area or its setting, within the defined



urban area or settlements. The open area should be assessed against the above criteria to determine its contribution to the quality, character, visual amenity and distinctiveness of the locality. Where the contribution is significant, the open area will be protected under Policy L5. The Landscape Character assessment (see para. 4.17) will help to identify characteristic features of the open areas of South Gloucestershire albeit in a broad rather than site specific manner.

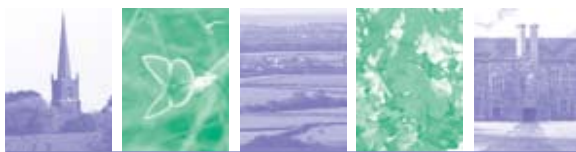
- 4.61** The value of open spaces within Conservation Areas is recognised and these spaces are being separately reviewed through planning guidance developed in consultation with the local community. This will seek to recognise and protect the importance of such areas.
- 4.62** Open spaces may also perform other functions, most notably related to the provision of amenity features or facilities. Such features/facilities might include public rights of way, strategic cycle routes or other publicly accessible routes or corridors, sports facilities, parks and greens, allotments and sites which accommodate informal recreation or other community use. Such open spaces are also protected under Policies LC9, 11 and 12. In certain instances open spaces may also be of importance for nature or heritage conservation (Policies L6 – L15).
- 4.63** The Council will, in appropriate circumstances, impose conditions or negotiate agreements to secure the protection and enhancement of those open spaces protected by Policy L5. Many of the open spaces lie within the area covered by the Forest of Avon (Policy L4) and the Council will promote enhancement schemes in accordance with the Forest of Avon Plan.

Implementation and Monitoring:

Through Development Control, negotiations and agreements with landowners and South Gloucestershire Council's own works.

Biodiversity and Nature Conservation

- 4.64** Biodiversity is the living component of the natural world. It encompasses all species, communities, habitats and ecosystems and is vital for quality of life. The Local Plan aims to conserve and enhance international, national, regional and local sites of nature conservation importance and to maintain and enhance the biodiversity of South Gloucestershire. Certain habitats and species are required to be recognised and protected by International, European and National laws. The importance of maintaining a diversity of species is recognised in the EEC Directives on the Conservation of Natural Habitats and of Wild Fauna and Flora (92/43/EEC) and Wild Birds (79/409/EEC) and the Convention of Biological Diversity which was signed by the UK in 1992.



- 4.65** Local Plan policies are formulated in the light of international legislation and commitments and the national policy framework as set out in the PPG9 Nature Conservation. The objectives of these policies are to;
- ❖ sustain, maintain and increase South Gloucestershire's biodiversity,
 - ❖ conserve and enhance wildlife through the control of development and
 - ❖ ensure that international and national responsibilities and obligations for wildlife are met.
- 4.66** The Council has adopted as Supplementary Planning Guidance the Greater Bristol Nature Conservation Strategy and the Northavon Landscape and Conservation Strategy. These documents contain proposals, advice and guidance about the conservation, enhancement and management of the natural environment and supplement policies in the Plan. It is intended that these documents will be reviewed as part of the Council's ongoing programme of updating its planning guidance.
- 4.67** English Nature has identified four Natural Areas, which fall within South Gloucestershire;
- ❖ Bristol, Avon Valleys and Ridges,
 - ❖ Cotswolds,
 - ❖ Severn and Avon Vale,
 - ❖ Severn Estuary.
- 4.68** English Nature has produced strategies for each area nationally, which will include an audit of the natural resource and identification of the nature conservation interest.
- 4.69** The UK's commitment to the Convention of Biological Diversity has resulted in both national and regional biodiversity strategies. In 1994 the UK Government published "Biodiversity: The UK Action Plan" as part of its response to Agenda 21 which it signed up to at the Rio conference in 1992. The South West Regional Planning Conference in partnership with non governmental wildlife organisations published Action for Biodiversity in the South West. This presented a strategy for the delivery of national biodiversity action plan targets at a regional level and a series of action plans for species and habitats of particular importance to the region.
- 4.70** The Council has begun the process of developing a Local Biodiversity Action Plan in line with Government guidance. The Action Plan will identify target habitats and species appropriate for local action to maintain, conserve and enhance local biodiversity, and this may include national and regional targets. Through the implementation of the Local Plan the Council will take the opportunity to achieve progress towards the biodiversity targets for South Gloucestershire set out in the Action Plan.
- 4.71** The Council requires sufficient information at the planning application stage to be able to determine the significance of any likely impact, and where there are potential damaging impacts, the agreement of schemes or



proposals to ensure the avoidance, minimisation or mitigation of the impacts. Surveying the proposed development site for nature conservation interests at an early stage in the site identification and planning process is therefore important. Applicants are advised to consult the nature conservation database which the Council maintains at the Bristol Regional Environmental Records Centre (BRERC).

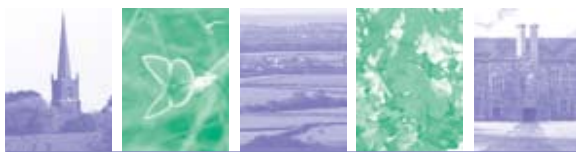
Sites of International Nature Conservation Interest

L6 DEVELOPMENT WHICH WOULD DIRECTLY OR INDIRECTLY ADVERSELY AFFECT THE INTEGRITY OF, OR WHICH WOULD CONFLICT WITH THE CONSERVATION OBJECTIVES OF, A POTENTIAL, CANDIDATE OR DESIGNATED SPECIAL PROTECTION AREA, SPECIAL AREA OF CONSERVATION, OR RAMSAR SITE, WILL NOT BE PERMITTED.

WHERE, IN EXCEPTIONAL CIRCUMSTANCES, THE DEVELOPMENT IS PERMITTED, CONDITIONS WILL BE USED, OR PLANNING OBLIGATIONS SOUGHT, TO SECURE COMPENSATORY MEASURES TO MINIMISE LOSS OR DAMAGE TO THE INTEGRITY OF THE SITE.

4.72 International designation of a site of nature conservation importance (or potential designation (PPG9 para. 13)) offers the highest level of protection (PPG9 Annex C). The Severn Estuary is classified as a Special Protection Area (SPA) under the EC Directive on the Conservation of Wild Birds, and is listed as a RAMSAR site under the Convention on Wetlands of International Importance. In addition the Estuary is listed as a possible Special Area of Conservation (pSAC) under the EC Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora (commonly referred to as the "Habitats Directive"). Internationally designated sites are usually designated as Sites of Special Scientific Interest (SSSIs) under national legislation.

4.73 Development likely to directly or indirectly affect a potential, candidate or designated site of international nature conservation importance, Special Protection Area, or Special Area of Conservation, will be subject to the most rigorous examination in accordance with the guidance set out in Annex C of PPG9 and/or an Appropriate Assessment in accordance with the "Habitats Directive". Annex C of PPG9 advises that the local planning authority may only agree to a proposed development if there are no alternative solutions and the proposal must be carried out for imperative reasons of overriding public interest. In relation to Special Areas of Conservation, where the site concerned hosts a priority natural habitat type or a priority species those reasons must be primarily relating to human health, public safety or beneficial consequences of primary importance to the environment.



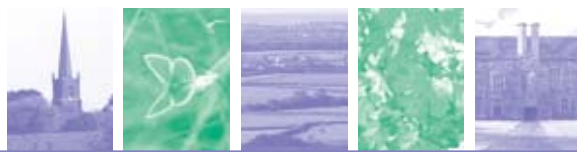
- 4.74** Where the development on or affecting a site of international importance is permitted, the Council will expect schemes to minimise their impact upon features of nature conservation interest. Where relevant it will be a requirement that these features are retained and managed within the site and opportunities for the improvement and/or creation of new compensatory habitats explored. These objectives will be achieved through the use of appropriate conditions and planning obligations.
- 4.75** Procedures for determining development proposals affecting international sites are set out in PPG9. These include provision for call in by the Secretary of State, consultation with English Nature and the European Commission. Environmental Assessment Regulations may also apply. See para. 4.77 concerning consultation zones for SSSIs.

Implementation and Monitoring:

Through Development Control, planning guidance and Countryside Management Projects.

Sites of National Nature Conservation Interest

- L7** DEVELOPMENT WHICH WOULD DIRECTLY OR INDIRECTLY HAVE AN ADVERSE EFFECT ON THE NATURE CONSERVATION OR GEOLOGICAL INTERESTS OF A NATIONAL NATURE RESERVE OR A SITE OF SPECIAL SCIENTIFIC INTEREST WILL NOT BE PERMITTED UNLESS THERE ARE MATERIAL FACTORS SUFFICIENT TO OUTWEIGH THE NATURE CONSERVATION VALUE AND THERE IS NO REASONABLE ALTERNATIVE. IN SUCH CIRCUMSTANCES, MITIGATION OR COMPENSATORY MEASURES WILL BE REQUIRED TO MINIMISE AND OFFSET THE DAMAGE.
- 4.76** Sites of Special Scientific Interest are the best examples of our national heritage of wildlife habitats, geological features and land forms. English Nature requires consultation over operations which are potentially damaging to SSSIs and where appropriate, will enter into management agreements with landowners to secure their protection. All SSSIs within the Plan area are identified on the Proposals Map and listed in Appendix 4.
- 4.77** SSSIs can be seriously damaged or even destroyed by development outside their boundaries (PPG9 para. 30). Consultation zones have been identified by English Nature for a number of SSSIs within South Gloucestershire. Where these have not yet been identified the Authority will consult English Nature as appropriate on proposals for development within a 2 km. zone around SSSIs (PPG9 para. 31).



- 4.78** Where development affecting such sites is justified, and in advance of determination of the planning application, the Council will expect schemes to be agreed in order to where possible secure the retention of, and minimise the impact upon features of nature conservation interest. Where appropriate, opportunities for the creation of new and compensatory habitats should be explored. The creation of new habitats and landscapes to compensate for impact is, however, a measure of last resort. Any proposals to mitigate or compensate for the impacts of development will be assessed to ensure that these will not damage wildlife habitats or important physical features (PPG9 para. 27).
- 4.79** Where development is permitted, the authority will normally impose conditions or seek to negotiate planning obligations to ensure the protection, enhancement and long term management of the site.

Implementation and Monitoring:

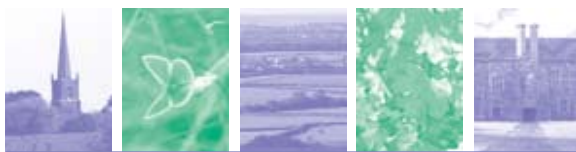
Through Development Control, planning guidance and Countryside Management Projects.

Sites of Regional and Local Nature Conservation Interest

- L8** DEVELOPMENT THAT WOULD CAUSE DAMAGE TO LOCAL NATURE CONSERVATION OR GEOLOGICAL INTERESTS, WILL NOT BE PERMITTED UNLESS THE IMPORTANCE OF THE DEVELOPMENT OUTWEIGHS THE VALUE OF THE SUBSTANTIVE INTERESTS AFFECTED.

WHERE DEVELOPMENT IS TO PROCEED, MEASURES WILL BE REQUIRED TO MINIMISE AND OFFSET THE IMPACT OF THE DEVELOPMENT ON THE NATURE CONSERVATION INTEREST.

- 4.80** Much of South Gloucestershire's wildlife interest occurs at a local level, outside of SSSIs or European sites. These areas include the non-statutory Sites of Nature Conservation Interest (SNCI) and Regionally Important Geological Sites (RIGS), which contain the best examples of wildlife habitats, rare species or geological features remaining in South Gloucestershire and which are important in complementing and supporting the national framework of SSSIs. They also include other areas of habitat, such as woodland, grassland, scrub or waterways, which are important in acting as links or 'corridors' for wildlife. SNCI and RIGS are designated using a strict set of criteria drawn up in consultation with English Nature, the Environment Agency and the Wildlife Trust and have a substantive value for nature conservation. The variety and extent of this interest is reflected in the fact that, at present, there are over 300 local nature conservation and regional geological sites within South Gloucestershire.



- 4.81** SNCIs are subject to an annual programme of surveying, monitoring and review. As a consequence, the list of designated sites within South Gloucestershire is amended on a regular basis. The Authority holds the definitive list of these sites and interested parties should contact it for up to date information. Bristol & Regional Environmental Records Centre (BRERC) holds all biological/geological information for SNCIs and RIGS. Where development is likely to affect such sites, BRERC should be consulted for this detailed information prior to any planning application being submitted.
- 4.82** Where development which would affect a site of nature conservation or geological interest is allocated in the Plan or is justified, the Council will expect schemes to be agreed in advance of determination of the planning application in order to secure where possible the retention of features of nature conservation interest or to minimise the impact on them. Where appropriate, opportunities for the creation of new and compensatory habitats should be explored. The creation of new habitats and landscape to compensate for impact is, however, a measure of last resort. Proposals to mitigate or compensate for the impacts of development will be assessed to ensure that they will not damage wildlife habitats or important physical features (PPG9 para. 27).
- 4.83** Where development is permitted the Authority will normally impose planning conditions or seek to negotiate planning obligations to ensure the protection, enhancement and long term management of the site.
- 4.84** Where there is an opportunity for a Site of Nature Conservation Interest to make a contribution to education and involve the local community, they can be further designated as Local Nature Reserves (LNRs) or Community Nature Areas.
- 4.85** LNRs can make a significant contribution to nature conservation but also provide opportunities for people to experience and learn about wildlife. The Council will seek to designate new Local Nature Reserves where appropriate and in consultation with English Nature and the Wildlife Trust. Designation and site management will be based on advice set out in English Nature's publication "Managing Local Nature Reserves" (1994).
- 4.86** Community Nature Areas offer the opportunity for people to become involved with the management of wildlife. Such areas will contain elements of significant wildlife interest of local value, have legitimate public access and allow community involvement in their management. Existing high wildlife value is not a prerequisite for selection. Criteria for designation is set out in Appendix 6 and the Council will seek to designate new Community Nature Areas as appropriate and to support local communities in their management.

Wildlife Corridors

- 4.87** Designated Sites of Nature Conservation Interest do not comprise the total of natural assets within South Gloucestershire. The biodiversity of the Plan



area is dependent upon linear landscape features and areas of natural habitat which form wildlife corridors. These allow for the dispersal, migration and genetic exchange of wild plants and animals necessary to ensure the maintenance of the current range and diversity of flora, fauna, geological and landform features and the survival of important species. Together, designated sites, linear features and habitat areas represent a network of nature conservation and geological interests. PPG9 para. 15 recognises the significance of wildlife corridors and EC Habitats Directive 1992 and the Habitats Regulations 1994 promote the inclusion of policies to safeguard such areas. Wildlife corridors are those which have a linear and continuous structure, such as waterways with their banks or traditional systems for making field boundaries, or those which act as stepping stones, such as ponds or small woods.

4.88 Wildlife corridors function at three levels:

- a providing for movement of a wide number of mobile species such as birds, mammals and insects;
- b containing habitats such as hedgerows, streams and grassland which are important in their own right and provide food and shelter for mobile species; and
- c allowing for the gradual distribution of plants through compatible habitat areas i.e. linking grassland to grassland and woodland to woodland.

4.89 Opportunities to consolidate and strengthen linear wildlife corridors will be pursued. The Council will seek to ensure that any proposal for development within or adjacent to such corridors substantially maintains the corridor effect and provides an opportunity to create new wildlife corridors and/or habitats, for example, the informal open space requirement within new development (see policy LC8).

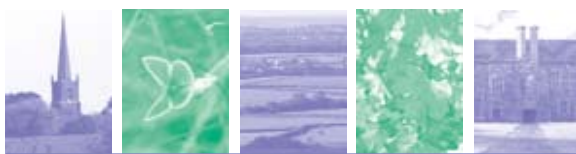
4.90 The Northavon Landscape and Conservation Strategy gives detailed information on recommended practices regarding wildlife corridors.

Implementation and Monitoring:

Through Development Control, Environmental Link Groups and Countryside Management Plans, and partnership projects

Species Protection

- L9** DEVELOPMENT WHICH WOULD DIRECTLY OR INDIRECTLY HAVE AN ADVERSE EFFECT ON NATIONALLY OR INTERNATIONALLY PROTECTED SPECIES OF FLORA OR FAUNA, OR SPECIES OR HABITATS LISTED IN NATIONAL, REGIONAL OR LOCAL BIODIVERSITY ACTION PLANS, WILL NOT BE PERMITTED UNLESS ANY DAMAGING EFFECTS ARE CAPABLE OF BEING AVOIDED, OVERCOME OR OFFSET BY MITIGATION MEASURES.



- 4.91** Certain species of flora and fauna and their habitats are protected under the Conservation (Natural Habitats & c.) Regulations 1994, the Wildlife and Countryside Act 1981 (as amended by the Countryside and Rights of Way Act 2000) and/or the Protection of Badgers Act 1992.
- 4.92** Some species and habitats are also included within the UK Biodiversity Action Plan as requiring urgent and positive steps to arrest and reverse significant declines in UK and European population and range. A range of species and habitat action plans have also been drawn up at a regional or local level, such as Action for Biodiversity in the South West and the emerging Local Biodiversity Action Plan for South Gloucestershire. As the South Gloucestershire Biodiversity Action Plan develops, it will identify targets for conserving and enhancing a specific range of habitats and species, including habitat creation, and seek to enlist the support of a range of key partners, such as landowners, local communities, businesses and industry.
- 4.93** The presence of a protected species is regarded as a material consideration in determining planning applications (PPG9 para 47). Where the Council has reasonable grounds for believing a site contains either nationally or internationally protected species of flora or fauna, or species or habitats listed in national, regional or local biodiversity action plans, applicants will be required to commission a survey or surveys to establish their presence and draw up proposals for appropriate measures to safeguard the nature conservation interest. Where species are nationally or internationally protected, copies of the report should be presented to English Nature as well as to the Council for comment. Where the proposals are considered inadequate planning permission will be refused.
- 4.94** Where development is permitted, the Council will normally impose conditions or seek to negotiate planning obligations to safeguard the species (PPG9 para. 47 & 'A Species Handbook for Local Authorities' – English Nature, 2000).

Implementation and Monitoring:

Through Development Control, planning guidance, consultation procedures and recording of species.

Historic Parks and Gardens and Battlefields

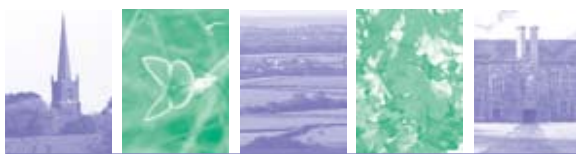
- L10 DEVELOPMENT LIKELY TO AFFECT HISTORIC PARKS AND GARDENS OR REGISTERED BATTLEFIELDS, OR THEIR SETTINGS, WILL ONLY BE PERMITTED WHERE:**
- A. THE HISTORIC CHARACTER AND APPEARANCE OF THE SITE WOULD NOT BE UNACCEPTABLY HARMED; AND**



B. THE DEVELOPMENT ENABLES FEATURES, LANDSCAPING OR PLANTING SCHEMES OF HISTORIC INTEREST TO BE CONSERVED, ENHANCED OR RESTORED.

IN DETERMINING PROPOSALS, THE WEIGHT GIVEN TO THE CONSERVATION OF THE SITE WILL DEPEND ON THE INTRINSIC HISTORIC IMPORTANCE OF THE PARK, GARDEN OR BATTLEFIELD.

- 4.95** Historic parks and gardens are important illustrations of local history or of the history of gardening or horticulture. They may have an association with a particular person or event or form the setting for a building of historic interest. Many historic parks and gardens contain collections of mature and/or exotic trees and shrubs which illustrate the history of exotic species incorporation over the last two centuries. They may also be of archaeological, architectural, nature conservation, visual, amenity, educational, tourism or recreational value. Similarly registered battlefield sites provide valuable historic information regarding the particular landscape and its military significance.
- 4.96** English Heritage has compiled a “Register of Parks and Gardens of Special Historic Interest in England” and a “Register of Historic Battlefields” with the intention that public knowledge of their existence will help protect them from development pressures. No additional statutory controls provide for the protection of historic parks and gardens or registered battlefields but the effect of a proposed development on these areas is a material consideration in determining planning applications (PPG15 paras. 2.24 and 2.25). The Council will seek to ensure the conservation, restoration and long term management of such sites. The Council is required to consult the Garden History Society on planning applications which are likely to affect any park or garden on the Register of Parks and Gardens of Special Historic Interest and to consult English Heritage on applications affecting Grade I and II* sites.
- 4.97** Within South Gloucestershire there are seven parks and gardens currently entered on English Heritage’s register and listed in Appendix 7 and one Registered Historic Battlefield site at Lansdown.
- 4.98** In addition to the nationally important parks and gardens there are 62 other parks or gardens of local importance to South Gloucestershire currently identified in the “Gazetteer of Historic Parks and Gardens in Avon” and listed in Appendix 7. These make a valuable contribution to the heritage, environment and local distinctiveness of the District. They are all entered on the Historic Environment Record and as such are subject to procedures outlined for the treatment of archaeological sites (see Policy L11 Archaeology). Of the 69 gardens listed in Appendix 7, 30 contain trees which are protected by TPOs, 21 are in Conservation Areas, 54 contain Listed Buildings and 1 contains a Scheduled Ancient Monument. Criteria for designation of these sites are set out in the Gazetteer. The Council intends to adopt these criteria as a basis for future designations and the



review of existing ones. The Council will consult the Avon Gardens Trust on planning applications likely to affect a park or garden in South Gloucestershire entered in the Avon Gazetteer.

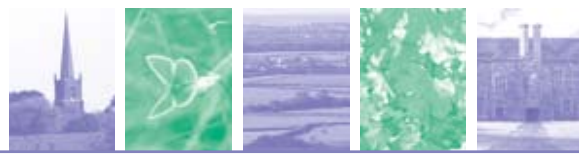
- 4.99** The effect of local designation, as with registered sites, is that the historic importance will be a material consideration in determining planning applications which affect them. The weight given to the conservation of the historic site will depend on the intrinsic historic importance of the park or garden and the particular development proposal.
- 4.100** Unsympathetic development which is likely to threaten the historic value of historic parks and gardens or battlefields will not be permitted. However, appropriate development can provide a means for the restoration and maintenance of these areas. Where development within or affecting the setting of an historic park, garden or battlefield is appropriate, the Council will expect development proposals to respect the sensitive nature of these sites and will seek the implementation of measures and/or management plans for their enhancement. Outline planning applications will not normally be considered appropriate in these circumstances and developers should submit applications for planning permission in full. Where the park or garden formed an “historic entity” of house, park and landscape, these will be considered as a whole in the event of a proposed development for all or part of the site.

Implementation and Monitoring:

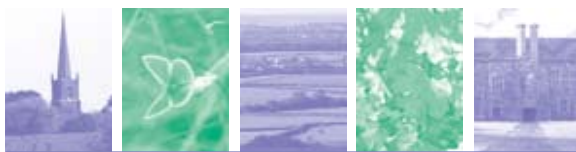
Through Development Control and Section 106 agreements.

Archaeology

- L11** DEVELOPMENT WHICH WOULD NOT PHYSICALLY PRESERVE SITES OF NATIONAL ARCHAEOLOGICAL IMPORTANCE, WHETHER SCHEDULED OR NOT, OR WOULD HAVE A SIGNIFICANT IMPACT ON THE SETTING OF VISIBLE REMAINS, WILL NOT BE PERMITTED.
- PLANNING PERMISSION WILL NOT BE GRANTED FOR DEVELOPMENT ON SITES OR LANDSCAPES OF ARCHAEOLOGICAL INTEREST OR OF HIGH ARCHAEOLOGICAL POTENTIAL WITHOUT AN ARCHAEOLOGICAL ASSESSMENT AND IF NECESSARY A FIELD EVALUATION.
- WHERE THE ASSESSMENT INDICATES THAT THE PROPOSED DEVELOPMENT WOULD HARM A SITE, STRUCTURE OR LANDSCAPE OF ARCHAEOLOGICAL OR HISTORIC IMPORTANCE OR ITS SETTING, DEVELOPMENT WILL NOT BE PERMITTED UNLESS APPLICANTS CAN DEMONSTRATE A SATISFACTORY SCHEME INDICATING HOW THE IMPACT OF THE PROPOSAL ON THE ARCHAEOLOGICAL RESOURCE CAN BE MITIGATED. THE COUNCIL WILL NEGOTIATE AGREEMENTS TO PRESERVE AND MANAGE ARCHAEOLOGICAL REMAINS.



- 4.101** South Gloucestershire's archaeological resource is finite and non-renewable. Not all remains are known and new discoveries are constantly being made. PPG16 "Archaeology and Planning" requires that archaeological interests are fully taken into account when determining planning applications, this includes known and potential archaeological remains. PPG15 "Planning and the Historic Environment" acknowledges the importance of archaeological recording in proposals to alter or demolish historic buildings (paras. 2.15 and 3.22-3.24).
- 4.102** The Secretary of State has a duty to compile a "schedule of monuments" under the Ancient Monuments and Archaeological Areas Act 1979. Entries on the schedule enjoy statutory protection and procedures for controlling works to scheduled monuments are set out in PPG16. There are 32 scheduled ancient monuments within South Gloucestershire and these are listed in Appendix 8. Not all nationally important archaeological remains are scheduled and there are many regionally and locally important sites within the District. Where development affects such sites the extent to which they should be preserved will depend on a range of factors including the intrinsic importance of the remains. The Council recognises the important educational and amenity value of many of these sites and will encourage measures to promote them, provided the essential attributes of such features are not threatened by such activities.
- 4.103** The Council maintains a Historic Environment Record (HER) and applicants will be expected to consult this to find out whether their development proposal is located on or adjacent to any known site or landscape of archaeological interest or high archaeological potential.
- 4.104** A Historic Landscape Survey providing mapped and written information for the whole of South Gloucestershire has been prepared and incorporated into the HER.
- 4.105** South Gloucestershire Council, sponsored by English Heritage, have undertaken a programme of Extensive Urban Surveys to characterise the archaeological resource within the historic towns of; Chipping Sodbury, Filton, Hawkesbury, Kingswood, Marshfield, Thornbury and Wickwar. These have identified zones of high archaeological interest or potential.
- 4.106** Avon County Council produced archaeological guidance notes for the Avon Severn Levels, Human Remains and Burial Grounds. These have been adopted by South Gloucestershire and will be reviewed in due course. The Severn Levels is an area of low lying coastal plains comprising buried soils, silts and peat deposits of high archaeological potential (see figure 4.4).
- 4.107** Where proposed development affects an archaeological site or landscape, the authority will not determine the application until the results of an archaeological assessment have been made available. This assessment may include a field evaluation and should provide information on the extent and significance of any archaeological remains affected by the proposed type of foundations. It will provide information to identify mitigating

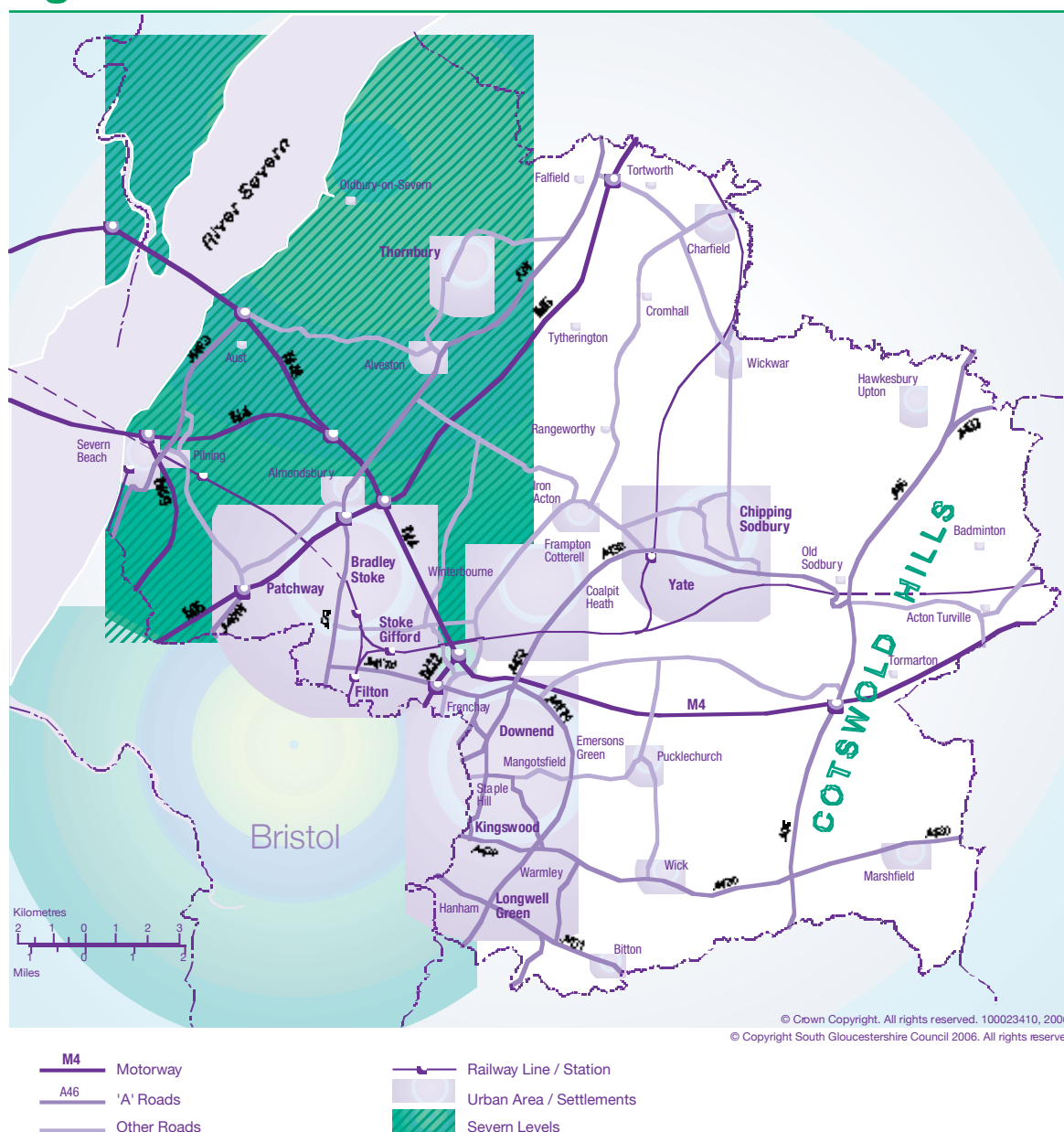


measures for minimising or avoiding damage. The cost of evaluation and any subsequent programme of archaeological works is to be met by the developer.

4.108 Where development will affect a site of archaeological importance the Council will seek to agree a programme of archaeological works to mitigate this effect before permission is granted or may grant permission subject to conditions requiring an approved programme of works to be undertaken before development commences.

4.109 In determining an application which affects an archaeological site the authority will decide whether:

Figure 4.4 Severn Levels





- a the proposal would have such an adverse impact on the archaeological interest that the application should not be permitted; or
- b the proposal should be redesigned to allow the archaeology to be preserved in situ; or
- c survey excavation and/or recording should take place before development commences; or
- d archaeologists should be allowed sufficient access and time to enter the site, investigate and record whilst works are in progress.

4.110 In practice in many cases a combination of these responses will be appropriate. Physical preservation in situ (b) is nearly always to be preferred to preservation by record (c), which will be seen as a second best option. This is because excavation involves total destruction of the archaeology.

Implementation and Monitoring:

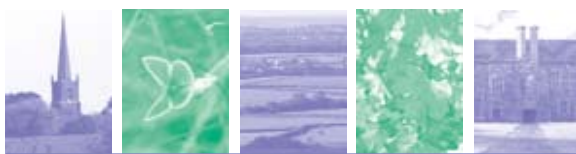
Through Development Control, review of planning guidance and agreements with developers.

Conservation Areas

L12 DEVELOPMENT WITHIN OR AFFECTING A CONSERVATION AREA WILL ONLY BE PERMITTED WHERE IT WOULD PRESERVE OR ENHANCE THE CHARACTER OR APPEARANCE OF THE CONSERVATION AREA. IN PARTICULAR PROPOSALS SHOULD DEMONSTRATE THAT:

- A. SIZE, FORM, POSITION, SCALE, MATERIALS, DESIGN, COLOUR AND DETAILING HAVE PROPER REGARD TO THE DISTINCTIVE CHARACTER AND APPEARANCE OF THE CONSERVATION AREA; AND**
- B. BUILDINGS, GROUPS OF BUILDINGS, HISTORIC STREET AND PLOT PATTERNS, OPEN SPACES, BUILDING LINES, VIEWS, VISTAS, GROUND SURFACES, BOUNDARY WALLS AND OTHER ARCHITECTURAL OR HARD LANDSCAPE FEATURES WHICH CONTRIBUTE TO THE CHARACTER OR APPEARANCE OF THE CONSERVATION AREA ARE RETAINED; AND**
- C. EXISTING TREES, HEDGES AND GREEN SPACES, OR OTHER NATURAL FEATURES, WHICH CONTRIBUTE TO THE CHARACTER OR APPEARANCE OF THE CONSERVATION AREA WILL BE RETAINED AND PROTECTED.**

ADDITIONALLY, PROPOSALS FOR DEVELOPMENT INVOLVING DEMOLITION OF BUILDINGS OR STRUCTURES WHICH MAKE A CONTRIBUTION TO THE CHARACTER OR APPEARANCE OF A CONSERVATION AREA WILL NOT BE PERMITTED UNLESS:



- D. THE BUILDING OR STRUCTURE IS NOT CAPABLE OF REPAIR; OR
- E. THERE IS NO COMPATIBLE OR VIABLE ALTERNATIVE USE; AND
- F. AN ACCEPTABLE REPLACEMENT SCHEME HAS BEEN APPROVED.

THE COUNCIL WILL SEEK TO SECURE THE REMOVAL OF UNSIGHTLY AND INAPPROPRIATE FEATURES THAT DETRACT FROM THE CHARACTER OR APPEARANCE OF THE CONSERVATION AREA; AND THE IMPLEMENTATION OF ENHANCEMENT SCHEMES AND THE REPAIR/REINSTATEMENT OF IMPORTANT FEATURES.

- 4.111** Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990, requires Local Planning Authorities to determine which parts of their area are of special architectural or historic interest. Where it is desirable to preserve or enhance the character or appearance of these areas they should be designated as conservation areas. PPG15 (Planning and the Historic Environment) recognises the importance of such areas and provides guidance upon their preservation and enhancement. The Council will also have regard to guidance on best practice produced by English Heritage.
- 4.112** The conservation areas in South Gloucestershire are listed in Appendix 9 and shown on the Proposals Map. The Council will continue to keep existing conservation areas and their boundaries under review and will designate further areas where these can be justified in accordance with English Heritage guidance and PPG15. Additional information concerning each conservation area is contained in advice notes and leaflets produced or adopted by South Gloucestershire.
- 4.113** An appraisal of each conservation area will be carried out to identify its special character and appearance. This will help provide guidance regarding the appropriateness of development proposals as well as developing enhancement strategies. The Council has a duty to formulate and publish schemes for the preservation and enhancement of individual conservation areas and these will be published as planning guidance. Its purpose is to seek to ensure the local character is strengthened rather than diminished by change and to secure the proper preservation, and where necessary reinstatement, of those features which contribute to the character of the area.
- 4.114** Within designated conservation areas there are additional controls on development. These include:
- ❖ Works to trees;
 - ❖ Restrictions on “Permitted Development”;
 - ❖ Design of new development; and
 - ❖ Demolition.



Works to Trees

4.115 Trees can make a significant contribution to the character and fabric of conservation areas (PPG15 para. 4.38 – 4.40). Anyone wishing to top, lop, fell, uproot or cut down a tree within a conservation area must give the Local Planning Authority six weeks advance notice of the intention to do so. Where appropriate the Council will make TPO's to protect trees in conservation areas and will take into account their visual, historic and amenity contribution in deciding whether they are worthy of protection. Where appropriate the Council may require planting of new trees to replace any lost in development.

Permitted Development

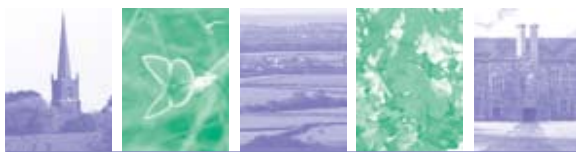
4.116 The cumulative effect of small-scale alterations can lead to the erosion of local character and care over details is therefore important. Within conservation areas, permitted development rights under the Town and Country Planning (General Permitted Development) Order 1995 are more restrictive than elsewhere. However, in order to protect the character of a conservation area the Council may also restrict permitted development for particular classes of development through the imposition of an Article 4 Direction.

New Development

4.117 Conservation area designation does not necessarily preclude development, but new buildings or additions to existing buildings must be of a high standard of design and respect the distinctive character and appearance of the area. The character of the conservation area in general derives from a combination of factors relating to buildings and their enclosure and settings; street and plot patterns, walls; building materials and paving; open spaces and natural features. Proposals for development in conservation areas will be assessed against the character of the conservation area. Further guidance on the character of conservation areas will be provided by conservation area appraisals which the Council are preparing.

4.118 It is neither possible nor desirable to state a precise brief for any new building and the success of new work will be largely determined by the applicant's understanding of local character and distinctiveness. It will be advisable to consider carefully the traditions and character of the locality, taking into account scale, massing and the relationship between buildings together with the building materials and how they have been used.

4.119 In assessing applications for planning permission or conservation area consent the Council will seek to achieve the improvement or removal of features that detract from the quality of conservation areas such as inappropriate and unattractive signs, shop fronts, overhead lighting, advertisements, overhead wires, street furniture and surface materials.



Poorly designed windows or boundary treatments also offer scope for enhancement.

- 4.120** The Council as Local Highway Authority and others responsible for surfacing and repair of the highway and the provision of signs and other street furniture should use materials and designs that minimise the impact on the character or appearance of the conservation area and undertake to maintain such work to a high standard. Street markings and signage should be of an appropriate design and avoid unnecessary duplication. If new entrances on to the highway require a visibility splay, which would result in the loss of walls, or hedges that contribute to the character of the conservation area, then the development will be resisted.
- 4.121** Intending developers will be required to submit detailed plans and drawings, including elevations which show the new development in its setting, to ensure that the proposals accord with existing architectural and visual qualities. Outline applications will not normally be acceptable. The Council will produce planning guidance setting out the details to be included in the submission of applications for conservation area consent or planning permission within or affecting the setting of a conservation area. A “Concept Statement” showing how the context has been assessed and how the application addresses the character and appearance will assist in determining the application.

Demolition

- 4.122** The approval of demolition and/or redevelopment of any building of individual merit or group value in a conservation area will be exceptional. It will not be permitted unless the Council is satisfied that clear and convincing evidence has been submitted to show that all reasonable efforts have been made to sustain existing uses or find viable new uses.
- 4.123** Subject to availability of financial resources the Council may assist with the funding of enhancement schemes with conservation areas. This may include works to trees or the repair and maintenance of building or other features where these form an essential part of the townscape and are necessary for the retention and enhancement of the architectural or historic character of the conservation area.

Implementation and Monitoring:

Through Development Control, review of planning guidance, agreements with developers, South Gloucestershire’s own works and partnership schemes.



Listed Buildings

L13 DEVELOPMENT INCLUDING ALTERATIONS OR ADDITIONS AFFECTING A LISTED BUILDING OR ITS SETTING WILL NOT BE PERMITTED UNLESS

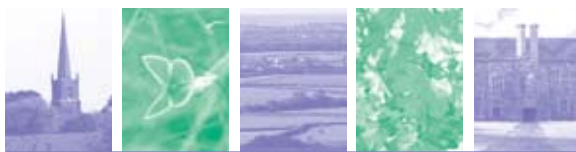
- A. THE BUILDING AND ITS SETTING WOULD BE PRESERVED; AND**
- B. FEATURES OF ARCHITECTURAL OR HISTORIC INTEREST WOULD BE RETAINED; AND**
- C. THE CHARACTER, HISTORIC FORM AND STRUCTURAL INTEGRITY OF THE BUILDING WOULD BE RETAINED.**

THE COUNCIL WILL EXPECT PROPOSALS FOR DEVELOPMENT INVOLVING LISTED BUILDINGS TO INCORPORATE DETAILED MEASURES FOR THEIR PRESERVATION AND, WHERE RELEVANT, ACHIEVABLE AND DESIRABLE, ENHANCEMENT.

4.124 A Listed Building is a building or structure which is included in the Statutory List of Buildings of Special Architectural or Historic Interest compiled by the Secretary of State for Culture, Media and Sport. There are approximately 2,000 listed buildings within South Gloucestershire.

4.125 Planning (Listed Buildings and Conservation Areas) Act 1990, PPG15 "Planning and the Historic Environment" and relevant circulars provide the statutory framework for works to listed buildings. PPG15 requires authorities to have '...special regard to the desirability of preserving any listed building or its setting, or any features of special architectural or historic interest which it possesses...' Proposals that involve extensions or alterations of a listed building or are contrary to the guidance contained in PPG15 will not be supported, where the character of the building and its setting is likely to be materially affected by such works. The Council's intention is to safeguard the character and secure the good repair of listed buildings.

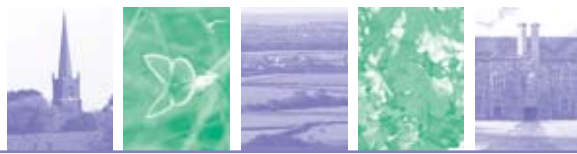
4.126 In assessing development proposals which affect listed buildings the Council will expect new work to respect the character of the building particularly in terms of scale, materials and design. Architectural features which are important to the character of the building including internal walls, floor levels, staircases, panelling and roof structures, should be retained. Repairs should use appropriate natural materials and retain as much of the original fabric as possible. It is especially important to retain materials that define the character of a particular building e.g. natural stone slates or lime renders. The historic form and structural integrity of the building and its setting should be retained e.g. extensions will not normally be appropriate in schemes for the conversion of traditional buildings. In some cases a programme of archaeological works will be required (see Policy L11). This might include an assessment of the building in order to allow the significance of particular features to be understood as part of the consideration of the development proposals.



- 4.127** The Act sets out the powers at the Local Authority's disposal where it considers that a listed building is not being properly preserved. These include serving of notices on owners, undertaking urgent repairs and instigating measures for the compulsory acquisition of a listed building.
- 4.128** Applications for planning permission affecting listed buildings or their setting should be accompanied by detailed survey drawings and plans providing a complete analysis of the impact of the proposed development. The Council's listed building consent application form contains a checklist of the information that should accompany such applications.
- 4.129** The effect of development on the setting of listed buildings is a material consideration. The Council is concerned to ensure that the setting of listed buildings is preserved and will resist inappropriate development in this regard. Listed buildings should not be seen in isolation and 'setting' includes the relationship with curtilage listed buildings or structures. In assessing development proposals which affect groups of listed buildings the Council will have regard to PPG15 para 2.17 which states that "The setting of individual listed buildings very often owes its character to the harmony produced by a particular grouping of buildings (not necessarily of great individual merit) and to the quality of the spaces created between them."
- 4.130** South Gloucestershire has adopted Supplementary Planning Guidance which provides useful guidance on appropriate development which respects the character and setting of listed buildings. This will be reviewed and updated.
- 4.131** Subject to availability of financial resources the Council may give favourable consideration to applications for financial assistance towards the repair and maintenance of buildings of architectural or historic interest, also to works of improvement to buildings and other features within Conservation Areas where these form an essential part of the townscape and are necessary for the retention and enhancement of the architectural and/or historic character.

Demolition of a Listed Building

- L14 THE DEMOLITION OF A LISTED BUILDING WILL ONLY BE PERMITTED IN EXCEPTIONAL CIRCUMSTANCES. PERMISSION WILL ONLY BE GRANTED WHERE:**
- A. IT IS NOT POSSIBLE TO REPAIR AND RESTORE THE BUILDING AND TO CONTINUE ITS PRESENT OR PAST USE; AND**
 - B. THERE IS NO VIABLE ALTERNATIVE USE FOR THE BUILDING; AND**
 - C. REDEVELOPMENT WOULD PRODUCE SUBSTANTIAL BENEFITS FOR THE COMMUNITY WHICH WOULD DECISIVELY OUTWEIGH THE LOSS RESULTING FROM THE BUILDING'S DEMOLITION.**

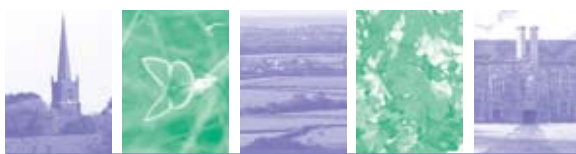


WHERE PERMISSION IS GRANTED, IT WILL BE SUBJECT TO A CONDITION THAT DEMOLITION IS NOT BEGUN UNTIL DETAILED PLANNING PERMISSION HAS BEEN GRANTED, AND A CONTRACT LET, FOR REDEVELOPMENT OF THE SITE.

- 4.132** Advice on the demolition of listed buildings is given in PPG15 paras 3.16-3.19. There is a general presumption that all buildings which are listed will be preserved because of their architectural and/or historic interest. Permission for the total or substantial demolition of a listed building will only be granted in exceptional circumstances and will require the strongest justification.
- 4.133** In its consideration of applications for the demolition of listed buildings the Council will take into account the following matters:
- ❖ The importance of the building in terms of its architectural and historic interest and rarity;
 - ❖ The features of the building which justify its listing;
 - ❖ The setting of the building and its contribution to the local scene.
- 4.134** Development proposals which would involve the demolition or substantial demolition of a listed building will be rigorously scrutinised. Applicants will have to demonstrate that it has not been possible or practicable to repair and restore the building for existing, past or alternative uses through the submission of a structural survey and cost analysis comparing the cost of repair with future yields (PPG15 para 3.19(i)). Less weight will be given to the cost of repair where it is clear that the building has been deliberately neglected.
- 4.135** The Council will require convincing evidence that real efforts have been made to sustain existing uses or find viable new uses and that consideration has been given to the potential for enabling development which could ensure the retention of an otherwise unviable listed building. For example, information will be required to demonstrate that the building has been effectively marketed. A more economically attractive use for the site rather than repair of the building is not justification for demolition.
- 4.136** Where, in exceptional circumstances, demolition is approved then a condition requiring archaeological recording of the building may be imposed.

Implementation and Monitoring:

Through Development Control, review of planning guidance, agreements with developers and South Gloucestershire's projects.

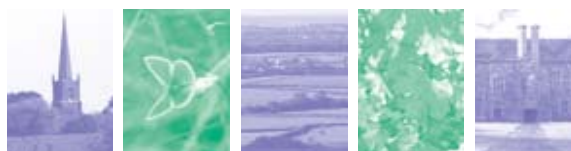


Buildings and Structures Which Make a Significant Contribution to the Character and Distinctiveness of the Locality

- L15** DEVELOPMENT PROPOSALS WILL BE EXPECTED TO RETAIN BUILDINGS AND STRUCTURES WHICH MAKE A SIGNIFICANT CONTRIBUTION TO THE CHARACTER AND DISTINCTIVENESS OF THE LOCALITY.

DEVELOPMENT PROPOSALS INVOLVING DEMOLITION OF SUCH BUILDINGS OR STRUCTURES WILL BE REQUIRED TO INCORPORATE MEASURES TO MITIGATE FOR THE RESULTING LOSS OF CHARACTER AND DISTINCTIVENESS.

- 4.137** There are many buildings and structures in South Gloucestershire which make a significant contribution to the character and distinctiveness of the area. The Council intends to seek the retention of such buildings where they are affected by development proposals. Such buildings will be identified on a South Gloucestershire list of buildings of local importance which will be adopted as a Supplementary Planning Document by the Council.
- 4.138** Criteria for inclusion on a South Gloucestershire list of buildings of local importance are listed in Appendix 10. The Local List of buildings prepared by the former Borough of Kingswood will be reviewed against these criteria. Landscape character analysis (see Policy L1 and supporting text), Conservation Area Appraisals and Village Design Statements will also identify buildings for inclusion on the local list. In addition a full survey of South Gloucestershire was undertaken in partnership with interested individuals, groups and Parish Councils in 2001/02. This will be subject to public consultation.
- 4.139** The list of buildings of local importance will cover many types of structure to provide a full picture of the character of the area. As well as houses, shops, barns, industrial buildings and chapels it will also include structures such as gates, walls, road signs, pillboxes, graves and stiles. Should a building have an association with an important historic figure or event it may warrant inclusion for its contribution to local distinctiveness.
- 4.140** No statutory protection is afforded to buildings included on the local list but inclusion will be a material planning consideration in determining proposals for development affecting such buildings. Applications involving the demolition of a building of local importance will be refused unless sufficient information on the proposed scheme is provided for the Council to determine whether the loss of character resulting from demolition will be adequately mitigated through good design so as to conserve and enhance the character and distinctiveness of the locality. Where these buildings are in Conservation Areas and/or on the Historic Environment Record Policies L11 and L12 will also apply.



Implementation and Monitoring:

Through Development Control, review of planning guidance, agreements with developers and South Gloucestershire's projects.

Protecting the Best Agricultural Land

L16 DEVELOPMENT ON THE BEST AND MOST VERSATILE AGRICULTURAL LAND (GRADES 1, 2 OR 3A) WILL ONLY BE PERMITTED WHERE:

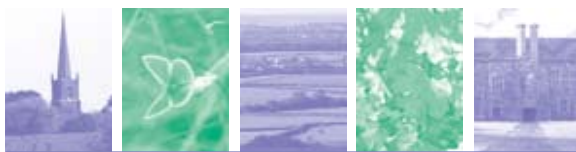
- A. THE DEVELOPMENT CANNOT BE ACCOMMODATED ON PREVIOUSLY DEVELOPED SITES, OR ON LAND WITHIN A DEFINED SETTLEMENT BOUNDARY, OR ON POORER QUALITY FARMLAND (GRADES 3B, 4 OR 5); OR**
- B. DEVELOPMENT OF POORER QUALITY FARMLAND WOULD BE INCONSISTENT WITH OTHER SUSTAINABILITY CONSIDERATIONS.**

IF BEST AND MOST VERSATILE LAND NEEDS TO BE DEVELOPED, AND THERE IS A CHOICE BETWEEN SITES IN DIFFERENT GRADES, LAND OF THE LOWEST GRADE AVAILABLE SHOULD BE USED.

- 4.141** The Government's overall aim in planning for sustainable development is to protect the countryside for the sake of its intrinsic character and beauty, the diversity of its landscape, heritage and wildlife, the wealth of its natural resources and so that it may be enjoyed by all. The wasteful use of greenfield land, including 'best and most versatile' agricultural land, is therefore discouraged. Best and most versatile agricultural land ranges from excellent (grade 1) to good quality (grade 3(a)) and is the most flexible, productive and efficient in response to inputs. Agricultural Land Classification (ALC) maps are produced by DEFRA at scale 1:250,000 primarily for strategic planning purposes. They do not differentiate between grades 3a and 3b and are not suitable for evaluating individual sites. Since these maps were produced, selected areas have been re-surveyed in greater detail, however, full coverage of the district does not exist.
- 4.142** Preference should be given to using previously developed land or land within existing settlement boundaries. Where development of agricultural land is unavoidable, then land of a lower grade (Grades 3B, 4 & 5) should be developed in preference to that of higher quality, provided that this is consistent with other sustainability considerations. Such considerations could include: the importance of the lower grade land in terms of biodiversity, landscape character and quality, amenity or heritage considerations; access to infrastructure, workforce and markets; and the protection of natural resources, including soil quality.

Implementation and Monitoring:

Through Development Control.



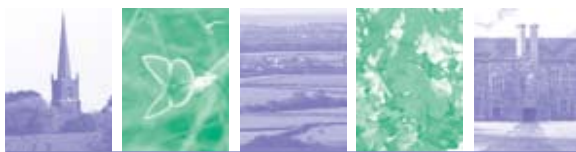
The Water Environment

- L17** DEVELOPMENT WHICH WOULD HAVE AN UNACCEPTABLE EFFECT ON THE WATER ENVIRONMENT, INCLUDING SURFACE WATER AND GROUNDWATER QUALITY AND QUANTITY, RIVER CORRIDORS AND ASSOCIATED WETLANDS, WILL NOT BE PERMITTED.
- L18** DEVELOPMENT PROPOSALS WILL BE REQUIRED TO INCORPORATE SUSTAINABLE DRAINAGE SYSTEMS (SuDs) FOR THE DISPOSAL OF SURFACE WATERS. WHERE THIS IS NOT PRACTICABLE IT MUST BE DEMONSTRATED THAT AN ACCEPTABLE ALTERNATIVE MEANS OF SURFACE WATER DISPOSAL IS INCORPORATED.

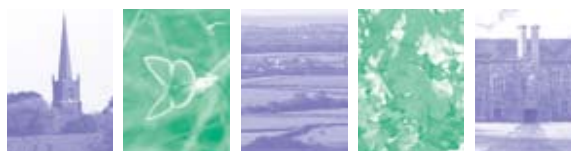
- 4.143** Water resource issues can be divided into two elements: quality and quantity. Proposals for development can adversely affect either or both aspects. Maintaining or enhancing the water quality of all watercourses (above and below ground), lakes, ponds, groundwater and other water bodies is crucial to sustaining biodiversity, ensuring human health and providing for a range of uses including manufacturing, recreation and construction. South Gloucestershire will continue to consult with the appropriate statutory bodies e.g. the Environment Agency and British Waterways, with regard to the suitability of development and its impact on the quality and quantity of water resources (see Policy EP1). See also Policy EP2 which relates specifically to flood risk.
- 4.144** Aquifers comprise the main sources of water supply within South Gloucestershire, and these also supply water to locations outside the Plan area (see Figure 4.5). The majority of water abstraction sites that supply South Gloucestershire are, however, located outside the South Gloucestershire area. Surface and groundwater level and flow can be adversely affected by a great many activities and circumstances, including over abstraction, land drainage, quarry dewatering, disturbance of ground levels and low rates of infiltration. The raising or lowering of the water table can have a serious effect on the health and vitality of ecological habitats and mature trees as well as affect groundwater flows and levels. Development should only take place where adequate water resources exist or can be made available without adversely affecting existing abstraction, river flows, water quality, agriculture, fisheries, amenity or nature conservation. Development will be expected to be carried out in a manner that includes water conservation measures. The Environment Agency has developed national and regional Water Resource strategies and Local Environment Agency Plans (LEAPs) to ensure that water supplies are adequate to meet current and future needs. Development proposals should have regard to guidance contained in these plans.



- 4.145** Maintaining groundwater quality is important for existing and future users of the resource. The Environment Agency's document "Policy and Practice for the Protection of Groundwater" describes the issues and means of protection. The Environment Agency has produced maps indicating groundwater Source Protection Zones (SPZ's) to support this Policy document. The EA has also produced groundwater vulnerability maps which indicate groundwater vulnerable to pollution.
- 4.146** The main sources of water pollution include industrial processes, disturbance of contaminated land, runoff from roads and other impermeable surfaces, agricultural activity and foul sewage discharge to watercourses. Development proposals should incorporate sensitively designed measures of prevention and mitigation which minimise the risk of pollution to the water environment. In certain circumstances development can increase the risk of foul sewage discharge into open watercourses. The River Frome and watercourses within the Severn Levels are particularly prone to this problem and development proposals will need to demonstrate that they pose no risk of foul sewage pollution to watercourses. Proposals for development should also accord with the "Policy and Practice for the Protection of Groundwater" issued by the Environment Agency as well as the "Code of Good Agricultural Practice for the Protection of Water" issued by and available from DEFRA.
- 4.147** The water environment, and in particular rivers and their corridors, ponds, lakes and other surface water bodies, offer the potential to make a positive contribution towards maintaining and enhancing wildlife, the amenity of an area and the wider landscape. Development will be expected to enhance such water features as appropriate.
- 4.148** South Gloucestershire contains a considerable number of rhines which have a particular ecological significance. They can be easily damaged when development takes place and need to be handled sensitively. Developers are advised to discuss proposals which might affect rhines with the Authority as early as possible with a view to developing an appropriate strategy for their protection.
- 4.149** The disposal of surface water run-off from development both during construction and after completion requires careful consideration in order to minimise its adverse environmental impacts. The traditional practice for the disposal of surface water is to pipe the water away to the nearest watercourse in order to ensure rapid disposal. This can lead to increased risk of flooding, aquifers not being recharged, water retention in subsoil being reduced leading to increased use of treated water for horticulture, and increase the risk of transmission of pollutants to watercourses.
- 4.150** Current best practice favours controlling the release of rainwater as close to its point of fall as possible in order to minimise these negative environmental impacts. This is known as "source control". A variety of techniques are available, often called Sustainable Drainage Systems (SuDs).



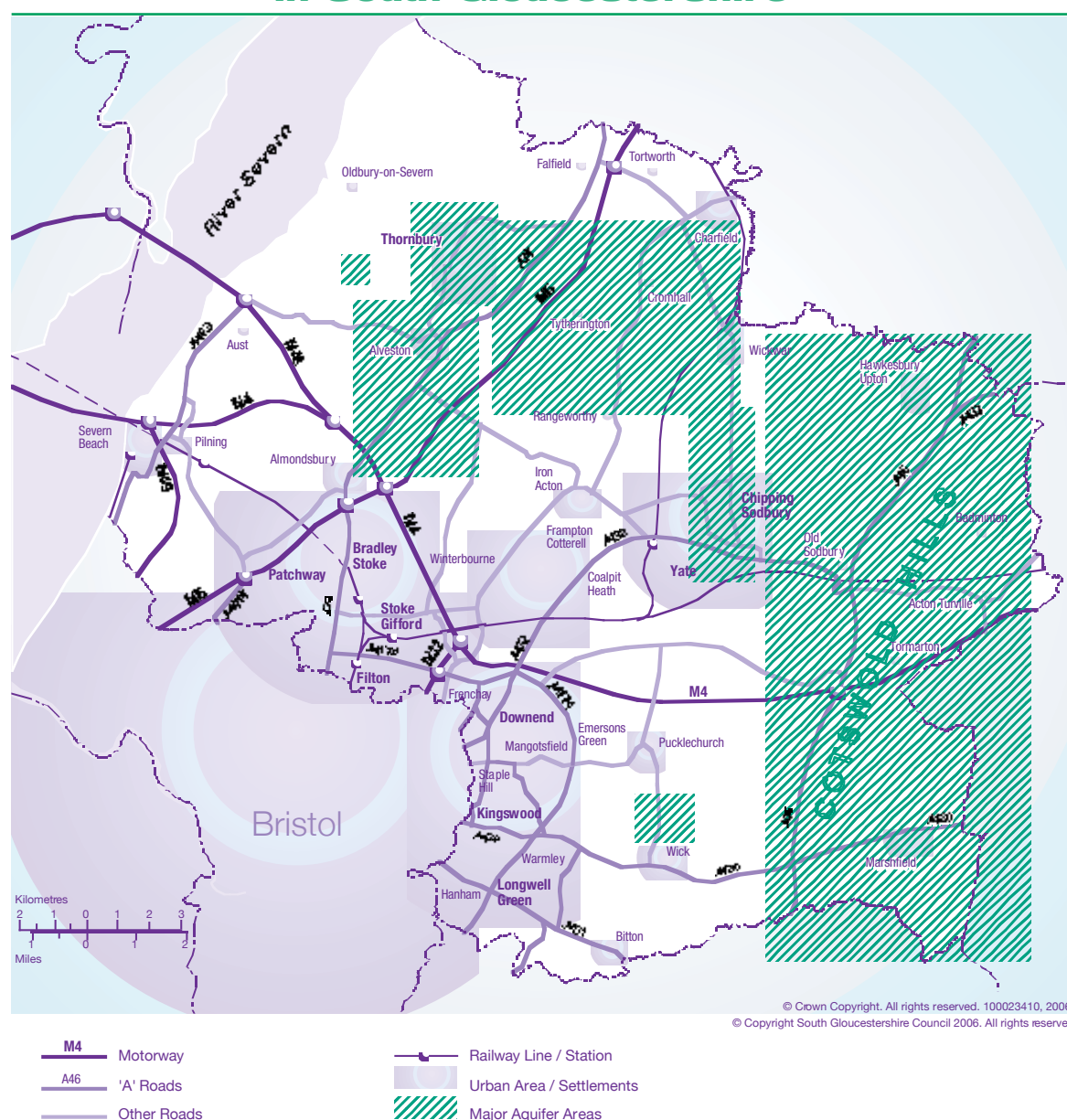
- 4.151** There are two types of SuDs: “procedural” which prescribe good practice during the course of construction; and “structural” which are permanent features, integral to the design and construction of development which dispose of surface water as near to its point of fall as possible.
- 4.152** Procedural SuDs would for example include ensuring that during the course of development damage or pollution does not occur to the water environment e.g. through erosion to river banks, flooding or pollution of water from any material including silts. Siltation of the water environment caused during construction can cause considerable damage to the water environment and the wildlife it supports and developers should pay particular attention to the protection of watercourses and associated wetlands during this phase of development.
- 4.153** Structural SuDs for surface water disposal would include such methods as swales, soakage lagoons, reed beds, retention basins, filter strips, infiltration and permeable paving.
- 4.154** Provided that it would not give rise to any adverse environmental impact, South Gloucestershire Council and the Environment Agency support the use of the source control approach in the design of new development since, in the majority of cases, it is the most appropriate means of surface water disposal. Source control should be an integral part of the design of most new development and developers should, in the first instance, seek to incorporate both procedural and structural source control SuDs for surface water disposal into development proposals. These should be submitted to and agreed by the Planning Authority prior to consent being issued. Properly designed, such features will provide protection against flooding and pollution and aid in replenishment of water resources. They can also increase the amenity of a proposal thereby increasing its intrinsic value and provide areas of wildlife enhancement.
- 4.155** It is recognised that traditional ‘hard’ sewerage systems continue to play a part in the provision of surface water infrastructure. However, this method should only be utilised once it has been demonstrated to the satisfaction of the Planning Authority, Environment Agency and drainage authority that source control would not be successful and an alternative acceptable means of surface water disposal has been indicated.
- 4.156** The Planning Authority will therefore expect to see applications accompanied by an assessment of the suitability of SuDs. Where it is necessary to install a ‘hard’ sewerage system it must be demonstrated that this is the best option.
- 4.157** The Environment Agency and the Scottish Environmental Protection Agency have produced “A Guide to Surface Water Best Management Practices” which provides more details of both structural and procedural techniques. South Gloucestershire Council has produced Supplementary Planning Guidance on SuDs.
- 4.158** Development which, in the opinion of the Authority and, after consultation with the Environment Agency, poses an unacceptable risk of pollution of or

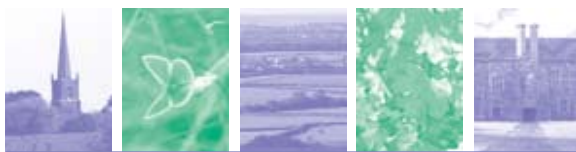


damage to the water environment either directly or via the surface water sewerage system or which does not dispose of surface water run-off in an acceptable manner will not be permitted.

- 4.159** Adequate provision should be made for the maintenance of installations which dispose of surface waters to ensure that they remain efficient and adequate for the task. This is a requirement under the Construction Design and Maintenance (CDM) Regulations 1994.
- 4.160** Where appropriate the Authority will seek agreements with developers to restore and provide for the future management of wetland habitats. The Council will encourage developers to enter into Section 106 Agreements to provide adequate land and meet the cost of providing any appropriate measures to mitigate the effects of water discharge and surface water drainage impact and providing long term management.

Figure 4.5 Approximate areas of Major Aquifers in South Gloucestershire





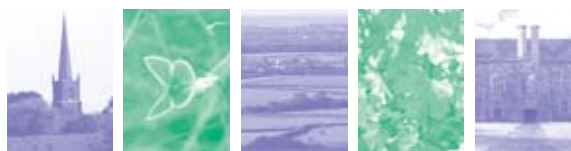
- 4.161** The Council will look to ensure that proposals for development adjacent to any water body or watercourse provide, where appropriate, satisfactory access for future maintenance of the water body or watercourse. Maintaining the banks, cutting vegetation and litter clearance may all require appropriately designed access for machinery but this should not conflict with conservation of the ecology or have an adverse impact on the landscape. The creation of a maintenance strip can also provide a buffer zone adjacent to rivers and streams for landscape, wildlife and amenity purposes.
- 4.162** The Control of Pollution (Silage, Slurry and Agricultural Fuel Oil) Regulations 1991, Guidance for Farmers produced by the DoE gives relevant advice for applicants. The bunding of tanks has proved to be a successful means of preventing pollution, particularly of watercourses and the Authority will expect all applications for potentially polluting material storage tanks to indicate adequate bunding. This matter would also fall under the control of CDM Regulations.

Implementation and Monitoring:

Through Development Control, agreements with developers and production of planning guidance.

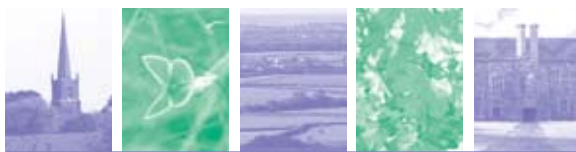
Display of Advertisements

- L19** CONSENT FOR THE DISPLAY OF ADVERTISEMENTS WILL BE GRANTED PROVIDED THAT:
- A.** THE ADVERTISEMENT WOULD NOT BE DETRIMENTAL TO THE APPEARANCE OF THE BUILDING ON WHICH IT IS DISPLAYED, OR DETRIMENTAL TO THE IMMEDIATE LOCATION IN WHICH IT IS TO BE DISPLAYED, BY VIRTUE OF ITS SIZE, SITING, MATERIALS, COLOUR OR ILLUMINATION; AND
 - B.** THE ADVERTISEMENT WOULD NOT DETRACT FROM THE CHARACTER OF THE LOCALITY; AND
 - C.** THE CUMULATIVE EFFECT OF THE PROPOSAL WOULD NOT BE DETRIMENTAL TO VISUAL AMENITIES; AND
 - D.** THE ADVERTISEMENT WOULD NOT PREJUDICE PUBLIC SAFETY.
- 4.163** The display of outdoor advertisements is controlled through the Town and Country Planning (Control of Advertisement) Regulations 1992. PPG19 Outdoor Advertisement Control and Circulars 5/92 and 15/94 are also relevant. Outdoor advertisements can only be controlled in the interests of amenity and public safety. Many temporary advertisements are, however, exempt from advertisement control.



- 4.164** All advertisements affect the appearance of the building, structure or place where they are displayed. Advertising can contribute interest to the appearance of an area, play a significant part in forming its character, and be positively used to screen eyesores. However, a building or location can be adversely affected by a poorly designed or insensitively placed advertisement or by the choice of size, materials, colour or illumination. Wherever practicable, projecting signs should be displayed in line with existing fascia signs.
- 4.165** In determining the effect of a proposal on amenity, the Council will have regard to the local characteristics of the neighbourhood, including scenic, historical, architectural or cultural features, which contribute to the distinctive character of the locality. In the open countryside the landform and quality of the immediate surroundings and whether the advertisement respects natural contours, landscape character and the background features against which it will be seen will be relevant considerations. It will also be appropriate to consider the cumulative effect of the proposal in terms of visual clutter.
- 4.166** Public safety considerations will centre on whether the advertisement itself, or its location, is likely to be so distracting, so confusing or physically hazardous that it endangers people in the vicinity. Such considerations would usually relate to highway safety, however, the safety of waterways and aviation will also be considered, where appropriate. The Council will consult with the relevant organisations with regard to public safety considerations.
- 4.167** The display of advertisements on a listed building is defined as an alteration requiring listed building consent (see Policy L13). Proposals which would be prejudicial to the architectural or historic character of a listed building and/or its setting will not be permitted.
- 4.168** The Cotswolds AONB is designated as an Area of Special Control of Advertisements (ASCA). Within this Area, the 1992 Regulations impose stricter controls over the range and type of advertisements which can be displayed without the need for express consent, in order to conserve or enhance the appearance of the Area. Applicants will need to ensure that their proposals do not compromise the AONB designation (see Policy L2).
- 4.169** In locations where existing levels of illuminations are low, such as the open countryside or the Cotswolds AONB and in Conservation Areas, illuminated advertisements are considered to be particularly difficult to assimilate and care will need to be taken that the design and location of such signs does not detract from the visual amenity of the area.
- 4.170** The Council will have regard to the Institute of Lighting Engineers' Technical Report Number 5 Brightness of Illuminated Advertisements (1991) when considering how brightly advertisements should be illuminated.

***Implementation and Monitoring:
Through Development Control.***



Section 2 - Environmental Protection

Aim

- 4.171** The overall aim is to protect both the environment and present and future generations from pollution and harm.

Objectives

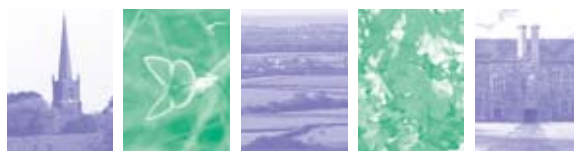
- 4.172** The Local Plan objectives in respect of environmental and public protection are:
- 1 To seek to ensure that development does not cause unacceptable environmental pollution, and is not itself at risk.
 - 2 To ensure that new development does not cause a safety hazard or increase the risk of flooding and is not itself at risk.
 - 3 To encourage energy generation from alternative renewable resources.

Environmental Pollution

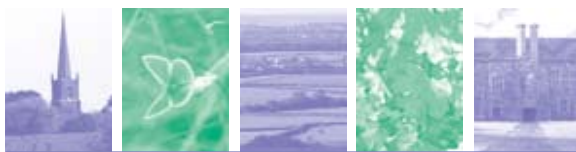
EP1 DEVELOPMENT WILL NOT BE PERMITTED WHICH WOULD UNACCEPTABLY HARM THE ENVIRONMENT, OR THE HEALTH, SAFETY AND AMENITY OF USERS OF THE SITE OR SURROUNDING LAND, AS A RESULT OF POLLUTION TO WATER, AIR OR SOIL, OR THROUGH NOISE, VIBRATION, LIGHT, HEAT OR RADIATION.

ADDITIONALLY, DEVELOPMENT WILL NOT BE PERMITTED WHERE USERS OF IT WOULD BE UNACCEPTABLY AFFECTED BY REASON OF PROXIMITY TO EXISTING LAND USES.

- 4.173** The Council is concerned to ensure that environmental resources are not unacceptably affected by development proposals which may cause environmental pollution. A range of organisations including the Environment Agency, Department for the Environment, Food and Rural Affairs (DEFRA) and relevant local authority departments have responsibilities for monitoring environmental pollution and enforcing controls. The Council will continue to consult with the relevant statutory bodies as appropriate. Appendix A of PPS23 identifies factors which planning authorities should take into account in preparing development plan policies. These include the effects of potentially polluting development on land use, including the effects on health, the natural environment and general amenity, resulting from the release of substances to water, land and air, or from noise, vibration, light, heat or radiation. Dust, smoke, fumes, noxious substances and smell are the main contributors to air pollution.

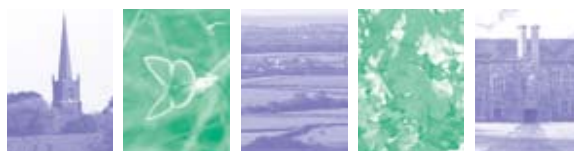


- 4.174** The role of the planning system is to ensure that new development is acceptable in its location (PPS23 para 10) and it is for other relevant bodies to control pollution. Nevertheless, new development should be designed to ensure that it does not cause environmental pollution which then has to be controlled by other agencies. Appropriate and adequate mitigation measures will be expected to be incorporated into development proposals which have a potential to pollute. For example, the planting of suitable species and the use of sound reducing materials on new roads may be appropriate mitigation measures to reduce the effects of noise. The Council will also, in appropriate circumstances, encourage additional planting to mitigate the effects of existing sources of pollution. Where appropriate and adequate measures to mitigate for environmental pollution cannot be achieved, planning permission will be refused. PPS23 Planning and Pollution Control gives further guidance regarding the pollution control system and PPG24 deals specifically with noise. The Council intends to produce technical guidance in due course on noise levels (para 4.195). The Environment Agency has also produced a series of Pollution Prevention Guidance Notes covering a range of issues such as bunding of fuel tanks and vehicle washing. Developers should ensure that where possible best practice is incorporated into development proposals.
- 4.175** In addition to the above policy, Policy L17 relates specifically to pollution of the water environment. Vehicle emissions are also a source of pollution. Development which generates traffic volumes which could adversely affect air quality will be assessed against Policy EP1. Policy T12 identifies air pollution as one of the criteria for assessing the transportation impact of new development.
- 4.176** The Environment Act 1995 requires the Secretary of State to prepare and publish a National Air Quality Strategy. The Act requires local authorities to identify areas where national air quality objectives are not met or are at risk and designate such areas as Air Quality Management Areas (AQMAs). Annual reports on air quality are published by South Gloucestershire Council. Although there are at present no AQMAs declared in South Gloucestershire, this situation is kept under continual review, particularly as there are certain locations which are close to the objective for nitrogen dioxide and/or particulate matter. Any changes will be detailed in the annual air quality report. Proposals for development will need to have regard to relevant guidance, as well as the current annual air quality report and any AQMAs (if declared), to ensure that development minimises any adverse effects on air quality, or contributes positively to improvements in air quality.
- 4.177** Development proposals should have regard to the guidance contained within the Environment Agency's Local Environment Agency Plans (LEAPs). These Plans cover all areas of the Environment Agency's responsibilities and are based on boundaries associated with river catchments. Within South Gloucestershire LEAPs have been produced for the Bristol Avon and Severn Vale areas. Although LEAPs are no longer being produced, the



higher priority actions identified within existing LEAPs are being brought forward as part of the area contribution to the Agency's Corporate Plan.

- 4.178** As well as controlling development proposals which may give rise to pollution, it is important that the users of new development are not detrimentally affected by being located too close to existing uses, including roads, which are liable to produce noise, fumes, malodorous substances or other pollutants (PPS 23 Appendix A). There is a need to separate uses which cannot reasonably co-exist and in assessing development proposals amenity issues will be an important consideration. For example, sewage treatment works can be a source of pollution and odour nuisance. Wessex Water have advised that they normally seek to maintain a buffer of approximately 250-300m around all treatment works. The Council will consult with Wessex Water on development proposals within these buffer zones.
- 4.179** Due to the environmental, amenity and public health problems which can arise from the inappropriate use of non-mains sewerage systems, particularly those incorporating septic tanks, the Government has issued advice (Circular 3/99) to ensure such problems are not perpetuated in future development. Where non-mains sewerage systems are proposed, therefore, their suitability is likely to be a material planning consideration in the determination of planning applications.
- 4.180** The Council recognises public concern about the potential and perceived health risks from electromagnetic fields (EMFs) but acknowledges that research is as yet inconclusive. Where development is proposed in the vicinity of overhead power lines, the Council will have regard to the advice from the (NRPB) National Radiological Protection Board. The Council may produce planning guidance in this regard should scientific evidence emerge following adoption of the Plan which changes national guidance. In meeting its role in educating and raising public awareness, the Council attaches an advisory note to the decision notice of any planning permission granted in the vicinity of an overhead transmission line. This refers to the existence of the overhead line and states the current National Radiological Protection Board (NRPB) position regarding EMFs and research into possible health risks (P&T Committee resolution 30 May 1996). The advisory note also includes the NRPB's address and telephone number for further information.
- 4.181** In respect of the risks to health by exposure to electromagnetic radiation associated with telecommunications, the Government agrees with the Stewart Group's recommendation that, as a precautionary approach, emissions from mobile phone base stations (cell-base and sector-base) should meet the ICNIRP guidelines for public exposure. The Council will determine planning applications based on this 'precautionary approach'. Applications which would not meet the guidelines will be deemed to harm health and will be determined as contrary to Policy EP1.
- 4.182** While exterior lighting brings many benefits, there is a growing awareness that excessive, poorly designed and badly aimed lighting may have adverse



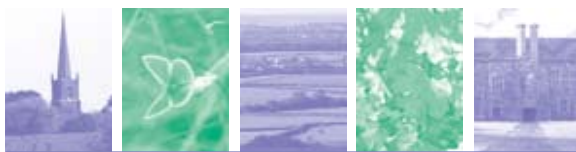
effects. Light pollution is a general term which refers to the effects of over-lighting. It can be subdivided into sky glow, glare and light trespass. The Council addresses the design of lighting in Policy D1. Policy EP1 will be used to resist developments which include inappropriate lighting. DETR has published "Lighting in the Countryside: Towards Good Practice (1997)" which provides practical advice on preventing and mitigating lighting impacts for all those involved with lighting in the countryside. Urban lighting is covered in the 1995 document from the Chartered Institution of Building Services Engineers and the Institution of Lighting Engineers "Lighting and the Environment: A Guide to Good Urban Lighting" (see also Policy L19 Display of Advertisements).

Implementation and Monitoring:
Through Development Control.

Flood Risk and Development

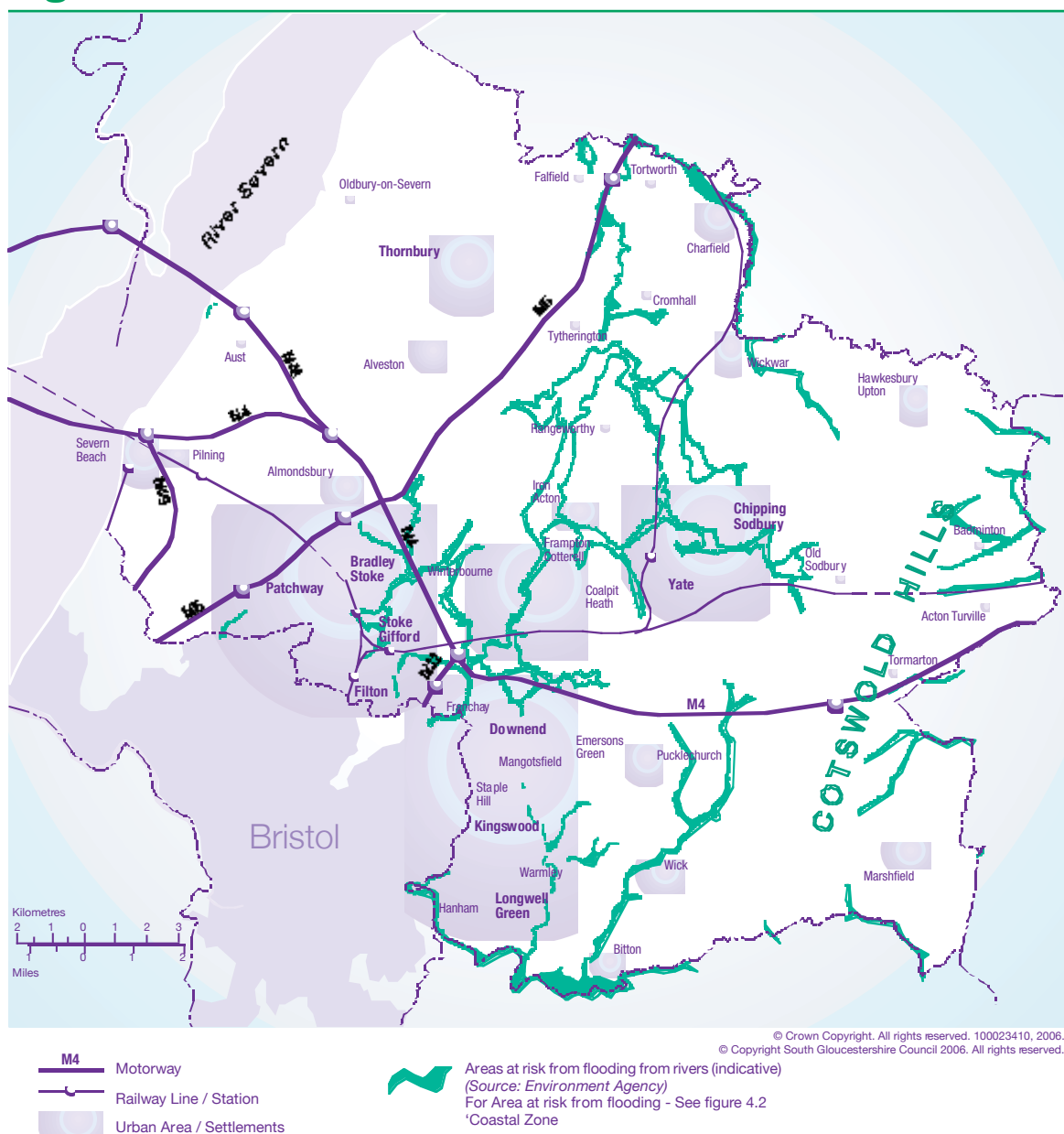
- EP2 DEVELOPMENT, INCLUDING THE EXTENSION AND INTENSIFICATION OF EXISTING USES OR LAND RAISING, WHICH GENERATES SURFACE WATER RUN-OFF OR WATER DISCHARGE WILL NOT BE PERMITTED WHERE THE DEVELOPMENT COULD:
- A. ITSELF BE AT RISK FROM FLOODING; OR
 - B. REQUIRE PROTECTION FROM FLOODING; OR
 - C. REDUCE THE CAPACITY OF THE FLOOD PLAIN; OR
 - D. INCREASE THE RISK OF FLOODING ELSEWHERE; OR
 - E. IMPEDE THE FLOW OF FLOOD WATERS; OR
 - F. AFFECT THE INTEGRITY OF TIDAL OR FLUVIAL DEFENCES; OR
 - G. ALTER THE WATER TABLE; OR
 - H. INCREASE RIVER CHANNEL INSTABILITY; OR
 - I. CAUSE UNACCEPTABLE SILT DEPOSITION; OR
 - J. PREVENT MAINTENANCE OF THE WATERCOURSE; OR
 - K. PRECLUDE THE SOLUTION TO EXISTING FLOODING PROBLEMS;
- UNLESS ADEQUATE ENVIRONMENTALLY ACCEPTABLE MEASURES ARE INCORPORATED WHICH PROVIDE SUITABLE PROTECTION, ATTENUATION OR MITIGATION.

4.183 In assessing the potential effects of flooding on the location of development, the Council will apply a sequential approach, dependant upon the nature of the development and the level of risk from flooding in its proposed location. PPG25 defines low, medium and high risk zones and



sets out the types of development that would be appropriate in each zone. In medium and high risk zones the Council would expect that a flood risk assessment would be submitted along with any planning application. Certain areas within South Gloucestershire are prone to flooding. Development both within and outside the flood plain can increase this risk by reducing the storage capacity of the flood plain and/or by impeding the flow of floodwater. The Environment Agency's website (<http://www.environment-agency.gov.uk/subjects/flood>) contains national

Figure 4.6 Area of Flood Risk - Rivers





Flood Maps which identify areas at risk from fluvial and tidal flooding. The Council will be producing planning guidance to show the areas of fluvial and tidal flood risk in South Gloucestershire. It is intended that this guidance will be sufficiently detailed to enable sites at risk to be identified. Land raising in the flood plain may have a similar effect and is of particular concern as is the filling of mine shafts and associated drainage channels.

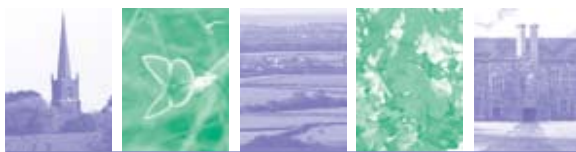
- 4.184** The Council must be satisfied that development proposals within flood risk areas incorporate appropriate mitigation measures which are themselves environmentally acceptable. The Council will continue to consult with the Lower Severn Drainage Board where development falls within its boundary as well as the Environment Agency and British Waterways as appropriate. Developers should have regard to PPG25, the Environment Agency's "Policy and Practice for the Protection of Flood Plains" and the Guide for Development within the Avonmouth/Severnside Draft Strategy Area produced by the Lower Severn Drainage Board.
- 4.185** Replacement of permeable surfaces by impermeable ones can have adverse effects such as increased risk of flooding and pollution, silt deposition, alteration to hydrological regime, damage to watercourse habitats and river channel instability. Development proposals will be assessed to ensure that the individual or cumulative effect of water discharge does not increase the risk of flooding or cause other adverse environmental effects either locally or some distance away from new development. In order to minimise the adverse environmental impacts of surface water run-off, the Council in Policy L18 is promoting current best practice (Sustainable Drainage Systems) for controlling the release of rainwater as close to its point of fall as possible.
- 4.186** Developer contributions will be sought through Section 106 Agreements for providing appropriate measures to mitigate the effects of water discharge and surface water drainage impact and for providing appropriate long term management.

Implementation and Monitoring:

Through Development Control, production of planning guidance and agreements with developers.

Coastal Defences

- EP3 NEW COASTAL DEFENCE WORKS, OR IMPROVEMENTS TO EXISTING COASTAL DEFENCES, WILL BE PERMITTED WHERE THE PROPOSALS WOULD NOT HAVE AN UNACCEPTABLE EFFECT ON:**
- A. THE SEVERN ESTUARY SPECIAL PROTECTION AREA; OR**
 - B. SITES, STRUCTURES OR LANDSCAPES OF ARCHAEOLOGICAL IMPORTANCE; AND WOULD NOT INVOLVE:**



- C. LAND RAISING ACTIVITIES OR OTHER DISTURBANCE ON EXISTING COASTAL MARSHLANDS; OR
- D. STRUCTURES OR ENGINEERING WORKS SO CLOSE TO THE COAST AS TO RENDER SOFT ENGINEERING OPTIONS UNVIABLE.

WHERE NEW COASTAL DEFENCES ARE PERMITTED, THESE SHOULD BE DESIGNED TO MINIMISE IMPACT ON THE LANDSCAPE.

WHERE NEW FLOOD DEFENCES OR IMPROVEMENTS TO EXISTING FLOOD DEFENCES ARE PERMITTED, THESE WILL NEED TO MEET THE MINIMUM STANDARDS OF 1 IN 200 YEAR EVENT WITH PROVISION FOR SEA LEVEL RISE OVER THE LIFETIME OF THE DEVELOPMENT.

- 4.187** Planning permission is required for new coastal defence works (PPG 20 para. 2.18).
- 4.188** A Shoreline Management Plan (SMP) has been prepared by the Environment Agency, Port Authorities and the Lower Severn Drainage Board for the whole of the Severn Estuary. This provides a comprehensive framework for coastal defence planning and coastal defence works will be expected to be in accordance with the SMP.
- 4.189** Managed retreat forms part of the SMP in the longer term. This could mean that in undeveloped areas of the coast, where sea defences are failing, it may not be economically justifiable to maintain such defences (PPG20 para. 2.19).
- 4.190** The purpose of the Coastal Defence policy is to:
- ❖ provide additional protection for the Severn Estuary SSSI, SPA, RAMSAR site; and
 - ❖ enhance the habitat of the undeveloped coast in compensation for disturbance caused by development particularly to the south.
- 4.191** The marshes at Northwick and Littleton Warths provide valuable feeding, roosting and nesting habitat for birds on the Estuary. The raising of the sea wall at Severn Beach has reduced the area of this habitat and that which remains represents the last marsh habitat available along this coastline. The creation of new pools behind the sea wall will be encouraged as these have been found to be attractive to migrating birds as roosting locations, particularly in bad weather.
- 4.192** The Severn Levels have been identified as an area of very high archaeological importance and any proposals for development must be in accordance with Policy L11. Policy EP2 Flood Risk and Development is also relevant.
- 4.193** Proposals for new coastal defence works should be of a high standard of design and be in keeping with the local landscape character. Opportunities should be sought to set back coastal defences where appropriate. See Design Policy D1.



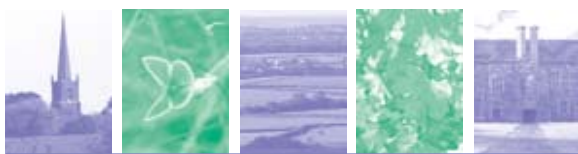
***Implementation and Monitoring:
Through Development Control.***

Noise-sensitive Development

EP4 NOISE-SENSITIVE DEVELOPMENT WHICH WOULD SUFFER AN UNACCEPTABLE DEGREE OF DISTURBANCE AS A RESULT OF CLOSE PROXIMITY TO EXISTING NOISE OR VIBRATION SOURCES WILL NOT BE PERMITTED.

- 4.194** Noise pollution is a serious problem which can have a detrimental effect on health. The Government is concerned to ensure that Local Plans include policies to ensure that new noise-sensitive development is not located within areas of existing excessive noise and/or vibration. PPG24 “Planning and Noise”, categorises noise-sensitive development as “housing, hospitals and schools” (PPG24 para.6). The Council considers that other uses such as libraries and some other community facilities may also be sensitive to an unacceptable degree of noise disturbance. In applying this policy the Council will have regard to the scale, nature and type of existing development and land uses in the surrounding area.
- 4.195** The Council intends to produce technical guidance in due course on noise levels and the impact of noise. Until such time the Council will be guided by the noise standards set out in PPG24.
- 4.196** It may be possible to control noise pollution by means of engineering measures (e.g. along busy roads), reducing noise at source, improving insulation, screening, layout or setting acceptable noise limits. Careful consideration is required to ensure that the design of any mitigating measures is acceptable.
- 4.197** Proposals for noise-sensitive development which will be exposed to an existing noise source will be determined by taking into account expected as well as current noise levels e.g. if plant or roads are currently not operating at full capacity, their likely noise generation at full capacity will be taken into account. Additionally, permission will not be granted on unsubstantiated grounds that excessive noise is likely to be reduced at some indeterminate future date.
- 4.198** New noise-generating development will be judged against Policy EP1. Developers should also be aware of the provisions under the Environmental Protection Act 1990.

***Implementation and Monitoring:
Through Development Control and technical guidance.***



Renewable Energy Installations

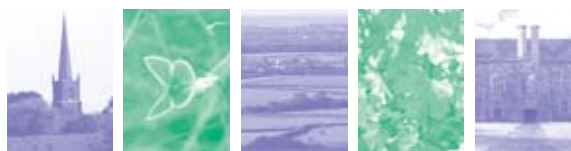
EP5 PROPOSALS FOR RENEWABLE ENERGY INSTALLATIONS WILL BE PERMITTED PROVIDED THAT THE DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS, AND WOULD NOT PREJUDICE RESIDENTIAL AMENITY.

- 4.199** Renewable energy is the term used to cover energy flows that occur naturally and repeatedly in the environment. As much of the greenhouse gas emissions (the gases which cause global warming) arise from the combustion of fossil fuels there is new interest in the ability of renewable sources of energy, which have little or no greenhouse gas emissions, to provide electricity and heat. The Government's latest target for renewable energy developments is to see 5% of UK electricity requirements being met from renewables by the end of 2003, with 10% being achieved by 2010. Within the South West, however, a higher target for 2010 has been set in Regional Planning Guidance of a minimum of 11 - 15% (Policy RE6, RPG10). The Council recognises the environmental and economic benefits of promoting renewable energy installations and in principle such proposals will be welcomed.
- 4.200** Renewable energy can generally only be exploited at source. This is often in rural areas or on the coast and will almost always have some local environmental effects which need to be weighed against the benefit of exploiting the renewable energy. See Policy L3 Coastal Zone.
- 4.201** A study, commissioned by the Government Office for the South West*, into potential renewable energy provision, confirmed that the South West region possesses diverse and substantial renewable energy resources. Renewable energy installations most likely to affect South Gloucestershire are: wind turbines, off-shore wind farms, any Severn barrage, solar energy technologies and biomass. The latter coincides with farm diversification objectives.
- 4.202** Small battery charging turbines appropriately located are to be welcomed particularly for isolated farm and other buildings. Proposals for appropriately designed small-scale domestic installations will also be welcomed.
- 4.203** PPS22 Renewable Energy provides further guidance and highlights the special care needed for development proposals within the AONB. PPG2 Green Belts provides guidance on the control of development in the Green Belt, with a general presumption against development which is inappropriate.

Implementation and Monitoring:

Through Development Control, the production of planning guidance and agreements with developers.

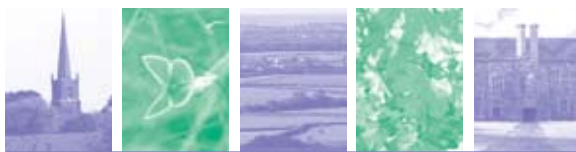
* Renewable energy assessments and targets for the South West, April 2001, GOSW



Contaminated Land

EP6 PROPOSALS FOR DEVELOPMENT ON LAND WHICH IS BELIEVED TO CONTAIN A CONTAMINATION HAZARD WILL NOT BE PERMITTED UNLESS ADEQUATE REMEDIAL MEASURES ARE TAKEN TO ENSURE THAT THERE IS NO UNACCEPTABLE RISK OF POLLUTION WITHIN THE SITE OR IN THE SURROUNDING AREA OR POLLUTION OF THE WATER ENVIRONMENT.

- 4.204** Although contaminated land is regulated by pollution control legislation, existing or potential contamination of land is a material consideration in the determination of planning applications (PPS23 para 20). Appropriate reuse of contaminated land in line with the objectives of sustainable development can only be achieved where there is no unacceptable risk to human health or the environment (PPS23 para 25). Whilst the Authority is concerned to ensure the full and effective use of land and recognises that the reuse of contaminated land can contribute towards this objective, a balance needs to be struck between the risks of contamination and the benefits accruing from the reuse of contaminated sites.
- 4.205** The regulatory framework for the identification and remediation of contaminated land is contained in Part IIA of the Environmental Protection Act 1990. Under this legislation local authorities are required to survey their area to identify potentially contaminated sites. This information will help inform the development control process. Those sites identified and remediated will be entered on a register. In addition, the National Land Use Database (NLUD) identifies vacant and derelict sites and other previously developed land and buildings that may be available for redevelopment. Some of these sites could be contaminated. The most likely contaminated land risks in South Gloucestershire are landfill sites and areas of past industrial activity. Developers should pay particular attention to the potential risk of contamination on such sites.
- 4.206** It is the responsibility of the developer to ensure that a thorough investigation of the site is carried out: to determine the type and extent of contamination; to identify and assess the risk that the contamination poses to the environment and health; and to satisfy the Authority that appropriate remedial action can and will be taken to ensure that a previously contaminated site will be made safe for the proposed use.
- 4.207** The best way of minimising any associated risks is to ensure that areas of potentially contaminated sites are identified early, preferably at the pre-application stage. In circumstances where there are reasonable grounds for suspecting contamination, i.e. in the case of most previously used or brown field sites, the Council will require the developer to undertake a detailed site survey and analysis which should identify the type, amount and location of the contamination present and submit the findings to the Authority together with proposals for mitigation. The cost of the survey to be borne by the developer.



- 4.208** If there are insufficient grounds at the application stage to require a site survey, the Authority may impose a condition on planning consents. This will require the developer to draw to the attention of the Planning Authority the presence of significant unsuspected contamination encountered during redevelopment and submit a plan for remediation to be agreed by the Authority which must then be implemented during the course of development (PPS23 Annex 2 para 2.63).
- 4.209** Remedial measures, the design of development or the removal of the contamination may individually or collectively overcome identified contamination hazards. In such circumstances the Council will impose appropriate conditions on planning consents. Transportation of contaminated material will only be allowed where no reasonable alternative solution exists and provided that it is managed at a suitably licensed facility.
- 4.210** Part C of the Building Regulations “Site Preparation and Resistance to Moisture” covers contaminated land and regulations governing development within such areas.
- 4.211** Some contaminants occur naturally. In certain areas within South Gloucestershire radon emissions are such that protective measures may be required under the Building Regulations. The National Radiological Protection Board will carry out radon tests. Applicants should consult the Building Control Inspector for further advice. Radon emissions are a material planning consideration.
- 4.212** Contaminated sites that are known to be producing methane (often completed landfill sites), will not normally be considered suitable for development that includes construction.
- 4.213** PPS23 Annex 2 gives further advice regarding the determination of planning applications on contaminated sites.

***Implementation and Monitoring:
Through Development Control.***

Unstable Land

EP7 PROPOSALS FOR DEVELOPMENT ON UNSTABLE LAND WILL NOT BE PERMITTED UNLESS APPROPRIATE MITIGATION IS UNDERTAKEN.

- 4.214** Past mining activity is the main source of unstable land in South Gloucestershire although natural causes such as landslides can also be a threat.
- 4.215** Where there are good reasons to believe that ground is unsuitable for development PPG14 Development on Unstable Land enables the Local Planning Authority to require a specialist investigation from the developer in



the form of a ground stability report. This should assess the stability of the ground, identify any remedial measure and their impacts and be submitted to the Authority before an application is determined (PPG14 para. 28). Certain aspects of these investigations such as drilling boreholes may require planning permission in themselves as may any remedial action.

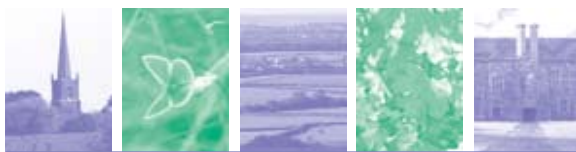
- 4.216** Developers should ensure that appropriate mitigation measures are indicated which will ensure that development proposals and the mitigation measures themselves have minimal adverse environmental impact.
- 4.217** As a consequence of past coal mining activity, the Council consults with the Coal Authority in respect of potential land instability issues. However, unstable land, by its nature, can occur anywhere and thus a developer may be required to provide a stability report in respect of sites outside these consultation areas provided there are good reasons to believe that ground instability exists.
- 4.218** Should it be judged that instability problems do exist, the applicant will be required to take appropriate action to ensure the stability of structures erected.
- 4.219** The environmental implications of any mitigation measures such as flooding due to filling of mine shafts and associated drainage channels and impact on archaeological value need to be identified and assessed.

***Implementation and Monitoring:
Through Development Control.***

Safety Hazards

EP8 PROPOSALS FOR DEVELOPMENT OF HAZARDOUS INSTALLATIONS, OTHER HAZARDOUS DEVELOPMENT OR DEVELOPMENT INVOLVING THE USE, STORAGE, MANUFACTURE, PRODUCTION, PROCESSING OR EMISSION OF HAZARDOUS SUBSTANCES WILL NOT BE PERMITTED IF SUCH DEVELOPMENT COULD CAUSE AN UNACCEPTABLE SAFETY HAZARD TO THE PUBLIC, TO WILDLIFE OR TO THE WIDER ENVIRONMENT.

- 4.220** Certain sites and pipelines are designated as dangerous substance establishments by virtue of the quantities of hazardous substance present. The siting of such installations will be subject to planning controls, for example, under the Planning (Control of Major-Accident Hazards) Regulations 1999, with the objective, in the long term, to maintain appropriate distances between establishments and residential areas and areas of public use. In accordance with DoE Circular 4/2000 the Council will consult the Health and Safety Executive, as appropriate, about the siting of any proposed dangerous substance establishments.

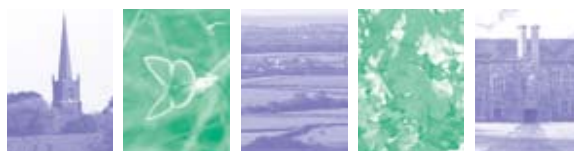


- 4.221** Applicants should indicate as part of any application whether hazardous materials or substances will be used, stored or manufactured on the site. The Council is concerned to ensure that development would not lead to unacceptable risks to the public from for example fire and/or explosions and will therefore take into account the type and proximity of adjacent land uses.
- 4.222** South Gloucestershire Council is the Hazardous Substances Authority. The Council will continue to consult with the Health and Safety Executive, the Environment Agency and other appropriate statutory and/or regulatory bodies when determining these applications.
- 4.223** Proposals must not cause harm to the environment and should comply with other policy requirements and in particular Policies L17, EP1 and EP9.

***Implementation and Monitoring:
Through Development Control.***

Development in the Vicinity of Safety Hazards

- EP9** PROPOSALS FOR DEVELOPMENT INVOLVING THE OCCUPATION OF OR USE BY A SUBSTANTIAL NUMBER OF PERSONS, CLOSE TO PREMISES WHERE THE MATERIALS STORED OR ACTIVITIES CARRIED OUT COULD CAUSE SERIOUS DANGER TO PUBLIC HEALTH AND SAFETY WILL NOT BE PERMITTED.
- PROPOSALS FOR DEVELOPMENT WHICH COULD CAUSE UNACCEPTABLE DAMAGE OR RISK TO A HAZARDOUS INSTALLATION WILL NOT BE PERMITTED.
- 4.224** Within the Plan area there are a number of dangerous substances establishments and major accident hazard pipelines. Whilst these are subject to stringent controls under existing health and safety legislation, it is considered prudent to control the kinds of development permitted in the vicinity of these installations.
- 4.225** For this reason, the Council has been advised by the Health and Safety Executive of consultation distances for each of the installations. For example, the HSE has defined COMAH zones at Avonmouth/Sevenside under the Planning (Control of Major-Accident Hazards) Regulations 1999 and is a consultee on developments in the vicinity of Oldbury Nuclear Power Station. In determining whether or not to grant planning permission for a proposed development within the consultation distances, the Council will consult the Health and Safety Executive about risks to the proposed development from the dangerous substance establishment in accordance with DoE Circular 4/2000. In addition the Ministry of Defence has defined consultation safeguarding zones around Filton and Colerne airfields under Circular 2/92 The Town And Country Planning (Aerodromes and Technical Sites) Direction 1992.



- 4.226** South Gloucestershire also have a statutory obligation to consult the Civil Aviation Authority with regard to development within the Lulsgate Airport safeguarding zone which includes parts of South Gloucestershire. Consultation enables the Health and Safety Executive, the Ministry of Defence or the Civil Aviation Authority, as appropriate, to assess the nature and severity of the risk presented by proposals involving or affected by an existing facility or operation. For example, the development of high buildings in the vicinity of an airfield or airport, the introduction of a use which encourages a significant increase in the number of people living, working or congregating within the areas at the end of runways, or development which attracts birds, can increase the risk to public safety and adversely affect safe aircraft operations.
- 4.227** The extent of consultation distances are determined by the operation being carried out and, where appropriate, the type of hazardous substance being stored, quantity and method of storage. Within these consultation zones specific risk criteria are used to identify acceptable land uses. The Authority will continue to consult as appropriate.
- 4.228** “Substantial numbers of persons” is a relative term. Each case will be assessed on its merits in consultation with other relevant agencies as appropriate e.g. the HSE and taking into account the type of proposed development, numbers of persons and hours of usage as well as the existing hazardous activities being carried out. In general residential and higher density employment uses such as offices would not normally be considered appropriate in the vicinity of a safety hazard.

***Implementation and Monitoring:
Through Development Control.***

Chapter 5

Green Belt



	Page
Scale and Extent of the Green Belt	95
GB1 Development within the Green Belt	97
GB2 Proposed Green Belt: Land at Abbots Road, Hanham	99
GB3 Redevelopment of the Major Developed Site in the Green Belt at Hortham Hospital, Almondsbury	101



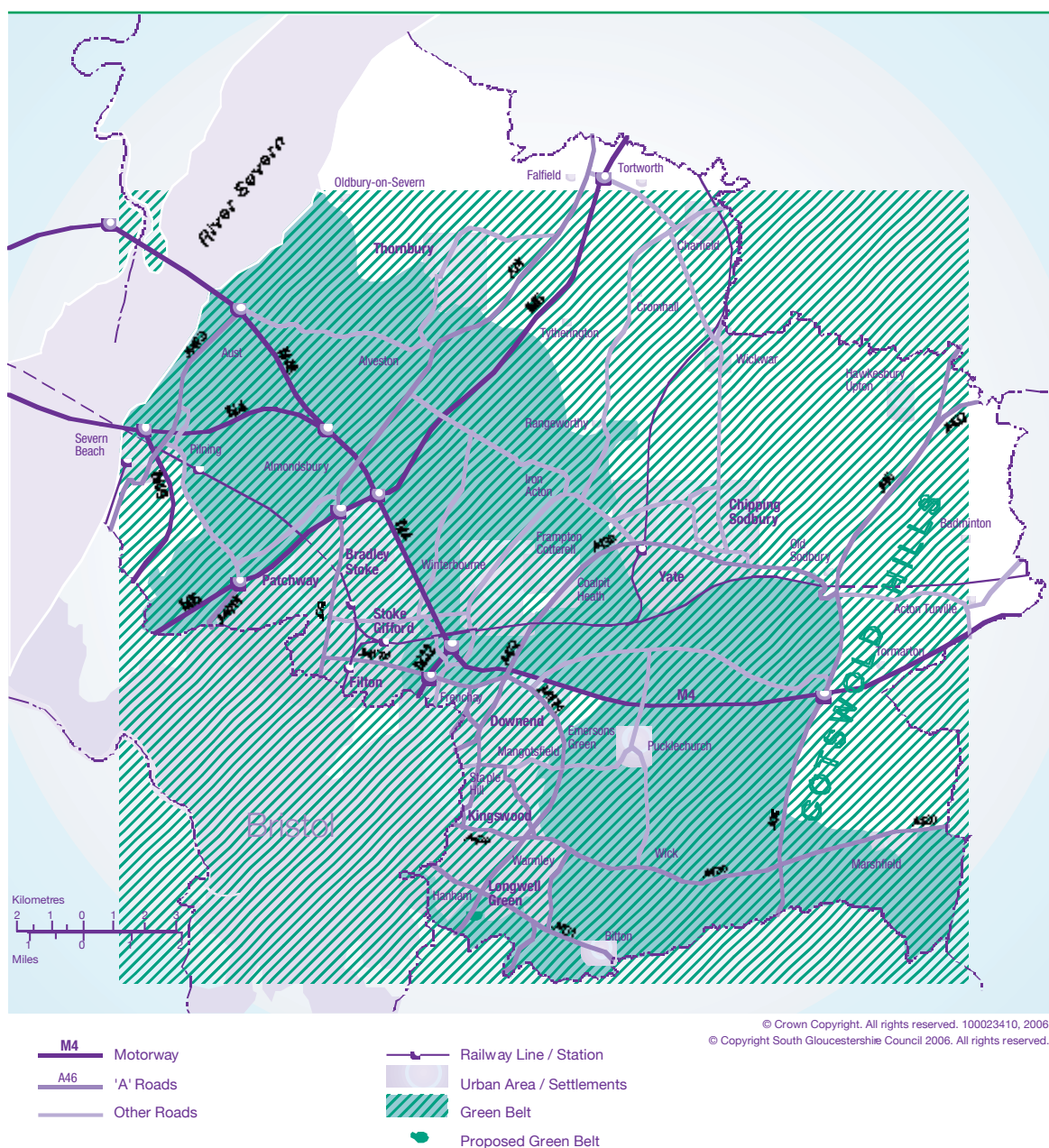
Chapter 5 Green Belt

The Scale and Extent of the Green Belt

- 5.1** The Green Belt which surrounds and separates Bristol and Bath was established by the local authorities in the mid 1950s and given ministerial approval in 1968. Modifications to the Green Belt in South Gloucestershire were subsequently made in the context of the Avon County Structure Plan 1985 and adoption of the five statutory local plans (see para 1.3 and fig. 5.1 below).
- 5.2** The purposes of designating land as 'Green Belt' have remained largely unchanged since they were first established. Current Government guidance is that Green Belts have five purposes (PPG2 para. 1.5):-
- 1 to check the unrestricted sprawl of large built-up areas;
 - 2 to prevent neighbouring towns from merging into one another;
 - 3 to assist in safeguarding the countryside from encroachment;
 - 4 to preserve the setting and special character of historic towns; and
 - 5 to assist in urban regeneration by encouraging the recycling of derelict and other urban land.
- 5.3** "The purposes of Green Belt policy (as set out in PPG2) remain an essential part of RPG for the South West. However, the need to ensure that future patterns of development are more sustainable means that the boundaries of these Green Belts should be reviewed in the next round of structure plans" (Regional Planning Guidance Note 10 para 3.11).
- 5.4** This nevertheless needs to be read in the context of general Government advice on Green Belts i.e. once the general extent of a Green Belt has been approved it should be altered only in exceptional circumstances. Similarly, detailed Green Belt boundaries defined in adopted local plans or earlier approved development plans should be altered only exceptionally. Where existing local plans are being revised and updated, existing Green Belt boundaries should not be changed unless alterations to the Structure Plan have been approved, or other exceptional circumstances exist, which necessitate such revision (PPG2 paras. 2.6 and 2.7).
- 5.5** The Structure Plan has undertaken a limited reappraisal of the general form and extent of the Green Belt in the context of the scale of growth to be accommodated and the need to promote sustainable patterns of development. It is not however proposed to reconfigure the Green Belt in South Gloucestershire. The Structure Plan (Policy 16) indicates that the inner boundary of the Green Belt in South Gloucestershire will continue to be defined as following generally the limits of existing development or that already committed. It also indicates that the outer boundary of the Green Belt in South Gloucestershire shall run from the Severn Estuary and south



Figure 5.1 Green Belt in South Gloucestershire



of Thornbury to Rangeworthy, running to the west and south of Yate/Chipping Sodbury and continuing east to the A46 and south of Marshfield to the boundary with Wiltshire.

- 5.6** In these circumstances it is not proposed in this Local Plan to alter either the inner or the outer boundaries of the Green Belt as currently defined on the Proposals Maps in the five previously adopted local plans other than to the south of Hanham Business Park, where there are exceptional and unique circumstances which justify a minor change to the inner boundary to exclude a small area of land from the Green Belt. The land serves no Green Belt purpose, and because of the topography of the ground and the use made of it, is perceived as part of the Business Park rather than as



part of the undeveloped, rising land to the south. Furthermore, the Green Belt boundary follows no definable feature on the ground, whereas the wire fence immediately to the south represents a more clearly defined and defensible long term Green Belt boundary.

- 5.7** Any land which lies between a defined settlement boundary and the inner boundary of the Green Belt, and which is not 'washed over' by the Green Belt, will be treated as any other area of open countryside outside defined settlement boundaries. The land is not to be treated as safeguarded land.
- 5.8** The Council has identified a 'Major Developed Sites in the Green Belt' suitable for redevelopment (PPG2 Annex C) at Hortham Hospital, Almondsbury (see Policy GB3).

Development within the Green Belt

GB1 WITHIN THE GREEN BELT, AS DEFINED ON THE PROPOSALS MAP, PERMISSION WILL ONLY BE GIVEN FOR:

A. THE CONSTRUCTION OF NEW BUILDINGS FOR:

1. AGRICULTURE AND FORESTRY;
2. ESSENTIAL FACILITIES FOR OUTDOOR SPORT AND RECREATION AND FOR OTHER USES WHICH PRESERVE THE OPENNESS OF THE GREEN BELT AND WHICH DO NOT CONFLICT WITH THE PURPOSES OF INCLUDING LAND IN IT;
3. CEMETERIES;
4. LIMITED EXTENSION, ALTERATION OR REPLACEMENT OF EXISTING DWELLINGS PROVIDED THAT IT DOES NOT RESULT IN DISPROPORTIONATE ADDITIONS OVER AND ABOVE THE SIZE OF THE ORIGINAL BUILDING;
5. LIMITED INFILLING WITHIN THE BOUNDARIES OF SETTLEMENTS AS DEFINED ON THE PROPOSALS MAP;

B. THE CHANGE OF USE OF LAND OR EXISTING BUILDINGS WHERE:

1. IT WOULD NOT HAVE A MATERIALLY GREATER IMPACT THAN THE PRESENT AUTHORISED USE ON THE OPENNESS OF THE GREEN BELT AND WOULD NOT CONFLICT WITH THE PURPOSE OF INCLUDING LAND IN IT;
2. THE BUILDINGS ARE OF PERMANENT AND SUBSTANTIAL CONSTRUCTION AND ARE CAPABLE OF CONVERSION WITHOUT MAJOR OR COMPLETE RECONSTRUCTION; AND
3. THE FORM, BULK AND GENERAL DESIGN OF THE BUILDINGS ARE IN KEEPING WITH THEIR SURROUNDINGS.



ANY PROPOSALS FOR DEVELOPMENT WITHIN OR CONSPICUOUS FROM THE GREEN BELT WHICH WOULD HAVE AN ADVERSE IMPACT ON THE VISUAL AMENITY OF THE GREEN BELT WILL NOT BE PERMITTED.

- 5.9** The most important attribute of Green Belts is their openness (PPG2 para. 1.4). There is a general presumption against development which would be harmful to Green Belt objectives, other than for the purposes set out in Policy GB1. In assessing the effect of development on the openness of the Green Belt, the Council will also take account of cumulative impact. Development which, in itself or in conjunction with other development, would compromise the openness of the Green Belt will therefore be strongly resisted.
- 5.10** Proposals for agricultural buildings will be tested against the criteria set out at Policy E9, and new dwellings for agricultural or forestry workers, will be considered under the terms of Policy H9. Extensions or alterations to existing dwellings within the Green Belt may also be appropriate providing these do not result in disproportionate additions over and above the size of the original building. In considering whether an extension or replacement dwelling is acceptable in the Green Belt, the Council will consider: whether the resulting building would form an intrusive feature in the landscape; and its impact on the openness of the Green Belt (see also Policy H4 Extensions to Dwellings). Replacement dwellings may also be appropriate providing the criteria set out at Policy H11 are satisfied. However, new dwellings within the curtilage of existing dwellings will not be appropriate outside defined settlement boundaries (see para. 5.12 below).
- 5.11** Proposals for buildings for outdoor sports and recreation will be tested against the criteria set out at Policy LC5. The term ‘essential facilities’ (Criterion A2 of Policy GB1) means these should be genuinely required for uses of land which preserve the openness of the Green Belt and do not conflict with the purposes of including land in it (see para. 5.2 above). Possible examples of such facilities would include small scale changing rooms or unobtrusive spectator accommodation for outdoor sport, or small stables (PPG2 para. 3.5).
- 5.12** Limited infilling within the boundaries of settlements defined on the Proposals Map but “washed-over” with Green Belt, may be acceptable provided the criteria set out in Policy H2 are satisfied. In the vast majority of cases, acceptable ‘infilling’ is unlikely to be more than the filling of small gaps within built development, where it does not significantly impinge upon the openness of the Green Belt (PPG2 para. 2.11). The settlements with boundaries defined on the Proposals Map and ‘washed over’ with Green Belt are: Almondsbury, Alveston, Aust, Doynton, Dyrham, Easter Compton, Hallen, Hambrook, Hinton, Iron Acton, Olveston, Redwick, Rudgeway, Tockington, Westerleigh and Wick, and parts of the villages of Oldbury-on-Severn, Old Sodbury and Tytherington.



- 5.13** Re-use of buildings or changes in land use may also be appropriate where there are suitable safeguards to protect the openness of the Green Belt. Where development is acceptable, the Council will consider whether to withdraw permitted development rights thereby retaining control over future extensions and any potential ancillary uses surrounding the building (e.g. storage, hardstandings, car parking) which might conflict with the openness of the Green Belt. Proposals for the re-use and/or conversion of buildings should also comply in particular with Policies H10 and E7, and L13 where listed buildings are concerned. See also Policy L4 Forest of Avon and Appendix 3 – ‘Forest of Avon Objectives’.
- 5.14** In addition to the above, PPG13 (Annex E) has amended PPG2 Green Belts (Paras 3.17 to 3.20) and sets out the circumstances in which proposals for Park and Ride would be considered as not inappropriate development in Green Belts.
- 5.15** In appropriate circumstances, development will be expected to contribute towards the positive role Green Belts are expected to play in providing opportunities for access to the open countryside and sports and outdoor recreation, retaining and enhancing landscapes, improving damaged and derelict land, securing nature conservation interests, and retaining land in agricultural, forestry and related uses (PPG2 para. 1.6). See also, Policy L4 Forest of Avon and Appendix 3 ‘Forest of Avon Objectives’.
- 5.16** In addition to the above, any proposals for development within or conspicuous from the Green Belt should not injure the visual amenities of the Green Belt by reason of their siting, materials or design. Where appropriate, details of planting and landscaping in conjunction with the development will be expected.
- 5.17** Where development does not fall within the categories of development defined in Policy GB1, the onus will be on the applicant to demonstrate that there are very special circumstances which would justify the grant of planning permission. Where the Council is minded to approve such proposals, they will be treated as departures from the Development Plan and referred to the Secretary of State.

Implementation and Monitoring:

Through Development Control and the review of planning guidance on development in the Green Belt.

Proposed Green Belt: Land at Abbots Road, Hanham

- GB2** 15.4HA OF LAND AT ABBOTS ROAD, HANHAM, AS DEFINED ON THE PROPOSALS MAP, IS PROPOSED TO BE INCLUDED IN THE GREEN BELT.



- 5.18** It is proposed to address the current absence of Green Belt notation on the Proposals Map from some 15.4 hectares comprising an island of land within the Green Belt at Abbots Road, Hanham. This arose as a result of a legal challenge to the process leading to the adoption of the Kingswood Local Plan. As a result of this, the High Court in effect removed the Green Belt notation from the land.
- 5.19** This land, quite clearly lies within the general extent of the Green Belt as identified in the Structure Plan. Indeed, in view of the lack of Green Belt notation on the adopted Kingswood Local Plan Proposals Map, a certificate of non-conformity with the previous Structure Plan was issued. Extending Green Belt notation over this land on the Proposals Map is therefore justified in order to ensure that the South Gloucestershire Local Plan is in conformity with the Structure Plan.
- 5.20** The Council also considers that this land together with adjoining surrounding open land in the Green Belt will serve the purposes of Green Belt as set out above at para 5.2 (PPG2 para. 1.5). The land also has a positive role to play in providing access to the open countryside for local residents through a number of public footpaths, thereby contributing to meeting informal recreation needs and retaining an attractive landscape near to where people live (PPG2 para. 1.6).
- 5.21** Physically and topographically, this land merges almost imperceptibly with the surrounding land, from which it is highly visible. It is therefore necessary to keep this land permanently open otherwise the Green Belt in this vicinity would fail in its purpose, and development on this land would injure the amenities of surrounding Green Belt.
- 5.22** The Council does not anticipate that the land will be required to meet the needs for development in the long term. Adequate provision is made in the Plan to meet strategic development requirements indicated in the Structure Plan for the period to 2011 and beyond.
- 5.23** The Council considers that the factors set out above, including the Green Belt merits, are so overwhelming as to constitute exceptional circumstances which justify the extension of Green Belt notation over this island site in the Plan. In summary, these are:
- ❖ the history of the Green Belt indicates a longstanding intention to retain the land as permanently open;
 - ❖ the exclusion of the land from the Green Belt as a result of the legal challenge was solely on the basis that the PPG2 test hadn't been applied, with the subsequent anomalous situation having no justification on the ground;
 - ❖ the land clearly serves a Green Belt function;
 - ❖ its exclusion from the Green Belt would be likely to lead to pressure for development, which could seriously compromise the wider integrity of the surrounding Green Belt; and



- ❖ it is unlikely that the land will be required for anticipated future development requirements.

Redevelopment of the Major Developed Site in the Green Belt at Hortham Hospital, Almondsbury

GB3 THE COMPLETE OR PARTIAL REDEVELOPMENT OF THE MAJOR DEVELOPED SITE IN THE GREEN BELT AT HORTHAM HOSPITAL, ALMONDSBURY, LIMITED TO APPROXIMATELY 9 HECTARES WITHIN THE AREA DEFINED ON THE PROPOSALS MAP, WILL BE PERMITTED PROVIDED THAT IT WOULD:

- A. HAVE NO GREATER IMPACT THAN THE EXISTING DEVELOPMENT ON THE OPENNESS OF THE GREEN BELT AND THE PURPOSES OF INCLUDING LAND IN IT, AND WHERE POSSIBLE HAVE LESS; AND**
- B. CONTRIBUTE TO THE ACHIEVEMENT OF THE OBJECTIVES FOR THE USE OF LAND IN GREEN BELTS; AND**
- C. NOT EXCEED THE HEIGHT OF THE EXISTING BUILDINGS; AND**
- D. NOT OCCUPY A LARGER AREA OF THE SITE THAN THE EXISTING BUILDINGS (UNLESS THIS WOULD ACHIEVE A REDUCTION IN HEIGHT WHICH WOULD BENEFIT VISUAL AMENITY); AND**
- E. NOT HAVE UNACCEPTABLE TRANSPORTATION IMPACTS.**

5.24 PPG2 'Green Belts' Annex C allows for the redevelopment of redundant 'Major Developed Sites' within the Green Belt provided they are identified in the Local Plan. Hortham Hospital is located to the north of the junction between the M4 and M5 Motorways at Almondsbury, in the Green Belt. The Hospital has closed and the Council's objectives are to see beneficial use made of the site and environmental improvements achieved without adding to the impact of the development on the openness of the Green Belt. The area of land considered suitable for redevelopment will be limited to 9ha within the area defined on the Proposals Map.

5.25 The site is potentially suitable for a range of uses, subject to achieving a satisfactory resolution to the traffic and travel implications of redevelopment in accordance with the policies set out in Chapter 6, and the principles of sustainable development. The Council have allocated the site for residential development under Policy H1.

5.26 The relevant area for the purposes of Criterion D is the aggregate ground floor area of the existing buildings (the 'footprint'), excluding temporary buildings, open spaces with direct external access between wings of a building, and areas of hardstanding.



- 5.27** The Council considers it essential that the site is considered as a whole on a comprehensive basis, whether or not all the buildings are to be redeveloped. Any proposals for partial redevelopment should be made in the context of a comprehensive long-term plan for the site as a whole.
- 5.28** The character and dispersal of proposed redevelopment will need to be considered as well as its footprint. The location of new buildings will be decided having regard to the openness of the Green Belt and the purposes of including land in it, the main features of the landscape, and the need to integrate the new development with its surroundings.
- 5.29** The Council considers that the best way to achieve the high standards of design required under Policy D1 together with all the above objectives would be through working in partnership with landowners/prospective developers on the preparation of, and consultation on, a development brief for the site.

Implementation and Monitoring:

Through private sector investment, preparation of planning guidance, and Development Control.

Chapter 6

Transportation



	Page
T1 Rail Passenger Services and Facilities	110
Rail Based Transport Interchanges	112
T2 Retention of Rail Track Beds and Associated Land for Future Public Transport/Rail Freight Use	113
T3 Public Transport Route and Park and Ride	114
T4 Bus Priority Measure	117
Bus Strategy	117
T5 Multi modal Interchange Strategy	121
T6 Cycle Routes and Pedestrian Routes	125
T7 Cycle Parking	132
T8 Parking Standards	136
T9 Car Parking Standards for People with Disabilities	139
T10 Travel Plans	143
T11 Traffic Management Proposals	145
Road Schemes	147
T12 Transportation Development Control Policy for New Development	148
T13 Motorway Service Areas	152
T14 Filton Airfield	154



Chapter 6 Transportation

Introduction

- 6.1** Transport in this country is dominated by motorised road traffic. This is particularly true in South Gloucestershire, where the accessibility offered by the M4 and M5 for both private car and road freight, together with high car ownership has had a significant determining influence on past development patterns and economic prosperity. Whilst earlier residential development took place in association with the Kingswood and Filton/Patchway employment areas much of the later residential development was planned as 'dormitories' for Bristol, particularly that in expanded villages and is unrelated to the later commercial development attracted by the motorways.
- 6.2** It is now recognised that these factors have also led to congestion, and undesirable environmental effects, such as increased noise and vibration and a reduction in air quality.
- 6.3** In addition the increasing availability of and access to the car has resulted in lower density development and a dispersal of activity away from many urban centres, particularly towards locations well related to the strategic road network, such as the North Fringe. This has led to more dispersed journey patterns and difficulty in servicing those locations by public transport. In addition, traffic congestion has resulted in less reliable bus services.
- 6.4** The above factors have combined to reduce travel choices, with poor or non-existent public transport links between many of South Gloucestershire's residential and employment areas.
- 6.5** The Council is committed to developing a sustainable transport system, and recognises the crucial importance of the connection between land use and transport. This interaction has been explored and assessed during the identification of suitable sites for future housing development and proposals for other forms of development.
- 6.6** The policies and proposals of the Transport Chapter have been formulated in the light of:
- ❖ Government advice and legislation (in particular, PPG12 "Development Plans", PPG13 "Transport"; PPG3 "Housing", the Government's White Paper on transport "A New Deal for Transport: Better for Everyone" and the Government's Rural and Urban White Papers;
 - ❖ A Better Quality of Life: A Strategy for Sustainable Development for the UK, May 1999 (DETR) and Planning for Sustainable Developments: Towards Better Practice, October 1998 (DETR);
 - ❖ The Regional Planning Guidance for the South West (RPG10), September 2001;



- ❖ The Joint Replacement Structure Plan, September 2002; and
- ❖ The Local Transport Plan for South Gloucestershire, July 2000 and subsequent Annual Progress Reports.

6.7 The objectives of PPG13 - "Transport" are to integrate planning and transport at the national, regional, strategic and local level to:

- ❖ promote more sustainable transport choices for both people and for moving freight;
- ❖ promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and
- ❖ reduce the need to travel, especially by car.

6.8 The Government's Integrated Transport White Paper identified five overarching objectives for transport:

- ❖ to protect and enhance the built and natural environment;
- ❖ to improve safety for all travellers;
- ❖ to contribute to an effective economy, and to support sustainable economic growth in appropriate locations;
- ❖ to promote accessibility to everyday facilities for all especially those without a car; and
- ❖ to promote the integration of all forms of transport and land-use planning leading to a better, more efficient transport system.

6.9 The Regional Planning Guidance for the South West September 2001 emphasises the need to reduce the impact of transport on the environment by reducing the need to travel, encouraging travel by more sustainable means and locating development at accessible locations, particularly by public transport. The Joint Replacement Structure Plan, September 2002 reflects this approach.

6.10 The Local Transport Plan for South Gloucestershire, July 2000 identified the following aims and objectives:

Aims

- ❖ To improve 'Quality of Life' for those who live and work in South Gloucestershire. Environmental quality, mobility, safety, security and having access to employment, health, shopping and recreational facilities are all relevant factors contributing to 'Quality of Life'.
- ❖ To make more efficient use of assets and resources. These assets and resources include transport networks and interchanges as well as the use of capital and revenue finance.
- ❖ To support policies in development plans. These include policies for new housing and economic development as identified in the Joint Replacement Structure Plan and the South Gloucestershire Local Plan.



- ❖ To contribute to nationally set transport targets. The Government has set national targets for greenhouse gas emissions, air quality, levels of cycling and road safety.

Objectives

- ❖ To reduce adverse environmental and health impacts of transport and meet air quality targets.
- ❖ To reduce the rate of growth of road traffic across South Gloucestershire and absolute levels of traffic at specific locations.
- ❖ To reduce road accidents and the danger represented by traffic.
- ❖ To improve alternative modes to the car.
- ❖ To promote a socially inclusive transport network.
- ❖ To maintain the economic viability of existing centres.
- ❖ To maintain and make efficient use of existing infrastructure resources.
- ❖ To integrate the Local Transport Plan with other areas of policy, including land-use, economy, education, social services, recreation and health.

6.11 The strategy of the Local Transport Plan, July 2000, is to:

- ❖ manage and improve travel choice;
- ❖ change travel behaviour;
- ❖ manage, maintain and improve the road transport network.

6.12 The South Gloucestershire Council Local Transport Plan Annual Progress Report July 2002 incorporates a Road Traffic Reduction Target to limit traffic growth to 7% over the Local Transport Plan five year period.

6.13 The Local Plan follows the philosophy of the above documents. In particular the Council has sought to ensure that the strategies of the Local Transport Plan, July 2000 and the Local Plan are consistent in terms of aims and objectives and integrated with one another and complementary to those of the neighbouring authorities. The Local Plan reflects the land use implications of the Local Transport Plan, July 2000 and subsequent Annual Progress Reports.

6.14 The Council believes that good communications and the quality of the environment are vital to the economic health of South Gloucestershire, and the policies and proposals of the Transport Chapter aim to achieve both.

Aim

6.15 The Local Plan's aim in respect of transport is therefore:-

To promote safe and sustainable transportation with minimum environmental impact.



Objectives

6.16 The Local Plan's transport objectives are:

1. to minimise the adverse impact on the wider environment and the quality of life within communities by the provision of safe, secure and efficient transportation to meet the needs of existing and proposed development; to optimise the use of existing infrastructure, (modified where appropriate), and provide new infrastructure where necessary to meet these objectives;
2. to locate new development in locations which:
 - ❖ are capable of minimising the number and length of journeys made by private cars; and
 - ❖ either already are or can be efficiently served by public transport;
3. to ensure that new developments are designed, and existing developed areas improved, so as to maximise the opportunities for safe and convenient access by cycling, walking and for those with impaired mobility;
4. to manage the supply and demand for car parking in existing and proposed development, in order to minimise land take and encourage more sustainable forms of transport.

6.17 The Local Plan's transport strategy can be summarised as follows:

1. Promoting more sustainable travel choices by:
 - a encouraging the provision of improved rail passenger services by promoting and safeguarding land for the enhancement of facilities at existing railway stations, and protecting disused railway track beds and associated land for potential new facilities;
 - b encouraging the movement of freight by rail and water, safeguarding existing rail freight facilities and sites with potential for new or extended facilities from development;
 - c promoting a high quality public transport route linking Bristol City Centre with Cribbs Causeway via Bradley Stoke, and investigating the potential for rapid transit routes serving proposed and existing development in South Gloucestershire;
 - d securing efficient and reliable bus services, by implementing bus priority measures, which facilitate bus flows on existing congested highway networks, and providing preferential bus access to major new development schemes;
 - e promoting walking and cycling as alternative modes, particularly for shorter journeys, by the provision of safe, attractive, convenient routes and the provision of associated facilities;
 - f securing the provision of multi-modal transport interchanges to facilitate speedy and convenient movement of people by means other than the car.



2. Changing travel behaviour by:
 - a controlling the availability of car parking in new development; and
 - b requiring the use of Travel Plans to discourage car use.
3. Introducing a range of measures such as speed reduction measures and traffic management schemes, to reduce the undesirable environmental effects of the motor car and improve road safety.
4. Integrating transport with planned development by ensuring that the above strategies are accommodated at the design stage.
5. Ensuring that all transport proposals have a minimum adverse impact on:
 - a environment;
 - b residential amenity; and
 - c safety.
6. Promoting the provision of national and international links to support the economy of South Gloucestershire, whilst seeking to encourage those links which are used by the least environmentally harmful transport modes by:
 - a encouraging the early introduction of convenient links to Eurostar trains;
 - b encouraging the rail freight TENS network.

6.18 The structure of the Transport Chapter is as follows:

- a Promoting More Sustainable Travel Choices
- b Changing Travel Behaviour
- c Reducing the Adverse Impact of Motor Vehicle Use
- d Integrating Transport with Planned Development
- e Improving National and International Links

Promoting More Sustainable Travel Choices

6.19 Securing a greater range of transport choice represents a key component of the Council's transport strategy. It offers the potential for achieving a reduction in car use.

6.20 Promoting more sustainable travel choices requires improving public transport, including more frequent and a wider range of services, better information, fewer delays and greater convenience for the passenger. It also requires enhancing opportunities for walking and cycling, including reducing the conflict with motor vehicles.



Rail Passenger Services and Facilities

T1 THE FOLLOWING SITES ARE SAFEGUARDED AS DEFINED ON THE PROPOSALS MAP:

1. 0.21 HA OF LAND TO THE NORTH OF YATE STATION FOR A CAR PARK EXTENSION; AND
2. 0.84HA OF LAND AT THE FORMER CHARFIELD STATION AND ADJOINING LAND TO THE SOUTH EAST FOR THE OPENING OF A HEAVY RAIL PASSENGER STATION AND THE PROVISION OF A STATION CAR PARK/INTERCHANGE.

DEVELOPMENT ON, ADJACENT OR IN THE VICINITY OF THESE SAFEGUARDED SITES, WHICH WOULD UNACCEPTABLY PREJUDICE THE IMPLEMENTATION AND/OR FUNCTION OF THE PROPOSED USES WILL NOT BE PERMITTED.

DEVELOPMENT WHICH WOULD UNACCEPTABLY PREJUDICE THE FUNCTION OF EXISTING PASSENGER STATIONS WILL NOT BE PERMITTED.

6.21 The rail network in the former Avon area is a valuable transport asset. It offers reliable travel immune from congestion on the highway network. The Passenger Rail Strategy is being promoted through a strategic partnership between the four unitary authorities of the former Avon area. The vision for the Strategy is for frequent and reliable services between the main centres with stations developed as first class interchange points between modes. Opportunities exist for expanding rail passenger services in this area, through relatively small scale improvements in new rail infrastructure and services.

6.22 Policy T1 has been formulated to safeguard the land which is required to achieve improvements at Yate Station and a new station at Charfield. Details of the other improvements, which do not require additional land, can be obtained from the Council.

6.23 South Gloucestershire Council will seek to achieve improved services from Bristol Parkway, Patchway and Filton Abbey Wood Stations.

1. Extension of the Car Park at Yate Station

6.24 The South Gloucestershire Local Transport Plan July 2000 identifies Yate Railway Station as a public transport interchange (see para. 6.32).

6.25 The existing car park at Yate Station has been operating close to capacity and an extension is considered appropriate. In addition a study on behalf of North Somerset, Bristol, South Gloucestershire and Gloucestershire Councils looked at opportunities to enhance capacity on the Gloucester to Weston-super-Mare rail corridor, in order to provide a 30 minute interval



'clock face' service from Weston-super-Mare to Yate, with hourly extensions to Gloucester. The introduction of such a service will require the provision of "a turnback facility" on the line at Yate. This expansion in service frequency and capacity is needed to address current problems of peak time overcrowding and an unattractive service at other times. An improved service would also provide the opportunity for increased modal shift from car to rail along the whole length of this corridor, which runs parallel to the M5. An increase to half hourly services would reinforce the need for additional car parking at Yate Station. The car park extension will facilitate the provision of on-site interchange facilities for bus passengers and cyclists.

2. The Opening of Charfield Station and provision of Station Car Park/ Interchange.

- 6.26** The provision of a new station at Charfield could also contribute to the increased use of the Gloucester to Weston-super-Mare rail corridor (see para. 6.25), and provide an alternative transport mode to the private car for those living and working in Charfield and the surrounding area, including parts of neighbouring Gloucestershire.
- 6.27** South Gloucestershire Council resolved on 14 June 1999, following consideration of the Halcrow Fox "Charfield Station" Study, November 1998, and the results of public consultation exercises, to safeguard 0.84ha. of land at the former Charfield Station and adjoining land to the south east, for a new heavy rail passenger station. In comparison with the other sites which were investigated, the safeguarded site is considered to be the most appropriate in terms of its location, its accessibility and configuration. The adjacent land has been safeguarded for the provision of the station car park. This land would also lend greater opportunity for effective landscaping, and the enhancement of the industrial archaeology of the coal wharfs and the listed station buildings.
- 6.28** The Council would also wish to ensure that the new station is accessible by foot, cycle and public transport. The layout of the station, including a bus shelter and cycle lockers, would facilitate this. The provision of a feeder bus service linking the station to the surrounding area, including Wotton-under-Edge in Gloucestershire would be integral to the provision of the new station.
- 6.29** The implementation of the station and car park is subject to the provision of an appropriate service frequency and the establishment of sufficient forecast patronage, and to the outcome of further environmental and traffic impact assessments, funding availability and the support and permission of the appropriate rail body.



Rail Based Transport Interchanges

- 6.30** The Structure Plan identifies Bristol Parkway and Filton Abbey Wood stations as transport interchanges, where enhancement will be encouraged to further the development of a full integrated public transport network. South Gloucestershire Council supports this approach, and has identified these two stations as public transport interchanges in the South Gloucestershire Local Transport Plan, July 2000. The Council will seek to achieve integration with the high quality public transport scheme referred to in Policy T3, enhanced passenger facilities and improved accessibility by foot, cycle, motor cycle, bus and taxi, in order to achieve a seamless transition between different modes of transport. The Council has identified Parkway Station as a multi-modal interchange.
- 6.31** Yate, Patchway and Severn Beach Railway Stations are also identified as public transport interchanges in the South Gloucestershire Local Transport Plan; July 2000, where the Council will seek to achieve improvements to accessibility, safety, comfort, convenience and the availability of information in order to achieve a more integrated transport system.
- 6.32** Apart from the proposals identified in Policy T1, for Yate Station, there are currently no other specific land use implications arising from the identification of the above stations as public transport interchanges. Notwithstanding the lack of specific proposals the Council will continue to promote the refurbishment and enhancement of Patchway Station which, given its location in relation to Bradley Stoke and Filton Northfield, has the potential to make a significant contribution to the transportation objectives of the Plan. Further information can be obtained from South Gloucestershire Council.

Severn Beach/Avonmouth/Temple Meads & Filton/Avonmouth Freight Line Corridor

- 6.33** South Gloucestershire and Bristol City Councils and the Joint Strategic Planning and Transportation Unit have investigated with the train operator the potential for implementing improved and new passenger rail services on the Severn Beach/Avonmouth/Temple Meads and Filton/ Avonmouth Freight Line Corridor. This corridor is also being considered in the Greater Bristol Strategic Transport Study, which is due to report in December 2005 (see para. 6.45).

Implementation and Monitoring:

South Gloucestershire Council, Network Rail, the Department for Transport and the train operating companies. Through Development Control.



Retention of Rail Track Beds and Associated Land for Future Public Transport/ Rail Freight Use

T2 DEVELOPMENT OF RAILWAY TRACK BEDS AND ASSOCIATED LAND WHICH WOULD PREJUDICE THEIR CONTINUING USE OR REUSE FOR PUBLIC TRANSPORT PROVISION OR RAIL FREIGHT FACILITIES WILL NOT BE PERMITTED.

CYCLEWAYS, FOOTPATHS AND HORSERIDING ROUTES WILL BE PERMITTED ON FORMER RAILWAY TRACK BEDS AND ASSOCIATED LAND EITHER WHERE THEY COULD CO-EXIST WITH PUBLIC TRANSPORT AND/OR RAIL FREIGHT USES, OR TEMPORARILY UNTIL THE REUSE OF THE LAND FOR THOSE OTHER TRANSPORT PURPOSES IS JUSTIFIED.

6.34 The Council will refuse permission for development which would prejudice the implementation of public transport and rail freight proposals, in the future, along existing or disused railway track bed and associated land. Associated land includes land that could be utilised for stations, parking facilities and landscaping.

6.35 The Council wishes to promote a cyclepath between Yate and Mangotsfield, following the route of the former Midland Railway track bed. This railway track bed also has potential for use as a rapid transit route to Yate (see paragraph 6.51). Should the rapid transit route be progressed it will be necessary for the proposed cyclepath to be satisfactorily accommodated.

Implementation and Monitoring:

South Gloucestershire Council through Development Control.

Freight Transport

6.36 The Council's Freight Strategy is outlined in the South Gloucestershire Local Transport Plan, July 2000. The objectives of the Strategy are:

- ❖ maintain the economic vibrancy of South Gloucestershire through the maintenance of the overall efficiency of freight distribution and minimisation of congestion on the highway and rail network;
- ❖ minimise the adverse noise, air quality and other environmental impacts attributed to freight distribution; and
- ❖ reduce the number of accidents attributed to freight movements.

6.37 The Bristol and Neighbouring Authorities Freight Quality Partnership has been established, bringing together public and private sectors with an



interest in freight transport, including the four unitary authorities of the former Avon area. The Partnership will enable better liaison with freight operators and improved planning for freight.

- 6.38** The Partnership has produced a pilot Commercial Vehicle Drivers' Atlas for the Greater Bristol urban area. This provides guidance on the appropriate routes to be followed, together with details of height, weight and access restrictions. The Atlas will be expanded to incorporate other areas within the former Avon area.
- 6.39** South Gloucestershire Council supports the carriage of freight by rail because of the reduced environmental impact and safety benefits when compared with road use, while recognising that the movement of freight by rail is generally suited to bulk movements over relatively long distances.
- 6.40** There are operating rail freight facilities at Westerleigh, Tytherington, and the Filton/ Patchway "Triangle", and dormant rail facilities at Chipping Sodbury and the Severnside area. Development which would prejudice the continued use or reuse of these rail facilities will be refused under Policy T2.
- 6.41** The Council's Freight Strategy includes the target of increasing mode share by rail by 25% by 2005/06.
- 6.42** The inappropriate on-street parking of lorries can cause adverse impacts on residential amenity and road safety. Where demand exists, the Council will support the provision of small scale lorry parks, where such a use would not have unacceptable effects on the environment, residential amenity and the transport network.
- 6.43** The Council supports the use of water transport for the carriage of freight, where such a use would not have unacceptable environmental effects, would not have adverse effects on residential amenity and would not result, where freight transfer is involved, in unacceptable impacts on the road network.

Public Transport Route and Park and Ride Site

T3 LAND IS SAFEGUARDED AND DEFINED ON THE PROPOSALS MAP FOR:

1. A PUBLIC TRANSPORT ROUTE FROM FILTON TO CRIBBS CAUSEWAY; AND
2. A PARK AND RIDE SITE ON 2.5HA. OF LAND, OFF HUNTS GROUND ROAD, STOKE GIFFORD

DEVELOPMENT WHICH WOULD UNACCEPTABLY PREJUDICE THE IMPLEMENTATION, FUNCTION OR SAFETY OF THE PUBLIC TRANSPORT ROUTE AND PARK AND RIDE SITE WILL NOT BE PERMITTED.



CONTRIBUTIONS TOWARDS THE IMPLEMENTATION OF THE PUBLIC TRANSPORT ROUTE WILL BE SOUGHT FROM DEVELOPMENT IN THE VICINITY OF THE PROPOSED ROUTE ON THE BASIS OF THE NEED ARISING FROM THE DEVELOPMENT.

- 6.44** South Gloucestershire Council and Bristol City Council had sought to progress the implementation of a rapid transit route from Bristol City Centre northwards through the North Fringe. This work has currently been suspended for the foreseeable future.
- 6.45** The Greater Bristol Strategy Transport Study (GBSTS) will look at the future of all modes of transport into and around the Bristol sub region over the next 10-15 years and up to 30 years into the future. The Study is due to report in December 2005 and will consider the potential for rapid transit provision in the Greater Bristol area.
- 6.46** The four Unitary Authorities are developing a joint Local Transport Plan (2006-2011) that will outline the programme of projects and improvements over that period.
- 6.47** Detailed viability assessments of routes and modes of rapid transit continue to be undertaken as part of the Local Transport Plan/GBSTS process. An initial bus based major scheme bid (The Greater Bristol Bus Network Major Scheme Bid) was submitted to the Department of Transport in July 2005. This bid constitutes an initial first step in achieving a comprehensive package of high quality public transport improvements in the North Fringe, which will be brought forward as part of the next Local Transport Plan. In these circumstances it is considered appropriate to safeguard the former rapid transit route from Bristol to Cribbs Causeway, as a public transport route. The concept for this public transport route is for the provision of a modern, fast and efficient public transport system on a dedicated path or route with a high priority over other forms of transport, which will provide a positive step change in the quality of public transport in the North Fringe.

1. Public Transport Route from Filton to Cribbs Causeway

- 6.48** The Proposals Map identifies a public transport route from Cribbs Causeway to the administrative boundary with Bristol City Council and Policy T3 safeguards this route. The Council will refuse proposals for development which would unacceptably prejudice the implementation, function or safety of the public transport route.

2. 2.5ha of Land for a Park and Ride Site off Hunts Ground Road, Stoke Gifford

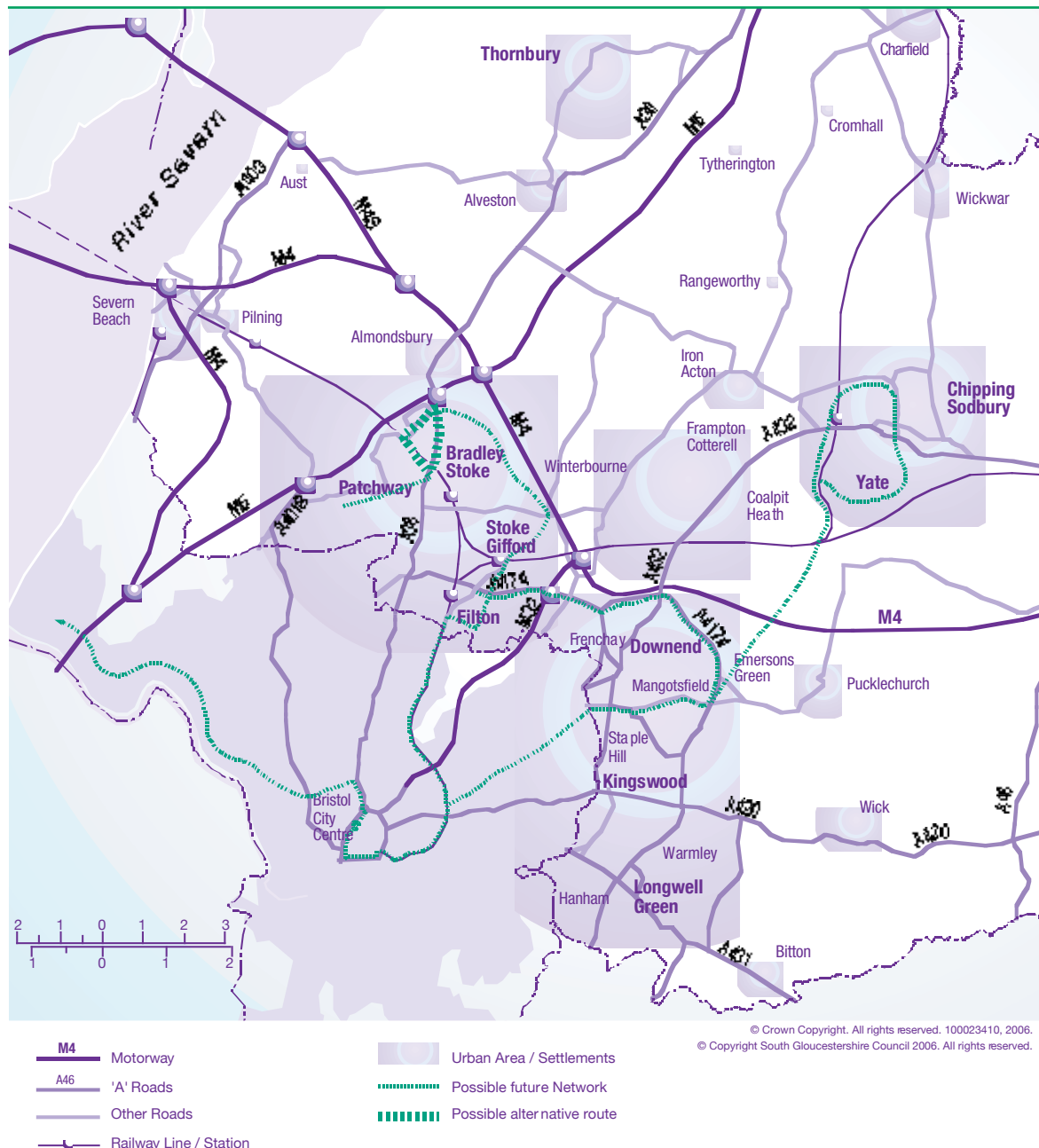
- 6.49** The proposed 2.5ha site is located to the north and south of Hunts Ground Road, and to the east of Parkway Station, Stoke Gifford. (The site is



proposed to be set aside for park and ride purposes under the terms of a Section 106 Agreement. Initially additional parking for the existing multi-modal interchange site at Parkway Station will be provided on the 0.9ha of the site to the south of Hunts Ground Road. At a later stage the Hunts Ground Road site will further develop into a full multi-modal interchange in association with enhanced public transport provision (see text below Policy T5). The Council will refuse applications for development which would unacceptably prejudice the park and ride proposal.

- 6.50** Contributions to the public transport route, including the initial bus based phase and subsequent stages and associated facilities will be sought by the Council from developments in the vicinity of the proposed route. The

Figure 6.1 Possible 2015 Rapid Transit Network





level of the contribution will be related in scale and kind to the need/demand arising from the development (Circular 1/97: Planning Obligations). (See Policy T12.)

- 6.51** Figure 6.1 shows possible rapid transit routes within South Gloucestershire based on the provisional 2015 rapid transit network shown in the South Gloucestershire Local Transport Plan, July 2000. The Greater Bristol Strategic Transport Study and the Local Transport Plan (2006/2011) will consider the potential for rapid transit provision in the greater Bristol area. Should substantive proposals arise the Council will seek to safeguard the route(s) in any development proposals. Sections of the rapid transit routes through Emersons Green and Severnside have already been safeguarded by Section 106 Agreements.

Implementation:

South Gloucestershire Council, Network Rail, the Department for Transport and developers as appropriate.

Bus Priority Measures

T4 BUS PRIORITY MEASURES ARE PROPOSED AND DEFINED ON THE PROPOSALS MAP IN THE FOLLOWING LOCATIONS:

1. BUS LINK BETWEEN CONISTON ROAD, PATCHWAY AND WATERSIDE DRIVE, AZTEC WEST;
2. BUS/HIGH OCCUPANCY VEHICLE (HOV) LANES ON THE FOLLOWING SECTIONS OF THE A4174 (AVON RING ROAD):
 - (i) EASTBOUND AND WESTBOUND BETWEEN THE JUNCTION WITH COLDHARBOUR LANE AND JUNCTION 1 OF M32;
 - (ii) WESTBOUND FROM THE JUNCTION WITH B4058 (BRISTOL ROAD) AND JUNCTION 1 OF M32; AND
 - (iii) WESTBOUND BETWEEN THE WESTERLEIGH ROAD ROUNDABOUT TO THE A432 ROUNDABOUT.

- 6.52** The Council's policies for bus services are a vital part of its strategy for improving public transport as an attractive alternative to the private car.

Bus Strategy

- 6.53** The Council's Bus Strategy was published in July 2002. The aim of the Bus Strategy is to develop local bus services into a frequent, comfortable and reliable network, giving people who live and work in South Gloucestershire a real alternative to travelling by private car. The Strategy will be achieved through the following key initiatives:

- ❖ The identification of Bus Quality Partnership Routes, based on routes of key travel demand, where there will be a concentration of



investment in high quality services, aided by a programme of bus priorities to increase reliability and reduce bus journey times;

- ❖ Creating statutory Bus Quality Partnership agreements;
- ❖ The provision and promotion of interchanges with the Bus Partnership Routes, to maximise the accessibility of public transport services across the whole of South Gloucestershire. These will include Multi-Modal Interchanges and rural Hubs;
- ❖ A comprehensive review of local, rural and supported services to ensure they contribute to achieving the strategy, in particular to integrate with interchange facilities, including rail stations and main bus corridors;
- ❖ Using the planning process to maximise bus accessibility and improvements to the bus network and involving the bus companies in discussions where appropriate concerning proposals for developments through design and financial contributions;
- ❖ Working with employers to promote bus journeys to work by their workforce, identifying gaps in the bus networks and discussing appropriate destinations and timings of services;
- ❖ Promoting early discussions involving developers and operators to seek innovative schemes for promoting bus use by the new residents;
- ❖ The incorporation of facilities to significantly improve accessibility for people with a mobility impairment;
- ❖ Improve the quality and quantity of bus shelters, including working in partnership with parish and town councils and bus operators.

Bus Partnership Routes

6.54 The Bus Partnership Routes within South Gloucestershire are shown on Figure 6.2. This network of Routes will be characterised by high quality vehicles, improved frequencies, electronic passenger information and intensive marketing and promotion. This will be supported by a new Bus Quality Partnership with the major bus operator. Bus priority measures will be implemented to facilitate bus movement along the Bus Partnership Routes.

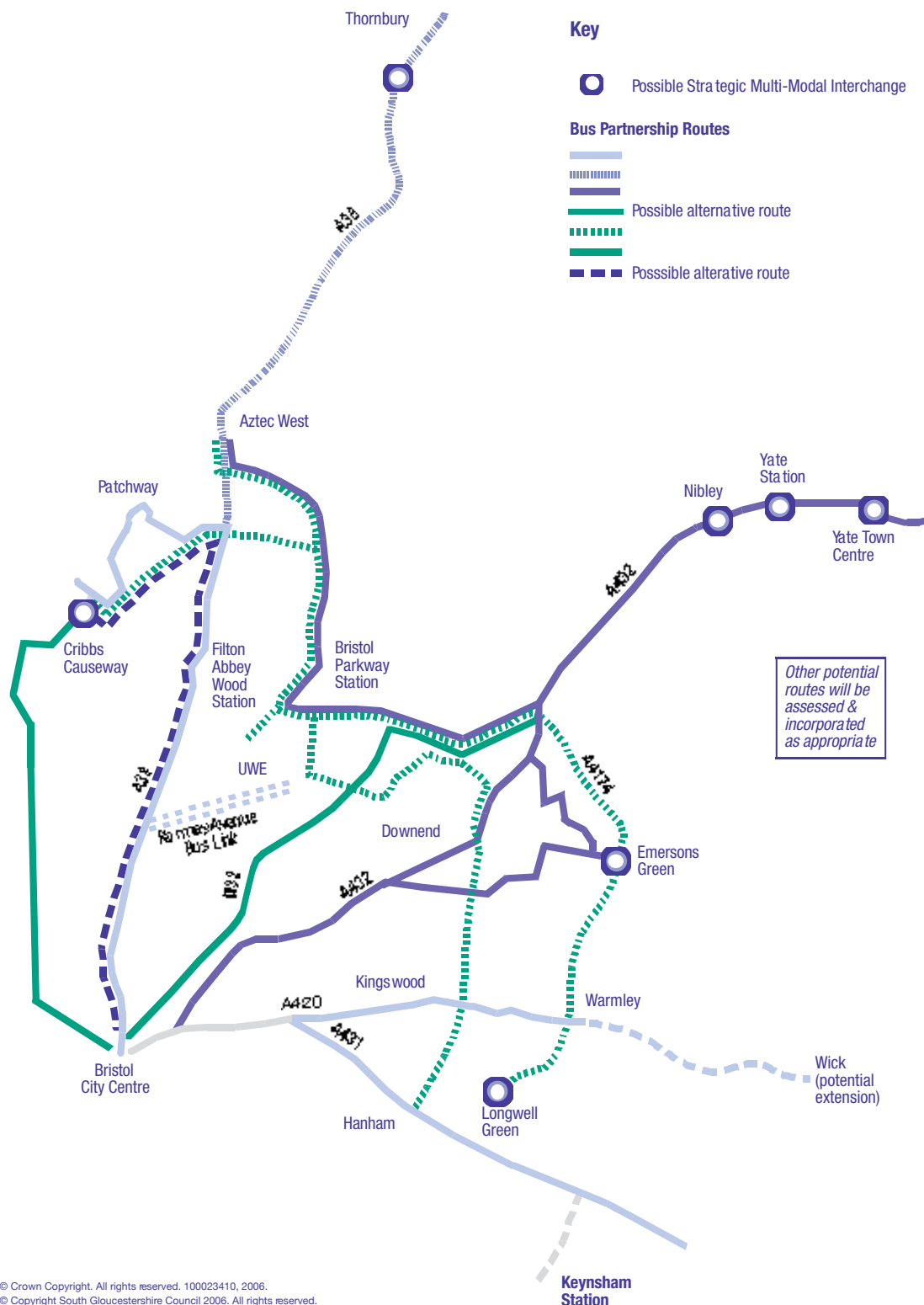
6.55 The successful delivery of the multi-modal interchange strategy (paras. 6.69 to 6.80) will be supported by bus priority measures on bus partnership routes, where necessary and appropriate. It is considered that this strategy will boost patronage for public transport and help reduce the demand for roadspace in the most congested areas.

Specific Bus Priority Measures

6.56 The Council has specifically identified for implementation a number of bus priority measures which are detailed in Policy T4. Measures to assist



Figure 6.2 Bus Partnership Routes



buses are also included in the North Fringe Development Major Scheme (Transport Measures) set out in Figure 8.2 and diagrammatically illustrated in Figure 8.3. Further analysis of other possible bus priority measures is taking place in the context of the emerging Joint Local Transport Plan for 2006-2011 (see paragraph 6.47). The Highways Agency has funded “The



M32 Designated Lanes Study”, which reported in September 2001. The Study concluded that it would be feasible, subject to the need to meet safety concerns, to permit buses to use the hard shoulder southbound and northbound between Junctions 1 and 2 of the M32.

1. Bus Link between Coniston Road, Patchway and Waterside Drive, Aztec West

6.57 This bus link utilising private land, which requires the agreement of the land owner, will obviate the need for bus services to take a circuitous route between Bradley Stoke and Cribbs Causeway. It will also improve public transport access to Aztec West.

2. Bus/High Occupancy Vehicle (HOV) Lanes on Sections of A4174 (Avon Ring Road)

6.58 Bus/HOV lanes on sections of the Avon Ring Road will encourage car sharing and facilitate the operation of the multi-modal interchanges.

The Romney Avenue Bus Link

6.59 Policy H1 proposes residential development at land south of Hewlett Packard, Stoke Gifford. The development is proposed to include a bus link (The Romney Avenue Bus Link) which will provide a direct bus route between the Lockleaze area of Bristol, the new development and the University of the West of England. The existing bus route between these areas is prone to congestion at peak periods. The precise alignment and design of this bus link has not yet been determined. Therefore there is insufficient information to enable this scheme to be included in a safeguarding policy in the Local Plan, and to be shown on the Proposals Map.

6.60 Policy T12 confirms that when determining applications for development, the Council will seek contributions, where appropriate, towards public transport, including measures to assist buses and ensure that developments provide facilities for buses.

6.61 The Council will continue to undertake highway and other measures, as appropriate, to improve bus stop boarding and waiting facilities. Emphasis will be placed on routes where a bus operator has notified the Council of its intention to use vehicles which are more accessible to people with mobility impairments. The Council will encourage bus operators to use alternative fuels which are more sustainable than diesel.

6.62 As part of its strategy to improve the provision of information about bus services, the Council will be installing public transport enquiry terminals at locations in Filton, Thornbury, Kingswood and Yate.

6.63 The Council provides a range of non-commercial bus services in many rural areas. These services have traditionally been aimed at meeting social needs. However, following the award of the Rural Bus Grant these services now seek also to achieve modal shift. In addition, gaps in the current provision of public transport are also met by Community Transport, which is supported by the Council (see paras 6.65- 6.68).



Implementation:

South Gloucestershire Council, bus operators and developers as appropriate.

Car Sharing

- 6.64** Car sharing can make a valuable contribution to the reduction in the use of the private car. The Council has previously introduced High Occupancy Vehicle (HOV) lanes on sections of the Avon Ring Road and Coldharbour Lane, Stoke Gifford and will be considering the introduction of further HOV lanes. See also Policy T4.

Community Transport

- 6.65** Community transport schemes can provide a valuable addition to conventional public transport, both in rural areas and urban areas. In South Gloucestershire community transport schemes address the unmet needs of groups and individuals including those who have difficulty using conventional public transport or for whom conventional public transport services are not available or suitable. A Community Transport Strategy has been adopted by the Council.
- 6.66** South Gloucestershire Council will continue to encourage a mix of community transport schemes including minibus-based schemes (Dial-a-Ride and group hire), and social car schemes. The Council also recognises the importance of accessible information in helping people use the transport opportunities available to them.
- 6.67** The Council will encourage innovation and seek funding as appropriate, to sustain and build on the success of the Rural Bus Challenge project which has funded the establishment of Community Transport Co-ordination Centres serving rural areas and led to the introduction of rural Dial-a-Ride services.
- 6.68** The Council would welcome the development of shopmobility schemes at local shopping centres which link with accessible transport schemes and enable people with impaired mobility to access shopping facilities with wheelchairs or scooters. A shop mobility scheme is in operation at the Regional Shopping Centre, Cribbs Causeway.

Multi-Modal Interchange Strategy

- T5 PROPOSALS FOR MULTI-MODAL INTERCHANGE SITES (PARK AND RIDE/PARK AND SHARE/KISS AND RIDE) WILL BE PERMITTED PROVIDED THAT EACH PROPOSAL:**
- A. ENCOURAGES MODAL TRANSFER FROM AND A REDUCTION IN THE USE OF THE PRIVATE CAR; AND**



- B. ENCOURAGES THE USE OF PUBLIC TRANSPORT FOR LONGER JOURNEYS;
 - C. IS LOCATED ON A BUS QUALITY PARTNERSHIP CORRIDOR OR OTHER EXISTING OR PROPOSED PUBLIC TRANSPORT ROUTE; AND
 - D. PROVIDES, WHERE NECESSARY, FOR BUS MEASURES OR OTHER MEASURES TO ENSURE FREQUENT, QUICK AND RELIABLE PUBLIC TRANSPORT SERVICES, FREE FROM CONGESTION, TO ENABLE USERS TO CONTINUE THEIR JOURNEYS; AND
 - E. PROVIDES ACCESS TO AND FACILITIES FOR WALKERS, PEOPLE WITH DISABILITIES, MOTORCYCLISTS AND CYCLISTS; AND
 - F. COMPLEMENTS AND CONTRIBUTES TO THE MULTI-MODAL INTERCHANGE STRATEGY AND TO OTHER EXISTING OR PROPOSED PUBLIC TRANSPORT SERVICES; AND
 - G. WOULD NOT HAVE UNACCEPTABLE EFFECTS ON THE STRATEGIC AND LOCAL HIGHWAY NETWORK OR ANY OTHER UNACCEPTABLE TRANSPORTATION EFFECTS; AND
 - H. WOULD NOT HAVE UNACCEPTABLE EFFECTS ON THE AMENITIES OF LOCAL RESIDENTS; AND
 - I. WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL EFFECTS.
- IN THE CASE OF A PARK AND SHARE PROPOSAL CRITERIA (B), (C) AND (D) WOULD NOT NEED TO BE SATISFIED.

6.69 A major part of the Council's Transport Strategy is the implementation of the Multi-modal Interchange Strategy. This consists of a series of sites, which will cater for the interchange between different types of transport, for example bus, car, cycle, pedestrians and taxis. In general these sites will be relatively close to the home locations of transport users and sited along key public transport corridors, serving both employment areas of South Gloucestershire and Bristol city. The main aim is to intercept commuters close to the origin of their journeys and encourage the use of public transport in order to achieve modal transfer from the private car. The strategy also aims to enable long distance car travellers to make use of public transport for the continuation of their journey to the principal urban area. The Strategy proposes to intercept car users before they reach congestion points on the highway network. The implementation of the multi-modal interchange strategy is considered by the Council to be one of the key contributions to the sustainable transport system in South Gloucestershire.

6.70 In addition to park and ride facilities, these multi-modal interchange sites will also provide for "park and share" and "kiss and ride" and will be accessible to pedestrians, people with disabilities and cyclists as well as



car drivers. The opportunity to provide coach pick up facilities, at certain locations, will be considered. Park and share proposals aim to intercept car users originating from a number of different locations and having a variety of different destinations. Park and share facilities may also be considered appropriate, as the first stage of provision, prior to the development of sites into full multi-modal interchanges, once finance becomes available to provide/support the associated public transport measures/services.

6.71 The main characteristics of the facilities to be provided include the following:

- ❖ the use of both existing commercial and new dedicated bus services;
- ❖ the use of existing, currently underused car parks at established or potential interchange points, and new purpose built car parks where appropriate;
- ❖ integration of existing and new facilities with pedestrian and cycle networks to encourage the use of the corridors and interchanges by non-car modes;
- ❖ improved passenger waiting facilities;
- ❖ effective on-site security measures;
- ❖ comprehensive public transport information facilities, including consideration of real-time information; and
- ❖ widespread publicity to ensure a high profile service and maximise the potential to attract motorists.

6.72 The initial phased implementation programme for the strategy consists of:

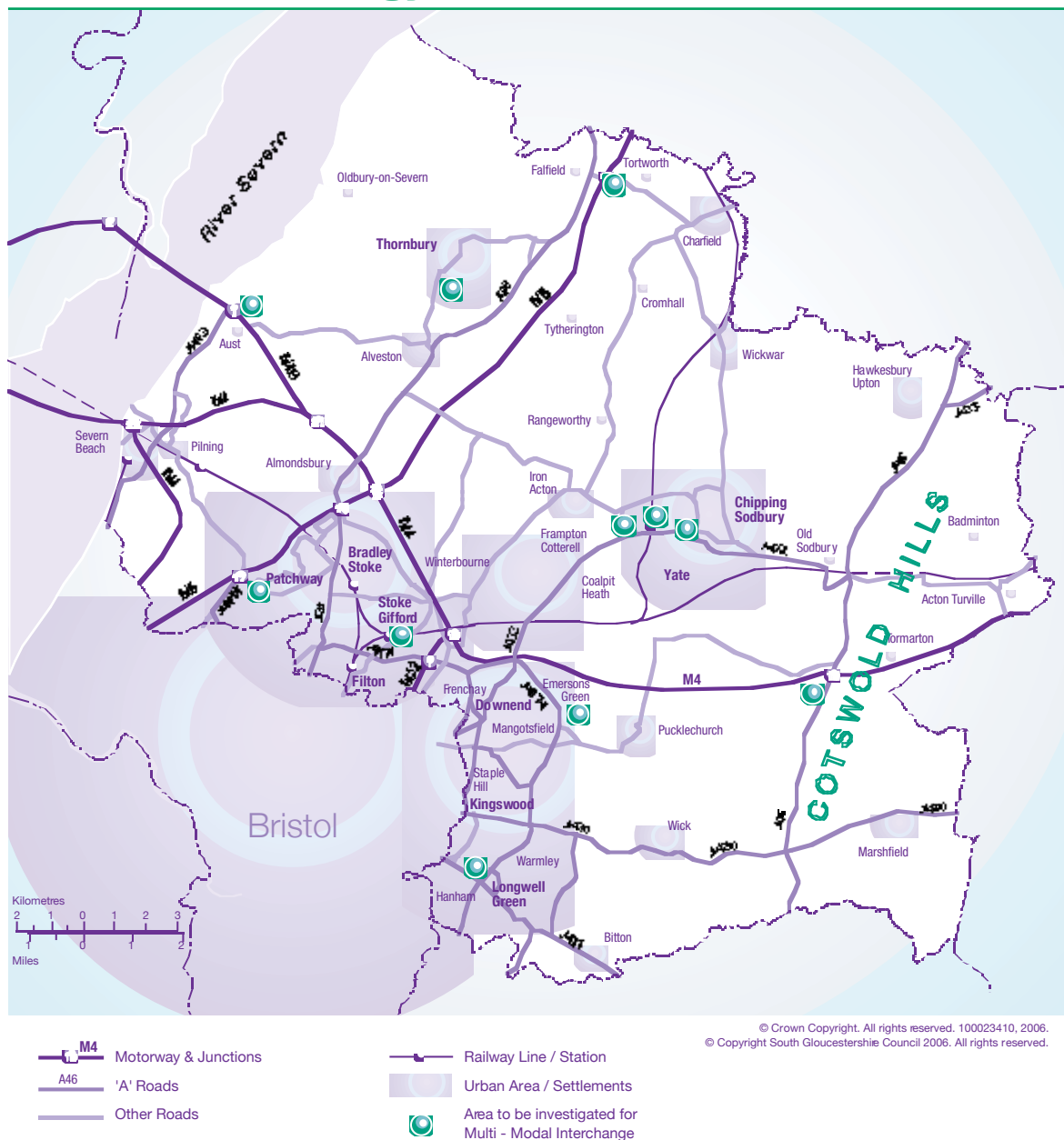
- ❖ A pilot park and share facility at Aspects Leisure Centre, Longwell Centre, Longwell Green, implemented in 2004;
- ❖ A Multi-modal Interchange site to serve the Yate area, to be developed by 2006/07;
- ❖ A Multi-modal Interchange site within the Emersons Green development, to be implemented by 2007/08;
- ❖ A Park and Share in the vicinity of M5 Junction 14, to be implemented by 2005/06;
- ❖ A Multi-modal Interchange site at Parkway North, to be opened by 2006/7 (see Policy T3(2)); and
- ❖ A multi-modal Interchange site at Cribbs Causeway, to be opened in 2007/8.

6.73 Further phases of the multi-modal interchange strategy will be developed by the Council. An indicative illustration of the strategy is shown in Figure 6.3.



- 6.74** Specific sites for the Emersons Green and Yate area multi-modal interchange facilities are currently being investigated and therefore it is not possible at this stage to include the sites on the Proposals Map. The Aspects Leisure Centre site was implemented in 2004 and therefore this site has not been included on the Proposals Map. The site at Parkway North is safeguarded under Policy T3.
- 6.75** At a number of sites within South Gloucestershire informal "park and share" already takes place, (for example close to M5 Junction 14 [Falfield/Tortworth], M4 Junction 18 [Tormarton] and M48 Junction 1 [Aust]. It is intended that the South Gloucestershire Multi-modal Interchange Strategy will include consideration of the formalisation of such facilities,

Figure 6.3 Illustration of Multi-Modal Interchange Strategy





with on-site improvements including the provision of security measures, at locations to be identified as part of the future stages of the assessment procedure. The linking of these park and share sites to public transport corridors will not be a requirement, although links to High Occupancy Vehicle Lanes would be beneficial.

- 6.76** In order to maximise the effectiveness of the South Gloucestershire Multi-modal Interchange Strategy, it will be necessary for additional bus priority measures or other measures such as High Occupancy Vehicle Lanes to be provided to enable the services to bypass current congestion, while the operators will be expected to upgrade the quality and frequency of their services, as part of Bus Quality Partnerships (see text below Policy T4). It is possible that revenue support from the Council will be required to improve service frequencies from some of the sites.
- 6.77** Policy T5 will be used to assess both proposals coming forward which are part of the South Gloucestershire Multi-modal Interchange Strategy, as well as those not forming part of the Council's Strategy.
- 6.78** The Council is aware that the design of multi-modal interchange facilities is of great significance if they are to attract car users who might otherwise be reluctant to consider using public transport. Similarly a well considered design will be required to mitigate potential impacts of the facility on residential amenities and the local landscape character (see Policies D1, L1 and T12). Access to and facilities within the site for cyclists, people with disabilities and pedestrians will be a design requirement.
- 6.79** In accordance with paragraph 61 of PPG13, proposals will need to be subject to a robust assessment, including consideration of alternative sites, the impact on local amenity and travel impacts, including travel reduction and generation in the immediate vicinity and on the strategic network.
- 6.80** A proposal for a multi-modal interchange facility within the Green Belt will be assessed in accordance with the guidance in paragraph 62 of PPG13 and Annex E of PPG13, which amended PPG2.

Implementation:

South Gloucestershire Council, bus operators and developers as appropriate.

Cycle Routes and Pedestrian Routes

- T6** LAND IS SAFEGUARDED FOR THE PROPOSED CYCLE/PEDESTRIAN ROUTES LISTED IN THE SCHEDULE BELOW (FIGURE 6.4) AND DEFINED ON THE PROPOSALS MAP.
- DEVELOPMENT PROPOSALS WHICH WOULD PREJUDICE THE FUNCTION, CONVENIENCE, ATTRACTIVENESS AND/OR SAFETY OF EXISTING AND PROPOSED CYCLE AND/OR PEDESTRIAN ROUTES



WILL NOT BE PERMITTED, UNLESS AN ALTERNATIVE ROUTE OF ACCEPTABLY SIMILAR FUNCTION, CONVENIENCE, ATTRACTIVENESS AND/OR SAFETY IS PROVIDED .

DEVELOPMENT ADJACENT TO AN EXISTING OR PROPOSED CYCLE AND/OR PEDESTRIAN ROUTE SHOULD PROVIDE ADEQUATE MEANS OF ACCESS TO THE ROUTE.

CONTRIBUTIONS TOWARDS THE ENHANCEMENT OF PEDESTRIAN AND/OR CYCLE ROUTES WILL BE SOUGHT ON THE BASIS OF THE NEED ARISING FROM THE DEVELOPMENT PROPOSALS AFFECTING THOSE ROUTES.

Figure 6.4 Schedule to Policy T6 - Proposed Cycle/Pedestrian Routes

ALMONDSBURY	
1. Catbrain Lane route	3. Gloucester Road, Almondsbury (southern part in Bradley Stoke)
2. River Trym leisure route	
BRADLEY STOKE	
1. West Point route	7. Braydon Avenue and Courtlands
2. Peartree link -north-west	8. School Close
3. Patchway Brook	9. Savages Wood and Leisure Centre
4. Primrose Close link	10. Palmers Leaze
5. Lapwing Close link	11. The Coppice
6. Wheatfield Drive	12. Bradley Stoke Way
CHIPPING SODBURY	
1. Old Sodbury route – links Old Sodbury and Chipping Sodbury (Blanchards)	2. Brook Street and Quarry Route
DODINGTON	
1. Lilliput Park – links Kingfisher Road and Lilliput	3. Slimbridge Close and Railway
2. Finch Road – link from Scott Way to western end of Finch Road	
EMERSONS GREEN	
1. Lyde Green route	3. Wick Wick Farm
2. Hallen Farm route	4. Hamlets 8 and 9 route
FILTON	
1. Ring Road Cyclepath	
FRAMPTON COTTERELL	
1. Rectory Road	
IRON ACTON	
1. Lodge Road to Iron Acton	
KINGSWOOD	
1. High Street	
MANGOTSFIELD RURAL	
1. Mangotsfield School	2. Cuckoo Lane link



OLDBURY ON SEVERN

1. Route to Oldbury Power Station

OLDLAND

1. Leisure Centre link – Mount Hill
2. Willsbridge Mill

PATCHWAY

1. Gloucester Road – north of Gypsy Patch Lane
2. Highwood Road route
3. Coniston Road to Asda link
4. Hempton Lane
5. Patchway Railway Subway
6. Patchway School access

PUCKLECHURCH

1. Parkfield

PILNING & SEVERN BEACH

1. Severn Road – Church Road, adjacent to railway line – part of National Cycle Network

SISTON

1. Grange School link
2. Church Avenue and Crown Road Link
3. Link between Bristol and Bath Railway Path to the proposed Warmley Tower Museum proposal)
4. Link from Ring Road Cycle Path and Railway Path to Pucklechurch (Shortwood Road, Police Station Hill)

STOKE GIFFORD

1. University of the West of England/Hewlett Packard boundary
2. Hatchet Road

THORNBURY

1. Streamside Walk
2. Morton Stream
3. Crispins Lane
4. Bath Road – link to shopping centre
5. South East Thornbury route
6. Midland Railway route
7. Midland Way link
8. East Thornbury route

WESTERLEIGH

1. Westerleigh Village
2. Broad Lane
3. Kidney Hill/Westerleigh

WINTERBOURNE

1. Ring Road cyclepath – Old Gloucester Road to Coldharbour Lane

YATE

1. Link Road
2. Kennedy Way
3. Kingsgate Park
4. Stanshawes Crescent
5. Crowthers Avenue

Notes

Other routes will be investigated, such as Alveston to Thornbury.

Some of the routes have been completed and have been removed from the Proposals Map

6.81 Cycling and walking are integral elements of South Gloucestershire's transport strategy and are encouraged and promoted as sustainable alternative modes of transport to the private car, which are also economic and beneficial to health. (Health Education Authority's campaign "Active for Life" 1996.)



- 6.82** In July 2000 the Council published the Pedestrian and Access and Cycling Strategies for South Gloucestershire. The strategies form part of the South Gloucestershire Local Transport Plan, July 2000.

Cycling

- 6.83** The Cycling Strategy for South Gloucestershire, July 2000 includes the following targets:

- ❖ to increase cycle usage from 3% of all trips, to 6% of all trips by 2005/06, and to 12% by 2015 and to seek further increases in cycle usage thereafter.
- ❖ to increase cycle usage for commuting to major employers to 10% by 2005/06 and 15% by 2015;
- ❖ to increase cycle mode share to secondary schools to 13% by 2005/06 and 26% by 2015.

- 6.84** The primary objective of the Cycling Strategy, July 2000 is "to maximise the role of cycling as a transport mode, in order to reduce the use of private cars." This will be achieved by:

- ❖ reducing dangers to cyclists and increasing personal security as a means of encouraging more cycling;
- ❖ developing a safe, convenient, efficient and attractive transport infrastructure for cycling;
- ❖ reducing the level of cycle theft;
- ❖ developing complementary programmes of encouragement, education and enforcement which will help to generate a switch from private cars to cycling;
- ❖ ensuring that policies to increase cycling and meet the needs of cyclists are fully integrated into regional and local planning, land use and development policies and in all complementary agendas;
- ❖ improving people's experience of cycling in South Gloucestershire and improving the quality of life and sustainability of South Gloucestershire by increasing levels of cycling.

It is proposed to achieve these objectives by a combination of physical measures (for example cycle lanes/paths, signage and information, and a range of traffic calming measures) and initiatives to encourage cycling, including safer routes to school, travel plans and a range of educational measures.

- 6.85** The Cycling Strategy, July 2000 advocates, wherever possible, measures to make the use of existing roads safe and convenient for cyclists in preference to segregation. This will be achieved by traffic reduction, traffic calming, junction treatment and traffic management and redistribution of carriageway space (see Policies T4 and T11). The provision of segregated cycle tracks will



be considered only when these other options have been considered, except where a joint opportunity can bring improvements for both cyclists and pedestrians.

Walking

- 6.86** The vision for walking contained in the Council's Pedestrian and Access Strategy, July 2000, is of a safe, convenient and seamless network of pedestrian routes to enable a significant increase in walking for journeys under two miles and to contribute to the vitality of local centres, personal health and the quality of life. This vision will be achieved through the following objectives:
- ❖ to increase the overall amount of walking in South Gloucestershire;
 - ❖ to improve people's experience of walking in South Gloucestershire;
 - ❖ to promote the integration and co-ordination of existing Council initiatives to encourage walking;
 - ❖ to support wider transport policy objectives, including reduced car use and dependency, reduced accidents and enhanced levels of public transport.

Segregated Cycle/Pedestrian Routes

- 6.87** The Council has been developing segregated cycle/pedestrian routes, in order to provide safer, more convenient and attractive access to places of work, schools, shops and public transport interchanges and for less confident cyclists. This includes proposals put forward by the Joint Parishes Cycleways Group and those identified through the Safer Routes to School project. However the Cycling and Pedestrian and Access Strategies, July 2000, recommend that separate Walking and Cycling Infrastructure Proposal Maps be produced for inclusion in the Local Plan. The Strategies also recommend that joint use cycle/walking routes should generally not be encouraged, except where a joint opportunity can bring improvements for both cyclists and pedestrians.
- 6.88** Until work on the Cycling and Walking Infrastructure Proposals Maps is completed the Local Plan's Proposals Map will continue to show proposed joint use off-carriageway routes. Developers are strongly advised to consult the Council to obtain the most up to date information.
- 6.89** Sections of the segregated joint use network have already been completed, and free leaflets are available, from the Council, which show the existing routes within South Gloucestershire.
- 6.90** Those sections of the joint use network, which are off-carriageway and are yet to be completed, are shown on the Proposals Map. Within the Severnside employment area the precise alignment of the new segregated



cycle/pedestrian network will not be defined until the location of the new M49 interchange and the route of the A403 realignment have been determined (see paragraph 7.35).

- 6.91** Surfaced cycle routes, except where on carriageways, are generally open to walkers and wheelchair users. The Council is aware of the need to reduce potential conflict between cyclists and pedestrians, particularly visually impaired and deaf/blind, elderly and disabled people. The design of individual routes will take this matter into consideration, together with the purpose of the route and the anticipated numbers of users on the route. Cyclists may also use bridleways providing they give way to horse riders and pedestrians. Some bridleways will provide safe and convenient links for cyclists and walkers.

New Development

- 6.92** In new development the Council will require the provision of safe, convenient, secure and attractive access and facilities for cyclists and pedestrians and people with disabilities (see Policy T12 and Policy D1). When designing new development first priority should be given to the needs of pedestrians. The Council will normally require separate cycle, pedestrian and bridleway routes depending on the nature of the development, the purpose of the route and the local environment. Joint use cycle and walking facilities may be appropriate in certain circumstances (see para. 6.87). Roads in new development should be designed to facilitate the safe movement of cyclists, through for example the use of traffic calming, junction treatment and traffic management and the redistribution of carriageway space. New development should incorporate convenient links to existing and proposed pedestrian and cycle routes outside the development site and provide short, direct routes to facilities, areas of employment, and transport interchanges, thereby encouraging journeys to be made by non car modes. Where appropriate in new development the Council will require the provision of or seek contributions towards "safer routes to school".
- 6.93** Where new development is located adjacent to pedestrian and/or cycle routes the Council will seek contributions towards enhancing the existing route and thereby improving its quality (for example, by improved surfacing, lighting and landscaping). The level of contribution will be related in scale and kind to the need/demand arising from the development (Circular 1/97: Planning Obligations). (See also Policy T12.)
- 6.94** The Council will refuse development on or adjacent to an existing or proposed cycle and/or pedestrian route which would prevent its implementation or adversely affect its function, attractiveness, convenience and/or the safety of users. Policy T6 would allow for alternative route alignments, provided the alternative route ensured the equivalent convenience, attractiveness and safety as the existing or proposed route.



- 6.95** The Council will seek to encourage walking and cycling by ensuring that frequently required facilities are located within or close to residential developments, and mixed use developments are promoted where appropriate.
- 6.96** South Gloucestershire Council will assist pedestrians and cyclists by the introduction of traffic management and calming schemes, and signal controlled crossings (see Policy T11).
- 6.97** The Council will seek to introduce "Quiet Lanes", by the designation of 20mph speed restrictions, on routes where it would be appropriate to slow motorised traffic, in order to provide additional safety and more attractive routes for cyclists, pedestrians and horse riders.
- 6.98** In order to ensure that more sustainable travel choices are not inhibited by local authority boundaries, proposals for pedestrian and cycle routes which cross local authority boundaries will be supported by the Council, where there is a proven need and there are no unacceptable safety and environmental implications.
- 6.99** The Council acknowledges that rural footpaths not only form an important transport network but also provide a valuable recreational resource, enabling people to enjoy the peace and beauty of the countryside away from the road network (see Policy LC12).

Implementation:

South Gloucestershire Council and developers as appropriate.

The National Cycle Network

- 6.100** South Gloucestershire Council supports the implementation of the National Cycle Network, promoted by Sustrans. The Network will comprise over 10,000 miles of cycle routes in England, Scotland, Wales and Northern Ireland, and will pass through the middle of most towns and cities in the UK.
- 6.101** The National Cycle Network aims to contribute to improving the environment, enhancing health and promoting sustainable transport policies. It is scheduled for completion by 2005, with the core 5,000 miles (the Millennium Routes) being completed by June 2000. In general terms, half of the National Cycle Network will be on traffic-free paths shared by cyclists, walkers and often those in wheelchairs, and half on minor country roads, or on traffic-calmed or segregated sections through towns.
- 6.102** Those sections of the National Cycle Network not yet completed and which are off carriageway and require land are shown on the Proposals Map. Policy T6 applies to the National Cycle Network.



Implementation:

The National Cycle Network is to be implemented by South Gloucestershire Council, with support from the Millennium Fund awarded to Sustrans, and developer contributions as appropriate.

Cycle Parking

T7 IN NEW DEVELOPMENT CYCLE PARKING (SPACE AND INFRASTRUCTURE) SHOULD BE PROVIDED IN ACCORDANCE WITH THE STANDARDS IN THE SCHEDULE BELOW (FIGURE 6.5):

6.103 Lack of cycle parking acts as a deterrent to cycle use. The Council therefore considers that the provision of good quality cycle parking provision in prominent locations is an essential part of its strategy to increase cycle use and promote sustainable travel choices. The minimum standards detailed in Figure 6.5 are based on standards contained in the Cycle Strategy for South Gloucestershire, July 2000, which are derived from standards used in other cities, particularly York, and the targets set out in the Cycle Strategy of increasing cycle use from the current 3% of all trips to 6% in 2005 and 12% in 2015.

Figure 6.5 - Schedule to Policy T7 - Cycle Parking Standards

Type of land use	Per	Proposed cycle parking standards. Minimum provision required.
Shops, services less than 3,000m ² gross floor area (GFA) (A1, A2)	100m ² GFA (visitor) staff	2 spaces outside entrance 1 secure, undercover space per 8 employees
Food retail over 3,000m ² (A1 only)	1,000m ² staff	24 1 per 8
Non-food retail over 3,000m ² (A1, A2)	1,000m ² staff	20 1 per 8
Garden centres including those attached to other retail premises	(indoors) 1,000m ² (outdoors) 1,000m ² staff	10 10 1 per 8
Motor vehicle services (garage, workshops, car sales, car hire)		To be determined on merit
Restaurants, cafés, pubs (A3)	(dining area) 100m ² (bar/dance floor) 100m ² staff	5 8 1 per 8
Hot food takeaway (A3)	100m ² staff	2 1 per 8
Offices, studios, laboratories (B1)	visitor parking per 100m ² staff	2 1 per 8



Type of land use	Per	Proposed cycle parking standards. Minimum provision required.
Light industry (B1)	100m ²	1
General industry (B2-B7)	1,000m ²	2
Warehouses, repositories	1,000m ²	1
Hotels, motels, guest houses (C1)	10 bedrooms (dining area) 100m ² (bar/dance floor) 100m ²	1 2.5 4
Multiple occupation/bedsits	unit	1 secure, undercover space
Student accommodation (C2)	unit	1 secure, undercover space
General Hospital (C2)	(in patients) 100 beds (day surgery) 100 beds (outpatients) suite accident units (10,000 visits per annum) staff	10 10 2 3 1 per 2
Other hospitals and nursing homes (C2)	(in patients) 100 beds (day surgery) 100 beds (outpatients) suite staff	10 10 2 1 per 8
Newly built and converted dwellings with garage (C3)	1 bedspace/bedroom unit 2 or more bedrooms	one (provided garage design accommodates both car and cycle storage). Otherwise 1 secure, undercover space. 2 secure, undercover spaces
Newly built and converted dwellings without garage (C3)	1 bedspace/bedroom unit 2 or more bedrooms	1 secure, undercover space 2 secure, undercover spaces
Flats (C3)	unit	1 secure, undercover space
Places of worship (D1)	100 seats	5
Health Centres (D1)	consulting room staff	1 1 per 8
Doctors surgery (D1)	consulting room staff	1 1 per 8
Dentists surgery (D1)	consulting room staff	1 1 per 8
Veterinary surgery (D1)	consulting room staff	1 1 per 8
Day nurseries/playgroups, crèches (D1)	staff	1 per 8
Community centres, family centre/ family resource centre (D1)	visitor staff	To be determined on merit 1 per 8
Primary schools	visitor/parents staff students	1 per 100 pupils 1 per 8 To be determined on merit
Secondary schools	visitor/parents staff students	1 per 200 pupils 1 per 8 1 per 5
Colleges, University	visitor staff students	1 per 500 students 1 per 2 1 per 2



Type of land use	Per	Proposed cycle parking standards. Minimum provision required.
Churches, halls, stadia, cinemas, theatres and spectator facilities, bingo halls (D1)	100 fixed seats (open hall) 100m ²	5 2.5
Multi-screen cinema	100 seats staff	6 1 per 8
Sports halls (D2)	100m ² staff	2 1 per 8
Bowling centres (D2)	10 lanes staff	8 1 per 8
Indoor bowls (D2)	100m ² staff	2 1 per 8
Ice rink/swimming pool (D2)	100m ² rink/pool staff	2 1 per 8
Health club/gymnasium (D2)	100m ² staff	2 1 per 8
Tennis courts, squash courts, playing fields (D2)	per court/pitch	2
Golf courses (D2)	18 hole 9 hole	To be determined on merit To be determined on merit
Golf driving range (D2)	10 tees	To be determined on merit
Marinas	10 berths	3
Museums and libraries	spaces per 100m ² staff	4 1 per 8
Public transport interchanges	visitor staff	To be determined on merit

Notes to schedule to Policy T7:

- ❖ 'Cycle parking space' refers to the spatial volume needed to access and park a standard adult bicycle conveniently. Infrastructure (stand or locker) should also be provided.
- ❖ 'Staff' refers to full-time equivalent.
- ❖ All 'staff' spaces should be secure and undercover.
- ❖ A3 Use Class now divided into A3, A4 and A5 (Use Class (Amendment) Order 2005).

6.104 The cycle parking standards in Policy T7 will apply as minimum requirements, unless in exceptional cases the applicant can satisfactorily demonstrate (where appropriate through a Transport Assessment) that a lower level of provision would be appropriate.

6.105 Cycle parking should be convenient, quick and easy to use and provide adequate support for most bicycles in common use. The type of cycle parking infrastructure (stands and lockers) will depend on the location and whether the demand is for short stay or long stay parking. Cycle lockers may be appropriate for long stay parking at some sites (particularly those without good natural surveillance or those which are managed). However,



for most short stay parking at shops and public buildings, the most appropriate type of facility is the 'Sheffield' type of universal stand.

6.106 The siting of cycle parking infrastructure (stands and lockers) should be determined by taking into consideration the following:

- ❖ **Position** - the provision of adequate space for cycle parking without compromising pedestrian flows.
- ❖ **Accessibility** - cycle parking sites should be sited so as to provide easy access to the journey attractor; the location should ideally be closer than the nearest car parking space. Otherwise it should be observed by CCTV where this is practicable. The cycle parking should be accessible from routes used by cyclists. Dropped kerbs provided to link up with on-road routes and signing where appropriate.
- ❖ **Security** - cycle parking should be situated where there is good natural surveillance. In town centres, parking should be provided in locations observed by CCTV.
- ❖ **Lighting** - cycle parking sites should be well lit.
- ❖ **Shelter** - wherever possible cycle parking should be undercover. This is particularly important for long stay parking.
- ❖ **Design** - cycle parking facilities should not detract from the street/site design.

6.107 Where long stay cycle parking is likely to take place in association with new development, for example at places of employment and universities, the provision of shower and changing facilities (including helmet storage facilities) should be considered.

Implementation:

Developers and through Development Control.

Changing Travel Behaviour

6.108 The Council is committed to managing and improving choice in order to provide people with the option to travel by means other than the car, especially to destinations that are essential to their everyday lives. At the same time the Council will be seeking to change the travel decisions that people make through a raft of measures and initiatives. These will include for example raising awareness of the impact of travel decisions and involving people in the evolution of transport strategy and assisting in the formulation of detailed schemes at the local level, through Area Forums. Further details can be found in the South Gloucestershire Local Transport Plan, July 2000 and subsequent Annual Progress Reports.

6.109 The Local Plan can facilitate changes in travel behaviour by securing physical measures to provide alternative, more sustainable, modes of transport than the car, and by introducing policies to discourage car use.



- 6.110** Discouraging car use has the potential to 'free up' road space, which can then be used by more sustainable transport modes, for example the provision of bus and high occupancy vehicle lanes. In addition discouraging car use will assist in reducing congestion which is damaging to the environment and the local economy.

Parking Standards

T8 IN NEW DEVELOPMENT ON SITE CAR PARKING SHOULD NOT EXCEED THE MAXIMUM STANDARDS IN THE SCHEDULE BELOW (FIGURE 6.6).

THE PROVISION OF ON SITE CAR PARKING BELOW THE MAXIMUM STANDARDS WILL BE EXPECTED IN THE FOLLOWING CIRCUMSTANCES:

- ❖ AT LOCATIONS WHICH HAVE GOOD ACCESSIBILITY BY NON CAR MODES;
- ❖ AT LOCATIONS WHERE THERE IS ADEQUATE PUBLIC OFF-STREET OR SHARED PARKING AVAILABLE.

CAR-FREE DEVELOPMENT WILL BE PERMITTED AT LOCATIONS:

- ❖ WHICH HAVE GOOD ACCESSIBILITY BY NON CAR MODES;
- ❖ WHERE THERE IS ADEQUATE PUBLIC OFF-STREET OR SHARED PARKING AVAILABLE;

PROVIDED THAT THE DEVELOPMENT WOULD NOT RESULT IN UNACCEPTABLE ROAD SAFETY AND ENVIRONMENTAL PROBLEMS.

Figure 6.6 Schedule to Policy T8- Maximum Car Parking Standards

Use Class	Description of Use	Parking Provision Maximum Standards	Notes
A1	Retail (including cash and carry)	Below 1000m ² : 1 space per 35m ² Above 1000m ² : Food: 1 space per 14m ² Non Food: 1 space per 20m ²	
A2	Financial and Professional Services	1 space per 35m ²	
A3	Restaurants, cafés & public houses Hot food takeaway Transport cafés	1 space per 5m ² dining area or public drinking area Maximum of 5 spaces 1 lorry space per 5m ² of dining area	(1) Residential accommodation assessed separately.
B1	Offices Light Industrial Research & Development Laboratories	1. In the allocated and safeguarded employment sites (Policies E1 & E4) in the following locations: Bristol North Fringe Emersons Green 1 space per 35m ²	



Use Class	Description of Use	Parking Provision Maximum Standards	Notes
		2. Elsewhere Below 2500m ² : 1 space per 35m ² Above 2500m ² : 1 space per 30m ²	
B2	General Industry	1 space per 50m ²	1) Where office content is over 10% the office floorspace will be assessed as B1 (see above).
B8	Storage, Distribution & Warehousing	1 space per 200m ²	1) Where office content is over 10% the office floorspace will be assessed as B1. 2) Restricted by condition/agreement to "Wholesale Distribution" only. Any element of cash and carry – retail standards apply.
C1	Hotels, Boarding & Guest Houses (includes Youth Hostels)	1 space per bedroom, plus 1 coach space per 30 bedrooms	1) For conference/function and public drinking/dining areas additional provision as per Class A3 permitted. 2) Adequate setting down provision for coaches and taxis is also required. May be reduced where occupants are restricted by legal agreement to those requiring a high degree of care.
C2	Residential Institutions: Hospitals Residential Colleges Boarding Schools Convalescence Nursing and Residential Care Homes	To be determined on merit 2 spaces per 5 bed spaces 1 space per 2 staff 1 space per 6 bed spaces plus 1 space per 2 staff	Hard play areas should be accessible for parking use on open days etc.
C3	Dwellings:	1. Standards to be applied throughout the Plan area: a) Dwelling type: i) One bedspace/bedroom: 1 space per dwelling ii) Two bedrooms: 1.5 spaces per dwelling iii) Three bedrooms: 2 spaces per dwelling iv) Four bedrooms and over: 3 spaces per dwelling (see note 5) (v) Elderly Persons' Dwellings: ● Active elderly 1 space per 2 dwellings, with an additional 1 space per 4 dwellings for communal parking and 1 space for warden if applicable. (Site design should provide for access for emergency vehicle.) ● Sheltered (elderly or frail elderly assisted by warden or emergency call system): 1 space per 4 dwellings with an additional 1 space per 4 dwellings for communal parking and 1 space per warden. (Site	(1) Definition of residential car parking space: - a space off the carriageway; - a garage; - car port; or - a drive to a garage or car port. (2) Student Accommodation: See C2. (3) See Policy H5 Houses in Multiple Occupation. (4) In exceptional circumstances where double garages are proposed and a three space parking design solution is not possible, a maximum of 4 spaces per dwelling may be acceptable. This relaxation is subject to the development conforming to the average parking standard for an urban/non urban area, where the proposal relates to a development of more than one unit. (5) Definition of urban area of South Gloucestershire: - North Fringe and East Fringe of the Bristol conurbation, shown on the Proposals Map as existing urban area; and



Use Class	Description of Use	Parking Provision Maximum Standards	Notes
		design should provide for access for emergency vehicle.) b) Conversions In developments involving the conversion of housing or non-residential buildings, where off-street parking is less likely to be successfully designed into the scheme, car parking provision significantly below the maximum standards detailed above, and below an average figure of 1.5 car spaces per dwelling will be expected, subject to safety and environmental issues being satisfactorily accommodated. 2. Standards to be applied only within the urban area, (including Emersons Green): Residential development (of more than one unit) will not be permitted if more than an average of 1.5 car spaces per dwelling is proposed. 3. Standards to be applied only in areas outside the urban area: (a) Residential development (of more than one unit) should aim for an average figure no more than 1.5 car parking spaces per dwelling. (b) Permission will not be granted for developments where the average figure is more than 2.5 car spaces per dwelling	- Within the settlement boundaries of Thornbury and Yate/Chipping Sodbury, as shown on the Proposals Map.
D1	Non Residential Institutions:		
	Places of Worship, Church Halls	1 space per 10 seats	
	Clinics, Health Centres, Consulting Rooms	3 spaces per consulting room 1 space for each duty doctor, nurse, or other medical staff 1 space per 2 admin/clerical staff	In applying these standards account will be taken of the particular services provided.
	Day Nurseries, Crèches, Day Centres	1 space per 2 staff	Adequate and safe space for pick up/set down must be provided.
	Higher & Further Education	1 space per 2 staff plus 1 space per 15 students	(1) Based on total number of students attending, rather than full time equivalent. (2) Adequate and safe space for pick up/set down must be provided.
	Schools	1 space per 2 staff	(1) Adequate and safe space for pick up/set down must be provided. (2) Hard play areas should be accessible for parking use on open days etc. (3) Additional parking provision permitted where facilities are used for community use.



Use Class	Description of Use	Parking Provision Maximum Standards	Notes
			(4) The assessment of parking provision will need to take account of the types of services/ uses provided at the educational establishment during the working day. (Refer to other use classes, where appropriate)
D2	Assembly and Leisure: Cinema & Conference Facilities D2 Other than Cinema, Conference Facilities & Stadia.	1 space per 5 seats 1 space per 22m ²	(1) Adequate and safe for pick up/set down must be provided, including where applicable space for coaches.
Other	Stadia	1 space per 15 seats	Coach parking should be provided & treated separately from car parking
	Theatres	1 space per 25m ²	
	Petrol Filling Station	1 space per 35m ² of sales kiosk	Workshop and other uses assessed as below.
	Vehicle Repair Garages, Tyre and Exhaust Centres	3 spaces per repair/service bay 4 spaces per MOT bay	Includes staff parking.
	Motor Vehicle Sales	1 space per 50m ² of sales display area	Visitor and staff parking must be clearly marked.
Motorcycle Parking: For all developments, (except residential developments and those where there is no on-site car parking provision proposed) provision should be made for motorcycling parking spaces equal to 3% of the number of car parking spaces required.			

General Notes to Figure 6.6:

1. Car parking spaces per square metre of gross floorspace, unless otherwise stated.
2. In mixed use development the gross floor space given over to each use should be used to calculate the overall total maximum parking figure.
3. A3 Use Class now divided into A3, A4 and A5 (Use Class (Amendment) Order 2005).

Car Parking Standards for People with Disabilities

T9 THE MINIMUM PROVISION FOR ON SITE CAR PARKING FOR PEOPLE WITH DISABILITIES IN NEW DEVELOPMENT SHOULD BE IN ACCORDANCE WITH THE SCHEDULE BELOW (FIGURE 6.7):

6.111 The availability of car parking has a major influence on the choice of means of transport. Some studies suggest that levels of parking can be more significant than levels of public transport provision in determining means of transport, even for locations very well served by public transport



Figure 6.7 Schedule to Policy T9 Minimum Standards for Car Parking Provision for People with Disabilities

Land Use	Parking Provision Minimum Standard	Notes
Shopping, leisure, recreation and other uses requiring public access and employment	In addition to and equal to 5% of the level of parking derived from the schedule attached to Policy T8.	1) Car parking spaces should be clearly identified for blue badge holders only and should be located so as to allow easy access to the building they serve. 2) A minimum of 1 space should be provided, where calculations produce a figure of less than one whole space. 3) Where development is to take place without on-site parking the availability of parking for disabled people in public/shared car parking needs to be reassessed and additional provision funded by the development if appropriate. The availability of on-street parking for disabled people may also be taken into consideration.

- 6.112** In the past car parking standards have been determined by the desire to ensure that parking provision serving a development met all the demands of car users generated by the development. Generous 'minimum' standards in turn encouraged car use, increased congestion and contributed to the decline of public transport use and services.
- 6.113** Furthermore, extensive parking areas are perceived as an inefficient use of valuable land and a constraint on achieving good urban design.
- 6.114** PPG13 (Transport) and PPG3 (Housing) now require that development plans set out "maximum" standards for broad classes of development. The introduction of "maximum" standards will encourage sustainable transport choices, promote development in locations well served by public transport, walking and cycling, reduce traffic congestion, represent a more efficient use of scarce resources and contribute to a more attractive urban form".
- 6.115** The car parking standards in Figure 6.6 are based on Appendix D and guidance in paragraphs 52-56 of PPG13 and paragraphs 59-62 of PPG3. Regard has also been made to the interim maximum parking standards in the Regional Planning Guidance for the South West (RPG10) September 2001 and the standards applied within the former Avon area and elsewhere in the country.
- 6.116** Paragraph 53 of PPG13 states that local authorities may adopt more rigorous parking standards than those set out in Annex D of the guidance, where it is considered appropriate and to set maximum standards for developments below the threshold sizes in Annex D, which reflect local circumstances. The Council has adopted the maximum standards from Annex D of PPG13, except for B1 uses over 2500m² in the allocated and



safeguarded employment sites (Policies E1 and E4) in the following locations:

- ❖ Bristol North Fringe
- ❖ Emersons Green

Large scale B1 developments are travel intensive and if on-site car parking is not restricted then this type of development could exacerbate congestion, which would be detrimental to the quality of life in these urban areas and could undermine their economic wellbeing. In these locations the Council considers that a more restricted car parking standard should apply. The justification for this is based on the Council's desire to encourage a modal shift away from the private car to more sustainable transport modes, in accordance with PPG13. The Bristol North Fringe location already possesses a level of provision for public transport and facilities for walking and cycling which is more extensive than is available elsewhere in South Gloucestershire and the Council, in both the Bristol North Fringe and Emersons Green locations, is promoting improvements to these more sustainable modes through the Local Transport Plan, which should further enhance the availability of sustainable transport modes over the Plan period. The Council is seeking to improve public transport and cycling and walking provision and would not wish to see car parking standards set at a level that would undermine the viability and or attractiveness of more sustainable modes.

- 6.117** The car parking standards in Policy T8 will be applied as maximum standards, unless the applicant can satisfactorily demonstrate (where appropriate through a Transport Assessment) that a higher level of parking is needed. In such cases the applicant should show the measures they are taking (for example in the design, location and implementation of the scheme) to minimise the need for parking (PPG13 paragraph 54).
- 6.118** However it should not be assumed that where a proposal accords with the relevant maximum parking standards it is automatically acceptable in terms of achieving the objectives of the guidance in PPG13. Proposals at locations which have good accessibility by non car modes and at locations where there is adequate public off-street or shared parking available will be expected to make provision for levels of parking below the maximum parking standards derived from Policy T8. The Council welcomes proposals for car free development, where the requirements of Policy T8 can be satisfied. The Council will expect that applicants for development with significant transport implications should show (where appropriate in a Transport Assessment) the measures they are taking to minimise the need for parking (PPG13, paragraph 55).
- 6.119** Developers will not be required to provide more off-street parking than they themselves wish, other than in exceptional circumstances which might include for example where there are significant implications for road safety which cannot be resolved through the introduction or enforcement of on-street parking controls. (Paragraph 51 of PPG13). The Council will also



encourage the shared use of parking, particularly in town centres and as part of major proposals (paragraph 51 of PPG13), so as to reduce the total space taken up by parking in development, provided that this would not result in unacceptable environmental and safety implications. On-site parking may also be reduced by the introduction of Travel Plans (see Policy T10). Where the topography of the ground allows for an appropriate design, the Council will encourage undercroft parking.

- 6.120** In accordance with paragraph 58 of PPG13, the Council welcomes proposals for the redevelopment or partial redevelopment of parking areas, where the use of the site as a car park is no longer required or there is an under use of the car park. This is subject to the proposal complying with the requirements of Policy T8 and the other relevant policies of the Plan. In the case of the partial redevelopment of a car park it will also be necessary to ensure that the remaining parking area is adequate to cater for the needs of the current associated use, without leading to road safety and environmental problems.
- 6.121** The Council acknowledges that the application of maximum parking standards can, in certain circumstances, lead to on-street parking creating safety and access problems and adverse environmental impacts. Where it is considered that unacceptable on-street car parking will result from a proposal, the Council may require the development to contribute to the cost of introducing parking controls or other management measures to overcome the problem, in accordance with the provisions of Circular 1/97.
- 6.122** As part of the South Gloucestershire Local Transport Plan the Council is to prepare a Parking Strategy in 2002. The Strategy will consider:
- ❖ the level of public parking;
 - ❖ the balance between short and long stay spaces;
 - ❖ charging; and
 - ❖ the relationship with the economic regeneration objectives for the Council's town centres

For progress on the Parking Strategy see subsequent Local Transport Plan Annual Progress Reports.

- 6.123** It is recognised that at present public transport is not adequate to meet the needs of many people with disabilities and for some people with disabilities there is no substitute for the private car. Policy T9 defines minimum standards of parking, to be provided within new development, for people with disabilities. These standards are in addition to the levels of parking derived from the schedule attached to Policy T8.
- 6.124** For all developments (except residential developments and those where there is no on-site car parking provision proposed) provision should be made for motorcycling parking spaces equal to 3% of the number of car parking spaces required (see Schedule attached to Policy T8).



- 6.125** Policy T7 defines minimum standards for cycle parking and provides design guidance for cycle parking.
- 6.126** Policy T12 Criterion (G) ensures the provision, in commercial developments, of adequate on-site loading, unloading and waiting facilities and paragraph 6.155 provides guidance on how to achieve this requirement.

Implementation:

Developers and through Development Control.

Travel Plans

- T10** WHERE PROPOSALS FOR DEVELOPMENT ARE LIKELY TO HAVE SIGNIFICANT TRANSPORT IMPLICATIONS PLANNING CONDITIONS WILL BE IMPOSED OR AN AGREEMENT, UNDER SECTION 106 OF THE TOWN & COUNTRY PLANNING ACT 1990, WILL BE SOUGHT FOR THE DEVELOPER/SUBSEQUENT OCCUPIERS OF MAJOR COMMERCIAL AND SERVICE DEVELOPMENTS, INCLUDING EDUCATIONAL ESTABLISHMENTS, TO ADOPT TRAVEL PLANS AIMED AT REDUCING CAR USE, TO AND FROM THESE SITES, AND DELIVERING OTHER SUSTAINABLE TRANSPORT OBJECTIVES.

THE CONTENT OF THE TRAVEL PLAN WILL DEPEND ON THE NEED ARISING FROM THE DEVELOPMENT AND BE RELATED IN SCALE AND KIND TO THE DEVELOPMENT.

- 6.127** The Council will promote the use of travel plans, by encouraging existing users of premises to voluntarily adopt such plans. Where new development is proposed (including changes of use) the Council will consider, in appropriate circumstances, the use of planning conditions or seek planning obligations to make some or all of a travel plan binding (Paragraph 91 of PPG13).
- 6.128** The aim of travel plans is to deliver sustainable transport objectives, including:
- ❖ reductions in car usage (particularly single occupancy journeys) and increased use of public transport, walking and cycling;
 - ❖ reduced traffic speeds and improved road safety and personal security particularly for pedestrians and cyclists; and
 - ❖ more environmentally friendly delivery and freight movements, including home delivery services (Paragraph 88 of PPG13).
- 6.129** The Council, in accordance with paragraph 89 of PPG13, considers that travel plans should be submitted alongside planning applications which are likely to have significant transport implications, including those :



- ❖ for all major developments comprising jobs, shopping, leisure and services (threshold sizes for those land uses identified in PPG13 Annex D are set out in Figure 6.8 below);
- ❖ for smaller developments comprising jobs, shopping, leisure and services which would generate significant amounts of travel in, or near to, air quality management areas and in other locations where there are local initiatives or targets set out in the Development Plan or Local Transport Plan for the reduction of road traffic, or the promotion of public transport, walking and cycling. This particularly applies to offices, industry, health and education uses;
- ❖ for new and expanded school facilities which should be accompanied by a school travel plan which promotes safe cycle and walking routes, restricts parking and car access at and around schools, and includes on site changing and cycle storage facilities;
- ❖ where a travel plan would help address a particular local traffic problem associated with a planning application, which might otherwise have to be refused on local traffic grounds.

Figure 6.8 Threshold Sizes of Development To Which Policy T10 Will Apply

Food Retail	1,000m ²
Non Food Retail	1,000m ²
Cinemas and Conference Facilities	1,000m ²
D2 Other than cinemas, conference facilities and stadia	1,000m ²
B1 Including Offices	2,500m ²
Higher and Further Education	2,500m ²
Stadia	1,500 seats

Note:

Gross floorspace applicable

Table derived from PPG13 Annex D

6.130 Travel plans should have measurable outputs, which should complement targets in the South Gloucestershire Local Transport Plan for the use of more sustainable modes of transport, such as cycling, walking and public transport and for the reduction of car use. In accordance with Circular 1/97 “Planning Obligations”, the content of a travel plan will depend on the need arising from the development and be related in scale and kind to the development. Travel plans to be submitted alongside a planning application should be worked up in consultation with the Council and local transport providers. A two-stage approach may be adopted, with a broad or strategic travel plan being submitted with an outline application and a full travel plan accompanying a detailed or reserved matters application.



Travel plans will also provide a means of raising awareness of the shared responsibility for the environment and road safety.

- 6.131** Travel plans could include, for example, the introduction of teleworking, working from home, flexible working hours or compressed working weeks, car sharing and pooling, home delivery services, subsidised use of public transport, dedicated bus services, facilities for cyclists, walkers and motorcyclists and the introduction of a local purchasing policy.
- 6.132** Paragraph 90 of PPG13 states that travel plans should include arrangements for enforcement in the event that agreed objectives are not met. The Council will therefore seek, by the use of planning conditions, or through agreement with the developer:
- ❖ the funding and the undertaking of an annual travel survey at the premises, to ensure that targets for reduction of car use are being achieved, and that employees (not allocated on-site parking) and visitors are not parking on-street in the vicinity of the development; and
 - ❖ if on-street employee and visitor parking associated with the development is identified, the occupier of the premises will provide funding for parking control in the vicinity of the development.
- 6.133** The Council has published the document "A Guide to Green Transport Plans" 1999, which provides information on how to prepare a travel plan, and the benefits arising from the implementation of such a plan. The document also includes examples of local good practice and source of further information and guidance. This document is available free of charge from the Council. Further information is also available in the South Gloucestershire Local Transport Plan, July 2000 and subsequent Annual Progress Reports.

Implementation:

Developers.

Reducing the Adverse Impact of Motor Vehicle Use

Traffic Management Proposals

- T11 TRAFFIC MANAGEMENT PROPOSALS WILL BE IMPLEMENTED WHERE THEY WILL:**
- A. IMPROVE ENVIRONMENTAL CONDITIONS;**
 - B. SUPPORT WALKING, CYCLING AND THE USE OF PUBLIC TRANSPORT;**
 - C. IMPROVE ROAD SAFETY.**



- 6.134** South Gloucestershire Council will pursue a range of measures designed to reduce the undesirable effects of motor traffic on the environment in terms of air quality, noise and vibration, and to support the Council's objective of encouraging walking, cycling and the use of public transport. A primary objective of all these schemes will continue to be the improvement of road safety and the reduction of personal injuries and accidents. The Council will seek to ensure that traffic management proposals co-ordinate with the transport policies and proposals of neighbouring authorities.
- 6.135** South Gloucestershire Council's five Area Working Forums will be involved in considering the need for traffic management schemes and their detailed planning. Traffic management proposals, improvements to assist pedestrians and traffic speed restraint schemes are assessed annually and new schemes may be identified. The implementation of these schemes will be on a priority basis and will be dependent on the availability of resources. Up-to-date information on which schemes are being investigated and which schemes are to be implemented can be obtained from the Council.
- 6.136** The Environment Act 1995 requires local authorities to identify areas where national air quality objectives are not met or are at risk and designate such areas as Local Air Quality Management Areas (LAQMAs). See paragraph 4.176. The Council will investigate whether the introduction of a traffic management scheme, complying with Policy T11, would contribute to achieving improvements in air quality.
- 6.137** The Council will also implement schemes to restrict traffic speeds in order to improve living conditions and improve road safety, such as "speed limit gateways", the use of speed restriction technology (cameras and electronic speed signs), traffic calming techniques and the provision of anti-skid surfacing. Where appropriate the Council will consider the use of sound reducing highway surface materials.
- 6.138** The Council is seeking to introduce a pilot scheme for "Quiet Lanes" in Westerleigh Parish, which will include traffic calming measures, e.g. the designation of 20/30mph routes in accordance with Department for Transport criteria and guidelines. The involvement of Parish Councils, the local community and other interested groups is essential. Where appropriate traffic management schemes will be introduced to facilitate "Safer Routes to Schools" and "Home Zones".
- 6.139** There are a number of proposed schemes for the management of traffic and pedestrian improvements in the town centres (see Policies RT1, RT2, RT3 and RT4).
- 6.140** The Council will require traffic calming/traffic management measures to be provided where improved road safety and environmental enhancements are required as the result of new development (see Policy T12). In the case of residential development this will include identifying appropriate walking/cycling routes to local schools.



Implementation and Monitoring:

South Gloucestershire Council and private developers as appropriate, through the continual review of the task list of traffic management schemes.

Integrating Transport with Planned Development

6.141 The locational strategy and the development of existing commitments will need to be supported by investment in appropriate improvements to the transport network, with due consideration being given to modes of transport other than the car (see Policies T1-T7). New development will only be permitted if the transportation demands it generates can be satisfactorily accommodated.

Road Schemes

6.142 A review of the major proposed road schemes for South Gloucestershire was undertaken in conjunction with the preparation of the provisional South Gloucestershire Local Transport Plan, within the context of new Government transport policy, emerging Regional, Structure and Local Plan policy and the Local Transport Plan objectives and strategy. As a result of this review the following major road schemes are no longer to be pursued, as either the original justification for the road no longer applies or the transport objective can be met by some alternative travel mode or combination of travel modes:

- ❖ the Winterbourne By-pass (north and south);
- ❖ the M4 Junction 18A and Link Road to the A4174 (Avon Ring Road);
- ❖ Stover Link Road;
- ❖ Westerleigh Common Link Road;
- ❖ the second carriageway to the Yate Primary Distributor;
- ❖ the second carriageway to the Bradley Stoke Distributor;
- ❖ the dualling of the B4057, Stoke Gifford;
- ❖ the Easter Compton By-pass; and
- ❖ the Wickwar By-pass.

The Greater Bristol Strategic Transport Study (see paragraph 6.45) is looking at the future of all modes of transport into and around the Bristol sub region over the next 10-15 years and up to 30 years into the future. The study is expected to report in December 2005.



Northfield Link Road

6.143 In conjunction with the mixed use development at Northfield, Filton Airfield, Patchway (see Policy M1) it is proposed to construct a link road connecting the A38 Gloucester Road with the Highwood Lane/Highwood Road roundabout. This new route is required in order to allow for improvements along Highwood Road, for bus priority, the safeguarded high quality public transport route (Policy T3) and measures to minimise the segregating effect of Highwood Road (see para. 8.78). The precise alignment and design of this road has not yet been determined. Therefore there is insufficient information to enable this scheme to be included in a safeguarding policy in the Local Plan, and to be shown on the Proposals Map.

The Severnside/Avonmouth Area

6.144 Current analysis indicates that an acceptable and comprehensive development at Severnside/Avonmouth will require three major road schemes (see paragraph 7.35), together with local road improvements.

Transportation Development Control Policy for New Development

- T12 NEW DEVELOPMENT WILL BE PERMITTED PROVIDED THAT IN TERMS OF TRANSPORTATION THE PROPOSAL:**
- A. PROVIDES ADEQUATE SAFE, CONVENIENT, ATTRACTIVE AND SECURE ACCESS AND FACILITIES FOR PEDESTRIANS, CYCLISTS, AND PEOPLE WITH DISABILITIES; AND**
 - B. PROVIDES SAFE ACCESS CAPABLE OF ACCOMMODATING THE MOTORISED TRAFFIC GENERATED BY THE PROPOSAL; AND**
 - C. WOULD NOT CREATE OR UNACCEPTABLY EXACERBATE TRAFFIC CONGESTION, OR HAVE AN UNACCEPTABLE EFFECT ON ROAD, PEDESTRIAN AND CYCLIST SAFETY; AND**
 - D. WOULD NOT GENERATE TRAFFIC WHICH WOULD UNACCEPTABLY AFFECT RESIDENTIAL AMENITY OR OTHER ENVIRONMENTALLY SENSITIVE AREAS IN TERMS OF NOISE, VIBRATION AND AIR QUALITY; AND**
 - E. INCORPORATES TRAFFIC MANAGEMENT/CALMING MEASURES WHERE IMPROVED SAFETY AND ENVIRONMENTAL ENHANCEMENT ARE REQUIRED AS A RESULT OF THE DEVELOPMENT; AND**
 - F. PROVIDES FOR OR CONTRIBUTES TO PUBLIC TRANSPORT AND PEDESTRIAN AND CYCLE LINKS - THE EXTENT OF PROVISION OR CONTRIBUTION WILL BE DETERMINED BY THE NEED ARISING FROM THE DEVELOPMENT AND WILL BE RELATED IN SCALE AND KIND TO THE DEVELOPMENT; AND**



- G. IN COMMERCIAL DEVELOPMENTS, PROVIDES FOR SAFE, SECURE AND CONVENIENT ON-SITE LOADING, UNLOADING AND WAITING FACILITIES; AND
 - H. PROVIDES FOR OR DOES NOT OBSTRUCT EXISTING EMERGENCY VEHICLE ACCESS.
- 6.145** When determining proposals for new development the Council will require the above criteria to be satisfied. This is to ensure that new development makes adequate, safe and appropriate provision for the transportation demands which it will create, in accordance with the objectives of the Local Plan, and minimises the adverse impact of motorised traffic.
- 6.146** Where developments will have significant transport implications Transport Assessments will be required to accompany the relevant planning applications for development, in accordance with PPG13 (paragraph 23). Developers should hold early discussions with the Council, in order to clarify whether proposals are likely to be acceptable in transport terms and to “scope” the requirements of any Transport Assessment.
- 6.147** The coverage and detail of the Transport Assessment should reflect the scale of the development and the extent of the transport implications of the proposal. Transport assessments for small schemes should outline the transport aspects of the application. For major proposals the transport aspects of the application should illustrate accessibility to the site by all modes and the likely modal split of journeys to and from the site. It should also give details of proposed measures to improve access by public transport, walking and cycling, to reduce the need for parking associated with the proposals and to mitigate transport impacts. Where appropriate, a travel plan (see Policy T10) should be included. (PPG13 para23.)
- 6.148** Transport Assessments will assist in achieving the requirements of Policy T12 and provide a basis for negotiation on details of the scheme, such as the level of parking, the siting of buildings and entrances and the need for further measures to improve access arrangements to the site. (PPG13 para 24.)
- 6.149** The Regional Planning Guidance for the South West (RPG10) September 2001, contains Interim Transport Accessibility Criteria. Accessibility criteria should be used to assess new development and can also indicate where improvements are likely to be needed to the accessibility of existing development. At present the approach has not yet been fully developed and the interim target distances have not yet been rigorously tested at the local level. In these circumstances it is the Council’s intention to incorporate accessibility criteria into future planning guidance.
- 6.150** It may be necessary for developers to fund highway and/or other transport measures to ensure that development can proceed without damage to environmental conditions and safety.



- 6.151** Development on allocated mixed use, residential and employment sites in the North Fringe, at Emersons Green and Hortham Hospital will be expected to contribute to the comprehensive package of transport measures set out in Figure 8.2 and diagrammatically illustrated in Figure 8.3, in accordance with the need arising from the development and related in scale and kind to the development.
- 6.152** In considering the design of developments the Council will have regard to the DETR document "Places Streets and Movement: A Companion Guide to Design Bulletin 32 (Residential Roads and Footpaths)". PPG13 states that the approach set out in this document should be applied generally and not just in residential areas. Reference should also be made to "Better Places To Live By Design: A Companion Guide To PPG13", published by ODPM. Policy D1 (Design) and Policy T6 (Cycling and Walking) will also apply. Additional guidance can be found in the "Walking and Cycling Strategies for South Gloucestershire, July 2000".
- 6.153 Criterion (E)** - Where development may result in adverse environmental conditions, outside the development site, for example excessive volumes of traffic or unacceptable on street parking, traffic management/traffic calming measures, may be required by the Council to mitigate these undesirable effects, including the introduction of "Quiet Lanes" and "Home Zones". The introduction of speed restrictions and parking restrictions may also be required. The Council may specify lorry routing through a planning condition or seek to agree lorry routing through a Section 106 Agreement, in order to make a proposal acceptable. The Council may require the design and layout of new developments (such as residential, leisure and retail developments) to incorporate traffic management/traffic calming for safety reasons and to enhance the quality of life.
- 6.154 Criterion (F)** seeks to ensure that new development provides or contributes towards the provision of public transport and pedestrian and cycle links, which the Council believes are essential and meet the aim of providing alternative transport modes to the private car. This could include, for example, the provision of cycleways, pedestrian routes, bridleways and associated facilities, such as highway crossings, cycle stands, bus shelters and facilities for disabled people. The Council will seek to ensure that where desirable and appropriate new pedestrian and cycle links are created to existing facilities such as shops, schools, places of employment, recreation and leisure, transport interchanges and the existing Public Rights of Way network. In relation to public transport the Council may require, for example, land reservations for rapid transit routes, the provision of bus lanes, bus priority measures and facilities. In addition, the Council may seek contributions towards schemes which discourage car use and encourage less environmentally damaging modes, such as multi-modal interchange sites, public transport proposals and "Safer Routes to Schools". In accordance with Circular 1/97 "Planning Obligations" (paragraph B14) the Council may seek contributions for revenue support of public transport services for a limited period and at a maximum cost.



Contributions towards transport improvements may in some circumstances be applied across local authority boundaries. The extent of provision and contributions which may be sought by the Council will be determined by the need arising directly from the proposed development and be related in scale and kind to the development in accordance with the guidance in Circular 1/97 "Planning Obligations".

- 6.155 Criterion (G)** - Lack of adequate well-located servicing space leads to loading/ unloading and waiting within the highway and a consequent increase in congestion and safety hazards. It is therefore essential that developments make on-site provision for servicing, delivery, turning and the parking of vehicles waiting to load or unload, to ensure that no obstruction or difficulty takes place on the public highway. The Council will have regard to the Freight Transport Association's document, "Designing for Deliveries", August 1998.
- 6.156** Transport infrastructure proposals (new schemes and improvement schemes) will be assessed against Policies T12, L1 and D1 (Design).
- 6.157** The parking requirements of new development will be determined in accordance with Policy T8 (car parking), Policy T7 (cycle parking) and Policy T9 (car parking standards for people with disabilities).
- 6.158** The Council will seek to negotiate Travel Plans for new development, in accordance with Policy T10.
- 6.159** See also Policy T6 (cycle/pedestrian routes).

Implementation:

Developers and through Development Control.

Improving National and International Links

- 6.160** For the development and maintenance of a successful economy in South Gloucestershire, good transport links to markets both in Britain and abroad are necessary. In addition, major routes pass through South Gloucestershire.
- 6.161** However, the Council is concerned that in the future emphasis should be placed on improving those national and international links which are used by the least environmentally harmful transport modes.
- 6.162** The Council supports the early introduction of convenient links to Eurostar trains, to improve travel links with the continent, and the rail freight TENS network.
- 6.163** The South West Multi Modal Study (SWARMMS) reported in May 2002, and contains an overall strategy for the improvement of strategic transport links



between London, Bristol and the South West. In its final form the strategy may influence the allocation by Government of resources for expenditure on transport. Unfortunately the strategy insofar as it relates to the Greater Bristol area remains incomplete and is the subject of a further study (The Greater Bristol Strategic Transport Study), which is expected to report in December 2005. Pending completion of the Study and decisions on the Study outcomes there will continue to be an element of uncertainty over the overall package of rail, bus and road improvements to be introduced to address the problems of this city region. Reactions from the Strategic Rail Authority, however, currently indicate that the proposals for rail are unrealistic in view of the resources available to them.

- 6.164** "A New Deal for Trunk Roads" (July 1998) proposed that the M32 south of Junction 1, and the A46 from the M4 southwards, be detrunked. A final decision on the classification of the A46 will be made in the context of the decisions, which are to be made in relation to the result of the studies into the A46/A36/A350 corridors.
- 6.165** The Highways Agency has funded "The M32 Designated Lanes Study," which reported in September 2001. The Study concluded that it would be feasible, subject to the need to meet safety concerns, to permit buses to use the hard shoulder southbound and northbound between Junctions 1 and 2 of the M32.
- 6.166** The principle of a new junction on the M49, serving the large scale employment development at Severnside (see Policies E2 and E4) and Avonmouth (in the Bristol administrative area), was agreed at the Parliamentary Hearing into the Severn Bridges Bill and forms part of the proposals in Policy 14 of the Joint Replacement Structure Plan. (See paragraph 7.35)

Motorway Service Areas

- T13** A PROPOSAL FOR A MOTORWAY SERVICE AREA (MSA) AT AN INTERVAL CLOSER THAN THIRTY MILES FROM AN EXISTING MSA WILL ONLY BE PERMITTED IF IT CAN BE JUSTIFIED ON THE GROUNDS OF EXCEPTIONAL NEED AND SAFETY, AND WHEN:
- A.** IT WOULD NOT HAVE UNACCEPTABLE EFFECTS ON THE AMENITIES OF LOCAL RESIDENTS AND THE SURROUNDING AREA IN TERMS OF VISUAL INTRUSION, NOISE, AIR QUALITY AND NIGHT TIME VISUAL POLLUTION; AND
 - B.** IT WOULD NOT HAVE UNACCEPTABLE TRANSPORTATION EFFECTS, PARTICULARLY ON HIGHWAY SAFETY; AND
 - C.** IT WOULD NOT HAVE ANY OTHER UNACCEPTABLE ENVIRONMENTAL EFFECTS.



- 6.167** A statement from the then Minister of Roads, Lord Whitty, on 31 July 1998, confirmed that the Government now intends to apply a policy based on the provision of Motorway Service Areas (MSAs) approximately every thirty miles (48.3Km), in order to provide drivers with adequate opportunity to stop and rest. Services at closer intervals would not be ruled out completely, but they would only be approved where they can be justified on the grounds of exceptional need and safety. In determining planning applications the Council would consider the needs and safety of motorway users, bearing in mind the proximity of existing MSAs, and weigh this against other material considerations.
- 6.168** A substantial proportion of the land through which the motorways pass in South Gloucestershire is within the Green Belt. In line with PPG2 (paragraph 3.1) approval would not be given for a Motorway Service Area within the Green Belt except in very special circumstances.
- 6.169** To avoid unacceptable intrusion into the countryside and other areas, the impact of the proposal in terms of its scale, density, massing, height, landscaping, lighting, layout, access would need to be assessed in relation to its effect on the character and diversity of the surrounding landscape and its features, including those of nature conservation and heritage interest. The design of a MSA would also be considered in relation to Policy D1 and Policy L1.
- 6.170** In addition it would be necessary to ensure that the amenities of residents and the surrounding area are not unacceptably harmed. In this context the effects on air quality, noise levels and night time visual pollution will be considered.
- 6.171** MSA proposals will need to ensure that highway safety is not prejudiced. This applies not only to motorway safety, but also to safety on local roads in the vicinity, and in this regard, there would be a general presumption against proposals which would allow vehicle access to the local road network.

Implementation:

Development Control and developers.



Filton Airfield

- T14** PROPOSALS FOR COMMERCIAL AIR PASSENGER SERVICES OR COMMERCIAL AIR FREIGHT SERVICES AND ASSOCIATED DEVELOPMENT AT FILTON AIRFIELD WILL NOT BE PERMITTED UNLESS THE PROPOSALS WOULD NOT:
- A. PREJUDICE THE AMENITIES OF RESIDENTS; AND
 - B. HAVE UNACCEPTABLE ENVIRONMENTAL EFFECTS; AND
 - C. HAVE UNACCEPTABLE TRANSPORTATION EFFECTS; AND THERE IS A PROVEN NEED FOR THE DEVELOPMENT, WHICH COULD NOT BE SATISFACTORILY ACCOMMODATED ELSEWHERE.

6.172 The Structure Plan identifies Bristol International Airport as the most appropriate facility for meeting air transport requirements in the sub-region and the surrounding area. The Council supports this and will co-operate where appropriate with projects to improve its accessibility.

6.173 Policy T14 identifies the tests of harm which will be considered should an application be submitted for commercial air passenger or commercial air freight services at Filton Airfield. The airfield is located close to extensive areas of residential development and any proposal will need to be assessed against policies in the Environment Chapter, in particular those policies relating to noise, vibration and air quality. Proposals will also need to be considered against the policies in the Transport Chapter. In particular the airfield is located in a heavily trafficked area, and proposals will need to ensure that traffic congestion will not result and that the requirements of Policy T12 (Transport Requirements for New Developments) are fulfilled. The policy also requires that need for the development is proved and that this need cannot be satisfactorily accommodated elsewhere. The need for the development is defined as the need (quantitative and qualitative) arising in the public interest, which is a valid land use consideration and not need arising from commercial considerations. In assessing whether the need could be satisfactorily accommodated elsewhere the Council will consider Structure Plan policy, the South West Regional Guidance and Government policy on Air Transport. Proposals for any other types of air services requiring planning permission will also be considered against this policy and all other relevant policies in the Plan.

6.174 Policy E5 seeks to prevent development which would prejudice the authorised operations at Filton Airfield.

Implementation:

Development Control.

Chapter 7

The Economy



	Page
E1 Proposals for Employment Development and Mixed Use Schemes including Employment Development	164
E2 Severnside	166
E3 Criteria for Assessing Proposals for Employment Development within the Urban Area and Defined Settlement Boundaries and / or Permitted by Policies E4/E6/E7.	171
E4 Safeguarded Employment Areas	174
E5 Filton Airfield Safeguarding	177
E6 Employment Development in the Countryside	178
E7 Conversion and Re-use of Rural Buildings	179
E8 Farm Diversification	180
E9 Agricultural Development	181
E10 Horse Related Development	183
E11 Tourism	184



Chapter 7 The Economy

Introduction

- 7.1** This section of the Plan sets out the Council's policies and proposals which relate to economic development.

Aim

- 7.2** The overall aim is to maintain and enhance the local economy and increase employment opportunities where to do so is sustainable and improves the quality of life for those who live and work in South Gloucestershire.

Structure Plan

- 7.3** The Locational Strategy in the Structure Plan seeks to secure a more balanced pattern of housing and employment uses across the Structure Plan area by restraining the expansion of employment uses in the North Fringe by diversifying development on existing land commitments, particularly providing for more housing, and restricting new employment allocations. It also seeks to realise the economic development potential of the key strategic locations at Avonmouth/Sevenside and Emersons Green, by means of a comprehensive and integrated approach to development at each location in conjunction with the provision of transport infrastructure, facilities for public transport services and the environmental framework (Structure Plan Policy 2).

Objectives

- 7.4** The Local Plan objectives in respect of the economy are:
1. To identify sufficient land capable of accommodating new business, industrial and warehousing uses in the period to 2011 to meet Structure Plan requirements and enable existing businesses to expand.
 2. To locate new employment development in locations which are capable of helping to reduce reliance on the private car for journeys to work and which minimise adverse environmental impact.
 3. To ensure that within this overall provision there is an adequate mix of employment uses in order to cater for a range of local employment needs and reduce the local economy's dependence for prosperity on any one particular sector.
 4. To ensure high environmental standards in new development and to maintain and enhance environmental quality in established employment areas in terms of function, appearance, security, safety and overall amenity, including impact on adjoining residential areas.



5. To ensure the beneficial reuse of vacant former employment land which is surplus to requirements in a manner which is consistent with the concept of sustainable development.
6. To sustain and enhance a healthy and diverse rural economy.
7. To encourage sustainable tourism development.

7.5 These objectives have been prepared in the general context indicated by the Structure Plan, while having regard also to government planning policy guidance, particularly that relating to general planning principles and industrial and commercial development and small firms (PPS1 'Delivering Sustainable Development', PPG 4 'Industrial and Commercial Development and Small Firms', PPS7 'Sustainable Development in Rural Areas' and RPG10 'Regional Planning Guidance for the South West') and to public consultation carried out on this Local Plan.

7.6 In accordance with the Locational Strategy, the Council has reviewed previous employment allocations, particularly those in the North Fringe. As a consequence, it has reallocated land which is considered suitable for residential development, while safeguarding a range of existing employment areas throughout South Gloucestershire which it considers are capable of continuing to offer accommodation for employment in preference to other uses. Severnside and Emersons Green are also confirmed as key strategic locations for further employment development.

7.7 It is important to emphasise that this review is not intended to be at the expense of the economic health of the area. Although the Council is looking to achieve a slowdown in the rate of development and a greater mix of uses, major opportunities for job creation will remain which, over the period of this Plan, should ensure that the Bristol North Fringe continues to play a key role in achieving economic growth and prosperity in the Bristol area and region.

7.8 The South Gloucestershire Community Strategy adopted in March 2003 seeks to encourage and support local businesses and to make sure that the benefits of economic growth are shared. Specific aims include encouraging existing businesses to stay in the area and to grow, encouraging the development and growth of new and starter businesses and providing job opportunities to meet the needs of the local workforce. At the sub-regional level the vision adopted by the West of England Partnership supports high levels of growth in the economy linked to a better distribution of economic opportunity across the sub-region.

Background

7.9 South Gloucestershire has the largest concentration of employment land in the South West Region, contains a number of employment sites of national significance and has played a vital role in the economy of the Structure Plan area. In general, South Gloucestershire has performed relatively well



when compared with the national economy due to the presence of: growth industries; a skilled workforce; and a favourable geographic position with good communications. However, this overall picture obscures significant structural employment and economic changes that have occurred across the area since the early 1980s. The following introductory text provides a brief summary of the current forces helping to shape the South Gloucestershire economy.

Economic Context

- 7.10** In the ten year period 1991 to 2001 the number of people recorded as economically active in the area now administered by South Gloucestershire increased by 10% to 131,333 (2001 Census). Of those employed in the week before the Census, some 59% lived and worked in the District, with a further 29% working in Bristol and 7% travelling to work outside the structure plan area (2001 Census, Origin and Destination Statistics).
- 7.11** At April 2004, 1.0% of the working population in South Gloucestershire were recorded as out of work (unemployment claimants). This compares with a figure of 1.6% for the former Avon area, 1.5% for the South West Region and 2.5% for Great Britain as a whole. Figure 7.1 below shows how unemployment rates have altered in the eight year period since 1996.

Figure 7.1 - Unemployment Rates 1996 - 2004

	Great Britain	South West	Former Avon	South Glos Area
April 1996	7.4	6.3	6.5	4.6
April 1998	4.6	3.5	3.1	1.6
April 2000	3.7	2.6	2.3	1.4
April 2002	3.2	2.1	1.9	1.2
April 2003	2.7	1.7	1.7	1.1
April 2004	2.5	1.5	1.6	1.0

Source: Employment Service: "Claimant Unemployment By South West Travel-To-Work Areas and Counties – accessed via NOMIS Crown Copyright.

- 7.12** This healthy employment picture is reflected across the whole of South Gloucestershire with only minor variations in levels of recorded unemployed. The ward-level unemployment data for April 2004 (NOMIS) reveals that the wards of Bradley Stoke Baileys Court, Charfield and Thornbury North had the lowest unemployment figures of 0.4%, 0.5% and 0.6% respectively, while Staple Hill with 2.3% recorded the highest rate.



7.13 Reviewing trend figures over the period 1991-2002 shows that overall the number of manufacturing jobs in South Gloucestershire since 1991 has fallen by approximately 34%, while the number of jobs in the financial and the transport and communications sectors has increased from 9,900 to 18,900 and 3,800 to 10,000 respectively. Figure 7.2 shows in more detail how employees in employment by division has changed between 1991 – 2002.

Figure 7.2 - South Gloucestershire Employees in Employment 1991 - 2002

Industrial Division	1991	1993	1996	2000	2002	% Change 1991-2002
Agricultural, Fishing, Energy & Water	1,700	1,800	1,500	1,900	1,300	-23.5
Manufacturing	25,200	28,400	22,800	16,900	16,600	-34.1
Construction	4,100	3,300	4,200	5,300	7,400	+80.5
Distribution, Hotels, Catering	16,400	17,300	21,500	27,900	30,600	+86.6
Transport and Communications	3,800	3,600	9,500	9,400	10,000	+163.1
Banking, Finance, Insurance	9,900	11,000	17,100	17,100	18,900	+90.9
Public Administration, Education & Health	16,600	16,000	25,100	27,000	27,800	+67.5
Other Service Industries	1,800	2,300	3,200	2,700	3,300	+83.3
Total Workforce	79,500	83,700	105,100	108,200	116,000	+45.9

Source: Office for National Statistics (NOMIS) Crown Copyright South Gloucestershire Council. (All numbers rounded to the nearest hundred).

The Local Economy

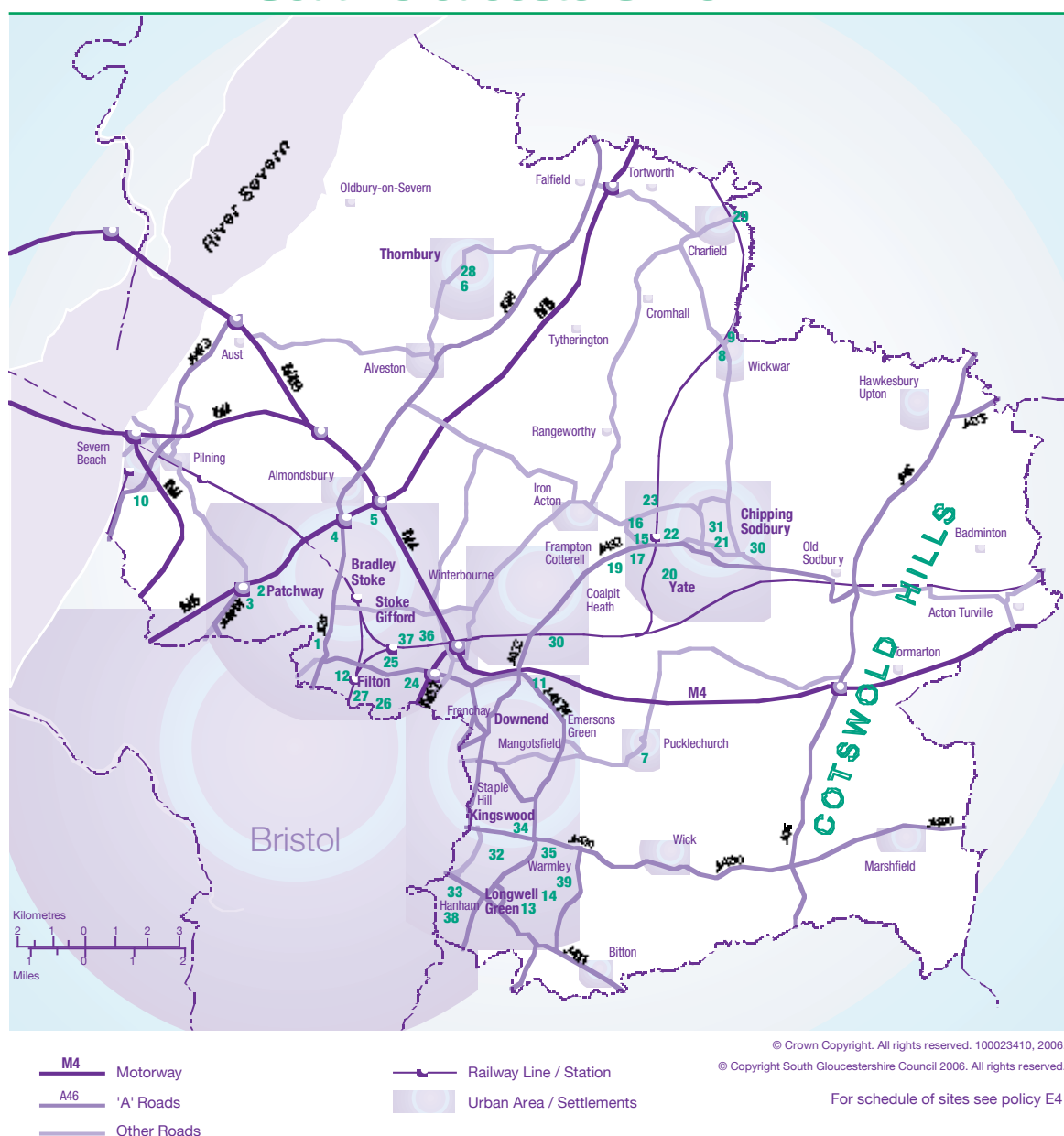
7.14 The area is comprised of a number of diverse sub-economies ranging from long established and traditional manufacturing and agricultural areas to modern business parks focusing on financial services, high technology and research and development activities. Figure 7.3 illustrates the economic centres that comprise the business community of South Gloucestershire.

7.15 Until recently the economy of this area was dominated by the aerospace and aircraft manufacturing industries, located around Patchway and Filton, which provide a significant contribution to manufacturing activity in the area. However, a matter of serious concern has been the significant decline in the number of jobs at British Aerospace and Rolls Royce. It is estimated that 7,100 jobs have been lost since 1990, with the total number of persons employed by British Aerospace and Rolls Royce falling to 9,600 by October 2001.



7.16 In quantitative terms, this decline has been more than compensated for by the rapid and substantial growth in office jobs, many of which are related to the financial sector. These are located mainly in the new business parks at Aztec West, Almondsbury Park, and south of Parkway Station, which have attracted some 15,000 jobs since the late 1980s. In recent years, the local economy has been strengthened with several major office relocations including AXA Sun Life to Parkway Business Park (2,000 jobs); the co-location of the MoD Procurement Executive and Naval Support Command at Abbey Wood (6,500 jobs); the telecommunication company Orange at Bradley Stoke (2,000 jobs); the Royal Mail at Filton (1,200 jobs); and the Cribbs Causeway Regional Shopping Centre (4,200 jobs).

Figure 7.3 Main Centres of Employment within South Gloucestershire





- 7.17** The South Gloucestershire economy has also benefited from the continued expansion of higher education. The University of the West of England at Coldharbour Lane is now a major employer and a significant contributor to the local economy.
- 7.18** However, this pattern of economic change has not been distributed evenly across the District. While some areas have grown very fast, others have experienced significant losses in job numbers. The changes in the urban areas of Kingswood must be set within this context, with the area performing less well than its neighbouring areas. In the period 1981 – 91 the Kingswood area grew by only 3.6% (700 jobs) performing below levels experienced across the former County as a whole (8.4%), and less well than the South West region (10.9%). Since the early 1990s the area has undergone further closures, rationalisation programmes and relocations leading to the further loss of many manufacturing jobs (Baker Associates' Study of Hanham Road Employment Area – 1996).
- 7.19** In the Yate area there has also been a significant, if smaller change in the structure of the local economy as some of the major manufacturing firms have declined or closed during the 1980s e.g. Newman Industries. New employment development at the Westerleigh Business Park has partly compensated for these job losses.

The Supply and Demand for Employment Land

- 7.20** South Gloucestershire currently has about 152.6ha of employment land available for development (See Figure 7.4 below and Appendix 11 Employment Land Availability April 2004). Monitoring indicates that in the last 15 years, the take up of new sites for general industrial and distribution uses (B1(b) and B1(c) and B2/B8) in South Gloucestershire averaged 8.27ha per annum, while new office floor space completions (B1(a)) averaged 8.54ha (30,477 Sq.m) per annum. Figure 7.5 shows this information in more detail (South Gloucestershire Employment Land Availability Survey – April 2004).



**Figure 7.4 Supply of Employment Land
(April 2004)**

Land allocated under Policy E1*	61.50 ha
Remaining land available within Safeguarded Employment Sites (Policy E4) (Excluding land at Severnside)	48.25 ha
Severnside (Policy E2)**	33.16 ha
Land with planning permission (Not yet safeguarded)	9.70 ha
Total Supply of Employment Land	152.61ha

Source: South Gloucestershire ELAS 2004 (amended to reflect Local Plan Inspector's recommendations)

* Excludes that part of Emersons Green East safeguarded for development beyond the plan period.

** Land remaining under the WAP1 planning permission.

**Figure 7.5 Take up of Industrial Land and Office
Space 1989 - 2004**

Sub-Area	Industrial Land (ha)		Office Floor Space (ha)	
	Total	Per Annum	Total	Per Annum
Kingswood	24.52	1.63	3.29	0.22
North Fringe	29.50	1.97	120.48	8.03
Thornbury, Yate & Chipping Sodbury	31.27	2.08	3.87	0.26
Other	38.82	2.59	0.50	0.03
South Gloucestershire	124.11	8.27	128.14	8.54

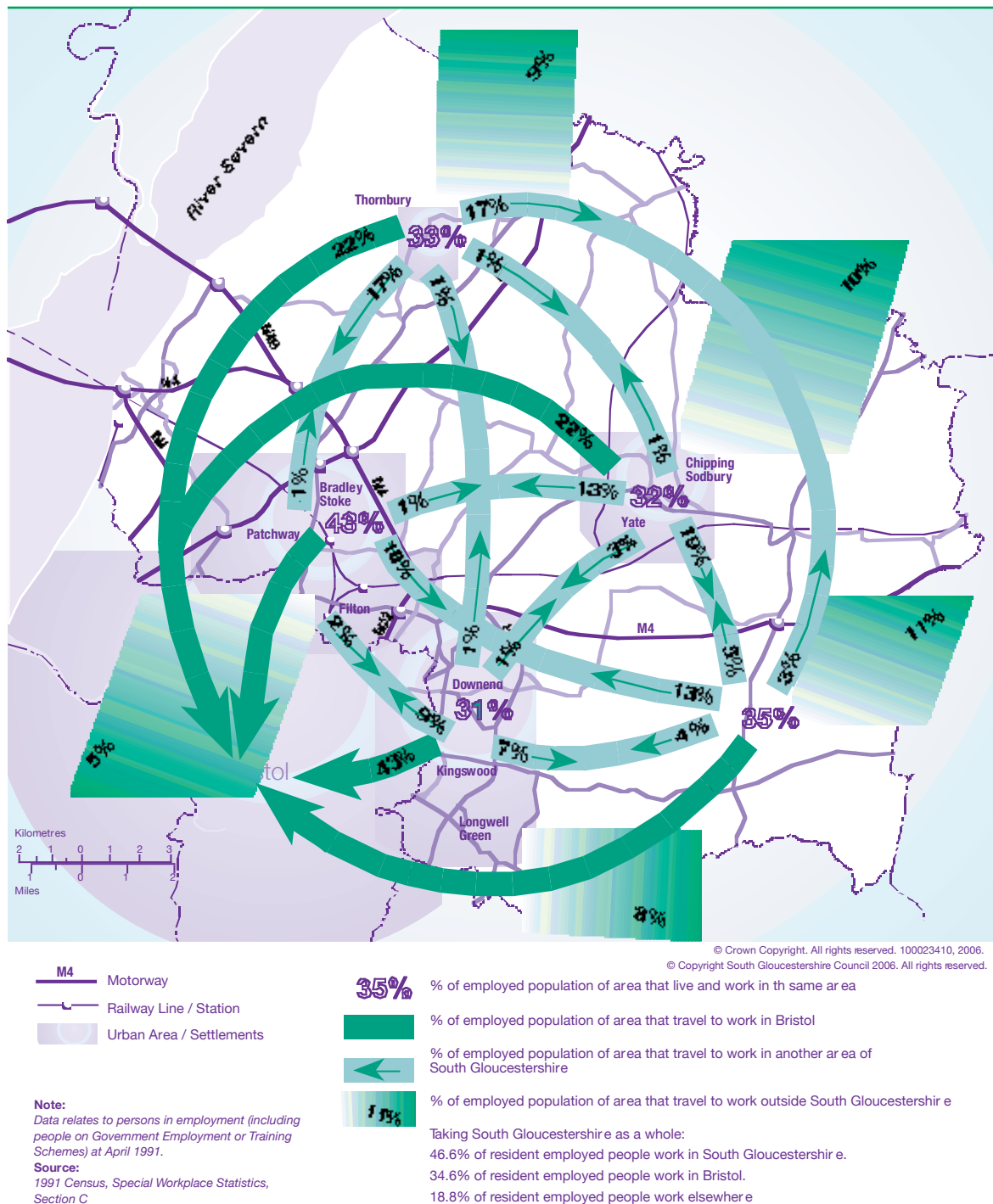
Source: South Gloucestershire Council, Employment Land Availability Survey April 2004

Travel to Work Patterns

7.21 While it can be shown that the scale of the resident work force is broadly similar to the number of jobs available, this masks an increasingly complex pattern of journeys to work. As Figure 7.6 illustrates, the traditional patterns of commuting to Bristol City Centre together with local journeys between centres within the South Gloucestershire area has changed substantially (1991 Census – Special Workplace Statistics – Section C). In particular, the relocation of firms from Bristol City Centre to sites in the North Fringe has increased the number of journeys outwards on the radial routes and the ongoing construction of the Avon Ring Road, together with the presence of the M4 and M5 Motorways, has increased orbital journeys. Thus it can be seen that jobs, particularly those in the North Fringe, are filled by people from a wide catchment area and not necessarily by those who live close to their place of work.



Figure 7.6 Travel to Work Patterns in South Gloucestershire



Proposed Employment Development and Mixed Use Schemes including Employment Development

- E1** LAND IS ALLOCATED FOR A MIX OF USES INCLUDING EMPLOYMENT DEVELOPMENT ON THE FOLLOWING SITES, AS DEFINED ON THE PROPOSALS MAP:



Site No.	GROSS AREA (HA)	NET AREA (HA)	SITE
4	74.0	14.0	NORTHFIELD, FILTON AERODROME, PATCHWAY
5	175.0	45.0	EMERSONS GREEN (LAND EAST OF THE A4174 AVON RING ROAD)

LAND IS ALLOCATED FOR B1 (BUSINESS) USES ON THE FOLLOWING SITE AS DEFINED ON THE PROPOSALS MAP:

Site No.	GROSS AREA (HA)	NET AREA (HA)	SITE
15	2.50	2.50	STOVER ROAD, YATE

See Proposals M1 and M2 for Mixed Use Developments – Chapter Eight

Site 15 Employment Development Proposals at Stover Road, Yate

- 7.22** This site is located at the junction of the A432 Badminton Road and Stover Road, Yate and has previously been identified for employment purposes in the Yate and Chipping Sodbury Local Plan and Deposit Draft Northavon Local Plan. The western boundary is defined by the Green Belt.
- 7.23** Provision is made for employment uses on this site to meet local needs and to assist in reducing the need for commuting out from Yate. The Council would also welcome proposals which include an element of ancillary living accommodation (eg. 'Live-Work' units).
- 7.24** Development will need to be sensitively designed so as not to damage the visual amenities of the Green Belt to the west, the amenities of residents of Stover Road, and should also respect and enhance the ecological value of the River Frome which runs to the north of the site, which is identified as a wildlife corridor.
- 7.25** Land to the west of the site has in the past been used as a landfill site. Investigations undertaken thus far indicate that underground gas migration does not pose a risk to development on this site. Trial excavations will, however, be required to determine the line of a Roman road and possible roadside settlement.
- 7.26** Prospective developers will be required to identify a package of transportation measures which will have the effect of reducing car dependency for trips to and from the site.
- 7.27** It is envisaged that the most appropriate means of ensuring that the above objectives are met and the requirements of Policy D1 (Design) and the environmental policies in Chapter 4 are satisfied, will be the preparation of a 'Concept Statement'.



Severnside

- E2 THE COUNCIL IS COMMITTED TO REALISING THE LONG-TERM ECONOMIC POTENTIAL OF THE MAJOR, STRATEGIC LOCATION AT SEVERNSIDE. THIS AREA IS DEFINED ON THE PROPOSALS MAP. THIS IS WITH A VIEW TO ACHIEVING A COMPREHENSIVE, INTEGRATED AND SUSTAINABLE FORM OF DEVELOPMENT WITH, ON CURRENT EXPECTATIONS:**
- A. A BROAD RANGE OF EMPLOYMENT USES, BASED ON THE EXTENSIVE OPPORTUNITIES FOR B2 AND B8 USES;**
 - B. THE INCLUSION OF NON-EMPLOYMENT USES WHERE THIS COMPLEMENTS THE EMPLOYMENT USE, WHERE IT ACCORDS WITH THE PLAN'S LOCATIONAL STRATEGY AND WHERE IT HELPS TO ACHIEVE A SUSTAINABLE PATTERN OF DEVELOPMENT;**
 - C. THE PROVISION OF THE NECESSARY HIGHWAY INFRASTRUCTURE, TO INCLUDE:**
 - ❖ AN M49 JUNCTION;**
 - ❖ A LINK ROAD TO THE M49 JUNCTION;**
 - ❖ A SPINE ROAD DESIGNED TO LINK THROUGH THE AREA TO THE SOUTH;**
 - ❖ OTHER NECESSARY LOCAL ROAD IMPROVEMENTS;**
 - D. THE PROVISION OF A LEVEL OF PUBLIC TRANSPORT THAT WILL PROVIDE A REALISTIC ALTERNATIVE TO THE USE OF THE CAR, TOGETHER WITH PROVISION FOR CYCLISTS, AND PEDESTRIANS;**
 - E. THE BALANCING OF THE PROMOTION OF THE EMPLOYMENT POTENTIAL OF THE AREA WITH THE PROTECTION AND ENHANCEMENT OF THE COASTAL ZONE'S SPECIAL ECOLOGY AND LANDSCAPE; AND**
 - F. THE IMPLEMENTATION OF MEASURES TO AVOID THE UNACCEPTABLE RISK OF FLOODING IN THE AREA AS A WHOLE.**
- EXISTING EMPLOYMENT LAND IN SEVERNSIDE, INCLUDING THE 75 HECTARES OF THE WAP 1 DEVELOPMENT, AS SHOWN ON THE PROPOSALS MAP, IS SAFEGUARDED FOR EMPLOYMENT PURPOSES UNDER POLICY E4. WITHIN THESE AREAS EMPLOYMENT DEVELOPMENT WILL BE PERMITTED PROVIDED THAT IT WOULD ACCORD WITH POLICY E3 AND IN PARTICULAR WOULD;**
- G. HAVE NO UNACCEPTABLE IMPACT UPON FLOODING, THE LANDSCAPE OR THE AREA'S ECOLOGY;**
 - H. NOT PREJUDICE THE LONG-TERM DEVELOPMENT OF THE AREA;**
 - I. MAKE A POSITIVE CONTRIBUTION TO THE OVERALL ACHIEVEMENT OF A SUSTAINABLE FORM OF DEVELOPMENT IN THIS AREA;**



- J. NOT HARM THE AMENITY OF LOCAL RESIDENTS;
- K. NOT CAUSE HARM TO THE FREE FLOW AND SAFETY OF TRAFFIC ON THE PUBLIC HIGHWAY.

UNTIL A COMPREHENSIVE DEVELOPMENT STRATEGY IS PREPARED, NO FURTHER SIGNIFICANT DEVELOPMENT WILL BE PERMITTED BEYOND THAT REFERRED TO ABOVE.

DURING THE PLAN PERIOD THE COUNCIL WILL USE ALL ITS ENDEAVOURS TO ENCOURAGE THE PREPARATION OF A COMPREHENSIVE STRATEGY FOR DEVELOPMENT, INFRASTRUCTURE PROVISION AND ENVIRONMENTAL PROTECTION AT SEVERNSIDE FOR THE PERIOD BEYOND 2011. SUCH A STRATEGY WILL NEED TO BE AGREED WITH BRISTOL CITY COUNCIL AND THOSE OTHER AGENCIES INVOLVED WITH THE COMPREHENSIVE PLANNING OF THIS AREA.

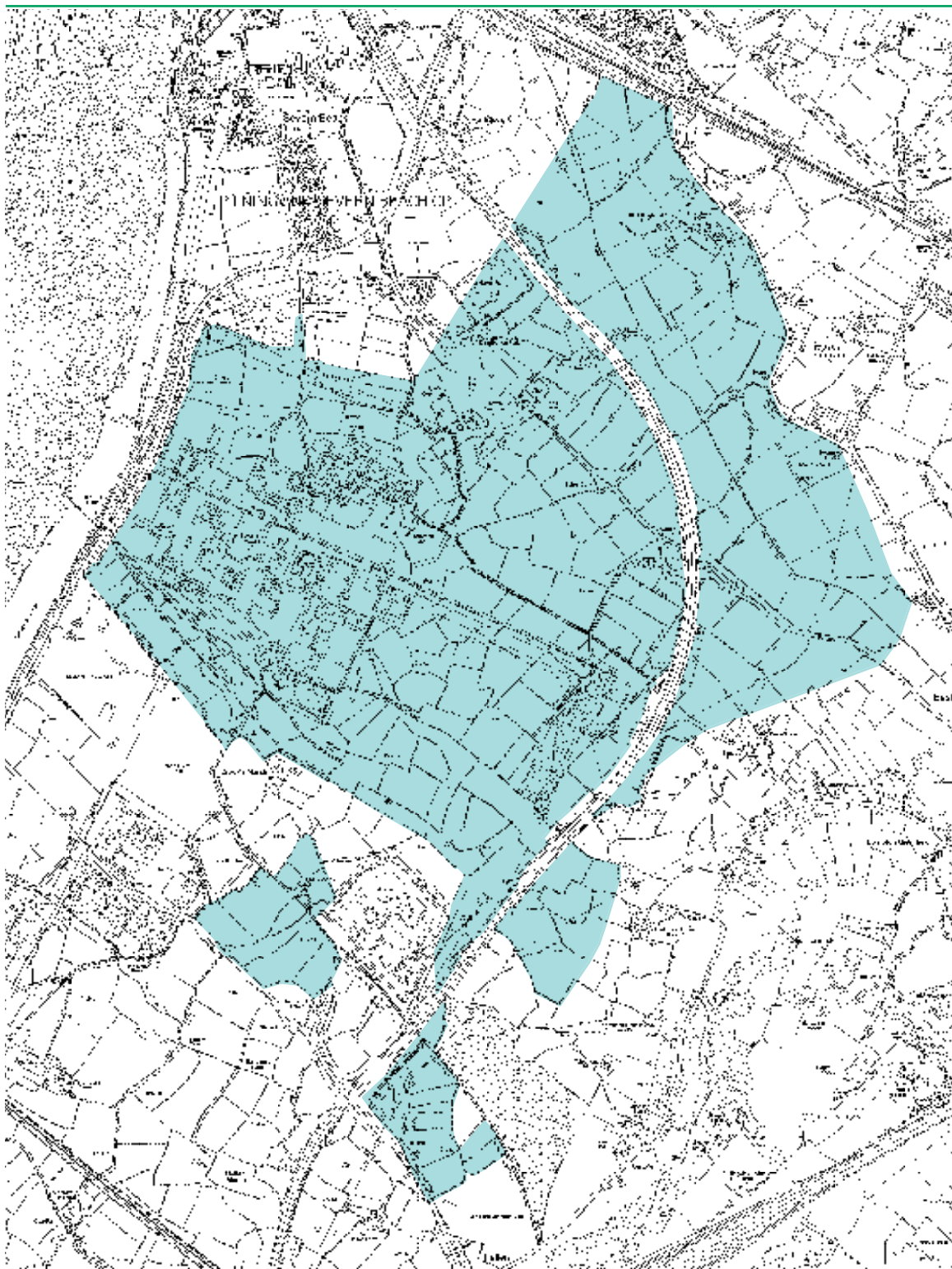
Strategic Overview

- 7.28** Planning permissions were granted in 1957 and 1958 over large areas of land owned by ICI at Severnside. These permissions sought to facilitate future expansion of the company's industrial activities, though substantial areas remain undeveloped. The extent of the area then granted planning permission is shown on Figure 7.7. These permissions have recently been determined as being extant and capable of further implementation.
- 7.29** However it has been concluded that the implementation of these historical permissions could cause serious harm in respect of a range of matters, including the achievement of a sustainable form of development, adequate public transport and highway provision and residential amenity. The Council wishes to ensure that the development of the Severnside area takes place in a comprehensive integrated manner within the modern context of achieving sustainable development and has therefore included Policy E2 (Severnside Development Area) in order to state clearly the manner in which the Council wishes to see development at Severnside come forward.
- 7.30** The first clause of Policy E2 sets out clearly the Council's commitment to realising, in a comprehensive, integrated and sustainable manner, the long term potential of the major strategic location of the Severnside area. The Severnside area, together with the land to the south at Avonmouth, within the administrative area of Bristol City Council, is recognised as being an employment resource of regional if not national importance. Structure Plan Policy 14 is applicable to this location.
- 7.31** The Severnside area borders on the Severn Estuary, which is listed as: (i) a RAMSAR site under the Convention on Wetlands of International Importance; (ii) a Special Protection Area (SPA) under the EC Directive on the Conservation of Wild Birds; (iii) a possible Special Area of Conservation



(pSAC) under the EC Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora (the Habitats Directive); and (iv) as an SSSI. (See Policy L6)

Figure 7.7 Severnside 1957/58 Planning Permissions



© Crown Copyright. All rights reserved. 100023410, 2006.
© Copyright South Gloucestershire Council 2006. All rights reserved.
Not to scale



- 7.32** The Council's principal objective in respect of the Severnside area is to ensure a balance between the promotion of the area as an employment resource and the protection and enhancement of the ecologically important, fragile and visually prominent coastal zone. Drainage issues and ameliorating the risk of flooding will also need to be addressed. (See Policies in the Environment Chapter)
- 7.33** The area has considerable potential for employment development based on B2 and B8 uses. Currently B1 uses are not envisaged as forming a significant element of the development. The inclusion of non-employment uses will be acceptable only where this complements the employment use, where it accords with the Plan's locational strategy and where it helps to achieve a sustainable pattern of development. A Health and Safety Consultation Zone extends over the Severnside area and developers are advised to discuss proposals with the Health and Safety Executive at an early stage, as their comments may dictate the type and scale of development and the number of employees in particularly sensitive locations.
- 7.34** In order to ensure that the development is as sustainable as possible it will need to be served effectively by high quality public transport which will provide a realistic alternative to the car. The development will also need to provide high quality provision and facilities for cyclists and walkers.
- 7.35** Current analysis indicates that an acceptable and comprehensive development at Severnside/Avonmouth will require the following three major road schemes, together with local road improvements:
- ❖ **The M49 Junction**
The principle of a junction on the M49, serving the large scale employment development at Severnside and Avonmouth (in the Bristol administrative area), was agreed at the parliamentary hearing into the Severn Bridges Bill. The DETR document "A New Deal For Trunk Roads in England", published in 1998, states: "the following development driven scheme will be taken forward subject to agreement with the developer concerned: M49, Severnside Junction."

Insufficient information is available in order to identify with any precision on the Proposals Map the area of land to be safeguarded for provision of the junction. This is therefore identified diagrammatically in Figure 7.8 in the Written Statement.
 - ❖ **The Spine Road**
It is anticipated that the spine road will become the realigned A403. Part of the northern section of the spine road has already been constructed. However, the precise alignment further south is not yet known. The alignment of the spine road is shown diagrammatically in Figure 7.8.



❖ The Link Road to the M49 Junction

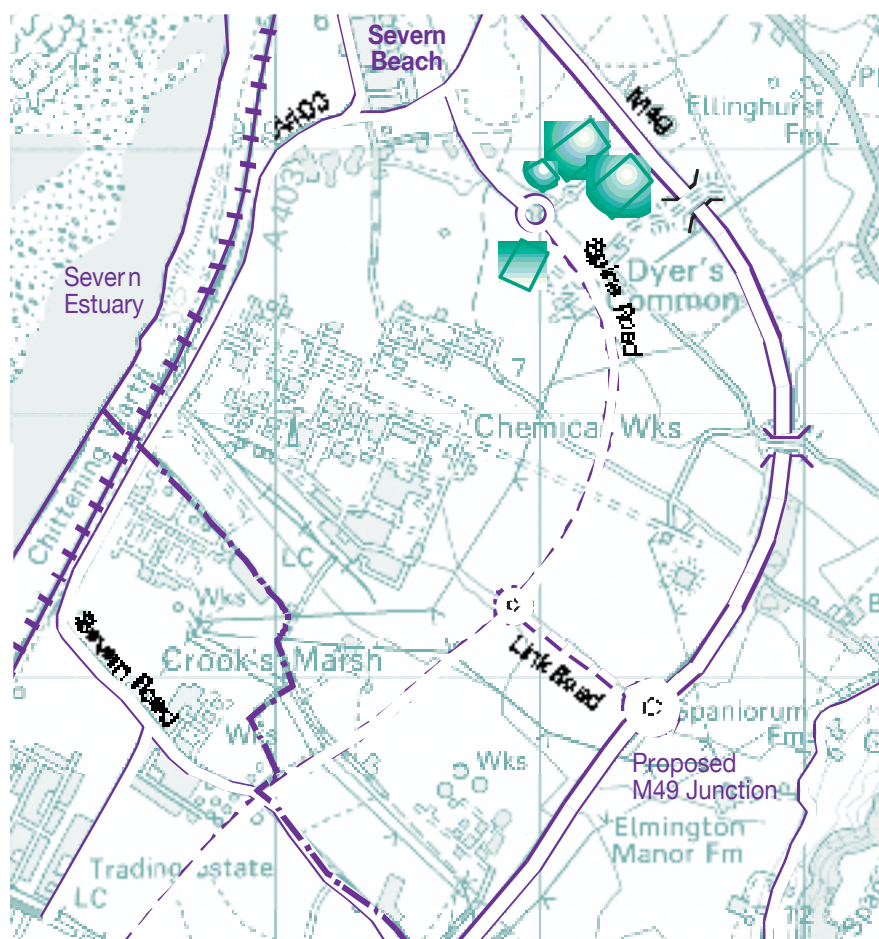
The alignment of the link road from the M49 junction to the spine road serving the Severnside area cannot be defined precisely until the location of the junction and the spine road alignment have been finally determined. The alignment of this link is shown diagrammatically in Figure 7.8.

Development up to 2011

7.36 During the period of this Local Plan the Council will seek to limit new development to the redevelopment of existing employment sites and new employment development on the remaining sections of the recently granted “Western Approaches” Phase 1 (WAP1) site at the northern end of the Severnside area. These areas of land are designated under Policy E4 and are shown on the Proposals Map.

7.37 The Policy E4 designation at Severnside will provide more than sufficient new employment potential to meet current levels of need, during the Plan

Figure 7.8 Diagrammatic Plan of the Location of the M49 Junction and Alignments of the Spine Road and Link Road



© Crown Copyright. All rights reserved. 100023410, 2006.

© Copyright South Gloucestershire Council 2006. All rights reserved.

Scale: Not to Scale



period. In addition limiting employment development to this level during this time scale will also ensure that there is adequate time for agreement to be reached on the essential need for a comprehensive approach to the development of the area (see Developing a Long Term Strategy), which tackles the provision of the requisite infrastructure, including transport infrastructure.

- 7.38** Housing in the Severnside area is not needed to meet the 2011 housing requirement and would not conform to the locational strategy.

Developing a Long Term Strategy

- 7.39** Policy E2 confirms that the Council is committed to contributing positively to the preparation of an agreed integrated and comprehensive strategy for the whole of the Avonmouth/Severnside area, beyond 2011. Bristol City Council and other stakeholders will have an important role in developing the strategy and will also need to agree the strategy to ensure the proper and sustainable development of the area in the long term. The strategy will need to address the form, type, phasing and thresholds for the scale of development, infrastructure provision, phasing and funding, environmental protection and enhancement, and the protection of residential amenity.

Implementation and Monitoring:

Private developers, preparation of planning guidance in conjunction with landowners (and Bristol City Council in the context of Avonmouth/Severnside), through Development Control and the Council's regular surveys of employment land availability.

Criteria for Assessing Proposals for Employment Development within the Urban Area, Defined Settlement Boundaries and/or Permitted by Policies E4/E6/E7

- E3** PROPOSALS FOR EMPLOYMENT USES WITHIN THE EXISTING URBAN AREAS, AND THE BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP AND/OR PERMITTED BY POLICIES E4/E6/E7, INCLUDING EXTENSIONS, CONVERSIONS AND REUSE OF EXISTING BUILDINGS, AND WORKING AT HOME, WILL BE PERMITTED PROVIDED THAT:
- A.** DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL EFFECTS; AND
 - B.** ADEQUATE PROVISION IS MADE FOR SERVICING AND DELIVERY REQUIREMENTS AND DEVELOPMENT WOULD NOT GIVE RISE TO UNACCEPTABLE LEVELS OF VEHICULAR TRAFFIC, ESPECIALLY HEAVY GOODS VEHICLES, OR ON-STREET PARKING, TO THE



**DETRIMENT OF THE AMENITIES OF THE SURROUNDING AREAS
AND HIGHWAY SAFETY; AND**

- C. DEVELOPMENT WOULD NOT PREJUDICE EXISTING RESIDENTIAL AMENITIES; AND**
- D. THE CHARACTER OF THE AREA OR SETTLEMENT IS NOT ADVERSELY AFFECTED; AND**
- E. THE MAXIMUM DENSITY COMPATIBLE WITH THE SITE'S LOCATION, ITS ACCESSIBILITY AND ITS SURROUNDINGS IS ACHIEVED; AND**
- F. (IN THE CASE OF TRAVEL INTENSIVE B1 (OFFICE) DEVELOPMENT) THE LOCATION IS WELL SERVED BY PUBLIC TRANSPORT.**

PROPOSALS FOR LARGE SCALE B8 STORAGE AND DISTRIBUTION USES WILL ONLY BE PERMITTED IN THE FOLLOWING EMPLOYMENT AREAS, AS DEFINED ON THE PROPOSALS MAP:

- ❖ SEVERNSIDE**
- ❖ CRIBBS CAUSEWAY**
- ❖ EMERSONS GREEN AREA B**

IN ADDITION PROPOSALS FOR RAIL SERVED LARGE SCALE DISTRIBUTION FACILITIES I.E. THOSE DIRECTLY SERVED BY A RAIL CONNECTION OR DIRECTLY ASSOCIATED WITH A RAIL FREIGHT FACILITY WILL BE PERMITTED PROVIDED THAT THE ABOVE RELEVANT CRITERIA ARE MET (POLICY E3(A) - (D)).

WITHIN THE BOUNDARIES OF SETTLEMENTS DEFINED ON THE PROPOSALS MAP AND WASHED OVER BY THE GREEN BELT, PROPOSALS FOR EMPLOYMENT DEVELOPMENT WILL BE RESTRICTED TO INFILLING, EXTENSIONS AND CONVERSIONS AND REUSE OF EXISTING BUILDINGS.

- 7.40** Throughout the urban area, and particularly within the vicinity of town centres, mixed-uses including employment activities, can help create vitality and diversity and reduce the need to travel.
- 7.41** The characteristics of industry and commerce are evolving continuously and many small-scale businesses can be carried on in a variety of locations including residential areas without causing unacceptable disturbance through increased traffic, parking, noise, pollution or other adverse effects (PPG4 para. 14).
- 7.42** The Council anticipates a continuing demand for small-scale development (including conversions, re-use and redevelopment) throughout the urban areas and for working at home. This is to be encouraged where small business activity would make beneficial use of vacant land or premises and available spare capacity in local infrastructure, and where other important planning objectives would not be compromised. Locating business within the urban areas will also improve the potential to minimise the length of



journeys to work while locations on bus routes may encourage use of public transport (PPG4 paras 10 and 15 and PPG13 paras 19 and 32). Small-scale businesses within the villages, employing local people, will help in sustaining the rural economy and reducing the need to travel. Proposals for working at home (where planning permission is required), and mixed-use premises (dwellings with ancillary business floorspace) will be assessed against the criteria set out in Policy E3.

- 7.43** Larger scale businesses are, however, unlikely to satisfy all these criteria on most sites throughout the urban areas by virtue of: the size and nature of the accommodation required; the scale and nature of the traffic generated; and any impact on residential amenity arising from this in terms of noise, smell, and general disturbance. Larger scale uses such as these are more likely to satisfy the criteria where they are located within Town Centres and the areas specifically identified for employment purposes, as defined on the Proposals Map (Policies E1, M1, M2 and E4). Travel intensive B1 (Office) uses will only be permitted in locations which are well served by public transport. (See also Policy T10 – Requirements Travel Plans).
- 7.44** Proposals for B2 General Industrial uses and B8 Storage and Distribution uses will also be considered having regard to the criteria set out in Policy E3. However, given the nature of these uses, (i.e. potentially noisy, smelly and/or generating heavy Goods Vehicles) it is envisaged that opportunities to find appropriate sites within the urban areas that meet these criteria are likely to be severely limited other than in the case of very small well managed operations. As with larger scale B1 uses, the Council envisaged that B2 uses are more likely to be satisfactorily accommodated within the sites defined on the Proposals Map (Policies E1 and E4).
- 7.45** In the light of criterion B, proposals for large scale B8 Storage and distribution uses, including redevelopment of existing employment uses, will be restricted to those large employment areas listed above unless the proposal is for rail connected warehousing and any adverse impacts of HGV movements can be mitigated satisfactorily. These have ready access to the strategic road network and therefore avoid HGV routes passing residential properties or using unsuitable local roads. The Council is also concerned to ensure that on the remaining employment areas the benefits of retaining sites in uses likely to provide a higher level/density of employment are secured, particularly where they are well related to residential areas. The Council defines ‘large scale’ B8 uses as greater than 1000 square metres floor space, not ancillary to other employment activities on the same site and likely to generate significant HGV traffic requiring ready access to the strategic road network. The policy refers to the potential for rail served distribution proposals as possible exceptions to this approach; one example of which could be Filton Triangle which is strategically well-related to the regional railway network.
- 7.46** Proposals which include showrooms and/or customer counters open to the general public will not be permitted unless these are small in scale, clearly ancillary and include appropriate levels of customer car parking.



- 7.47** Proposals for facilities to recover or recycle waste will be considered against Policy 35 of the Minerals and Waste Local Plan.
- 7.48** Where appropriate, the Council will seek to restrict the range of uses/activities permitted and/or the hours of operation either within the building and/or within the curtilage of the site, and subsequent intensification, in order to safeguard the amenities of adjoining occupiers. Consideration will be given to Para. 46 of PPG13 which seeks to ensure that restrictions on hours of operation do not exacerbate traffic congestion at peak hours. In appropriate circumstances the Council will also require the provision of sound insulation and unobtrusive odour/dust control. The Council's requirements in respect of noise generating development are set out at Policy EP1 (PPG4 paras 17 and 27). Development will not be permitted where the introduction of such measures is insufficient to satisfactorily safeguard the amenities of adjoining occupiers.
- 7.49** Policy EP1 seeks to ensure that new development is designed such that it does not cause environmental pollution. The Council's requirements in respect of development involving the introduction of significant quantities of hazardous materials are set out at Policy EP8.
- 7.50** All proposals will be expected to achieve high standards of design and will be tested against the criteria set out in Policy D1.
- 7.51** The existing urban areas and boundaries of other settlements are defined on the Proposals Map and listed at paras 8.155 – 8.159. Proposals within the Safeguarded Employment Sites (listed in E4) will be considered against these criteria. Proposals for extensions to existing industrial and commercial premises located in the countryside but not within the Green Belt (Policy E6) and conversions of existing rural buildings (Policy E7) will also be considered against the criteria set out above.
- 7.52** For the purposes of this policy the term 'infilling' within settlements washed over by the Green Belt should be read as meaning the filling of small gaps within built development, where it does not significantly impinge upon the openness of the Green Belt (see Policy H2).

Implementation and Monitoring:

Through private sector investment and Development Control.

Progress will be monitored through the Council's regular survey of employment land availability.

Safeguarded Employment Areas

- E4** WITHIN THE EMPLOYMENT AREAS DEFINED ON THE PROPOSALS MAP AND LISTED IN THE SCHEDULE BELOW, PLANNING PERMISSION WILL BE GRANTED FOR EMPLOYMENT GENERATING USES, SUBJECT TO THE SATISFACTION OF THE CRITERIA SET OUT



IN POLICY E3. PLANNING PERMISSION WILL ONLY BE GRANTED FOR NON-EMPLOYMENT PURPOSES WHERE IT CAN BE CLEARLY DEMONSTRATED THAT:

- A. THE PROPOSAL WOULD SUPPORT OR WOULD NOT PREJUDICE THE CREATION OR RETENTION OF EMPLOYMENT USES ELSEWHERE WITHIN THE DEFINED EMPLOYMENT AREA: AND
- B. NO SUITABLE ALTERNATIVE PROVISION FOR THE PROPOSAL HAS BEEN MADE ELSEWHERE IN THE PLAN; AND
- C. IT CAN BE CLEARLY DEMONSTRATED THAT THE SITE IS NO LONGER CAPABLE OF OFFERING ACCOMMODATION FOR EMPLOYMENT PURPOSES; OR
- D. IT CAN BE CLEARLY DEMONSTRATED THAT IT WOULD CONTRIBUTE TO A MORE SUSTAINABLE PATTERN OF DEVELOPMENT; OR
- E. THE PROPOSAL WOULD PROVIDE A SIGNIFICANT IMPROVEMENT IN THE AMENITIES OF EXISTING NEIGHBOURING RESIDENTIAL OCCUPIERS.

SCHEDULE TO POLICY E4:

- 1. LAND COMPRISING AND ADJOINING THE BRITISH AEROSPACE AND ROLLS ROYCE ESTABLISHMENTS TO THE WEST AND EAST OF THE A38 AT FILTON;
- 2. THE PATCHWAY TRADING ESTATE;
- 3. CRIBBS CAUSEWAY;
- 4. AZTEC WEST;
- 5. LAND AT WOODLANDS LANE, BRADLEY STOKE;
- 6. THORNBURY INDUSTRIAL ESTATE;
- 7. PUCKLECHURCH TRADING ESTATE, PUCKLECHURCH;
- 8. ARNOLDS FIELDS TRADING ESTATE, WICKWAR;
- 9. OLD CIDER MILL ESTATE, WICKWAR;
- 10. SEVERNSIDE, WEST OF M49 MOTORWAY;
- 11. EMERSONS GREEN, AREA B, MANGOTSFIELD;
- 12. ADJACENT ABBEY WOOD STATION, FILTON;
- 13. LONGWELL GREEN;
- 14. BATH ROAD, BRIDGEYATE;
- 15. STOVER INDUSTRIAL ESTATE, YATE;
- 16. BEECHES INDUSTRIAL ESTATE, YATE;
- 17. BADMINTON ROAD TRADING ESTATE, YATE;
- 18. GREAT WESTERN BUSINESS PARK, YATE;
- 19. WESTERLEIGH BUSINESS PARK, YATE;
- 20. COOPERS, WESTERLEIGH ROAD, YATE;
- 21. BOWLING HILL, CHIPPING SODBURY;



22. STATION ROAD, YATE;
23. BROAD LANE, YATE;
24. LAND AT COLDHARBOUR LANE;
25. PARKWAY BUSINESS PARK;
26. HEWLETT PACKARD;
27. MINISTRY OF DEFENCE, FILTON;
28. MIDLAND WAY, THORNBURY;
29. STATION ROAD, CHARFIELD;
30. HATTERS LANE, CHIPPING SODBURY;
31. THE RIDGE, YATE;
32. NORTH OF DOUGLAS ROAD, KINGSWOOD;
33. ANSTEYS ROAD, HANHAM;
34. STATION ROAD, KINGSWOOD;
35. TOWER ROAD, WARMLEY;
36. OLD GLOUCESTER ROAD, HAMBROOK;
37. PARKWAY NORTH;
38. HANHAM BUSINESS PARK;
39. McBRAIDA, BATH ROAD, BRIDGEYATE.

- 7.53** In accordance with the Locational Strategy and PPG3 (para. 42), the Council has reviewed previous employment allocations/commitments and established employment areas, particularly those in the North Fringe, and as a consequence it has reallocated some land which it is considered would be more suitable for residential development. There are nevertheless a number of existing sites which are considered capable of continuing to offer accommodation for employment in preference to other uses for which specific and adequate provision is made elsewhere in the Plan (e.g. residential and retail). In accordance with the Structure Plan, Policy E4 seeks to safeguard these sites for employment uses. They are listed in the Schedule to Policy E4 and defined on the Proposals Map. Proposals for employment development within these sites will, in particular, be tested against the criteria set out in Policy E3, which confirms that large scale B8 (Storage and Distribution) uses will only be acceptable on sites 3, 10 and 11.
- 7.54** The Council is concerned to ensure that within South Gloucestershire, there is a wide choice of land and premises available to businesses wishing to continue or undertake new investment in the local economy and the local workforce. In this respect, vacant or undeveloped land situated within the employment areas listed in Policy E4 and defined on the Proposals Map represent a valuable resource.
- 7.55** In the event of businesses closing and/or moving, vacant land and/or premises within these defined areas should also remain available for re-use



and redevelopment for employment purposes. In particular, the long-established employment areas located within the urban areas provide a valuable opportunity for people to work near their homes and thereby minimise commuting distances (PPG13 para 3).

- 7.56** The Council nevertheless recognises that there may be circumstances in which non-employment uses might be justified in these safeguarded employment areas. In considering whether to permit such uses, the Council will wish to ensure that elsewhere within the defined employment area, existing and potential future employment activities are not prejudiced, and that no suitable alternative provision has been made for the use elsewhere in the Plan. In respect of this latter point, it should be noted that the Local Plan makes adequate and suitable provision elsewhere to meet the needs for residential and retail development within the plan period.
- 7.57** The Council will also have regard to any evidence that the site is no longer capable of accommodating employment uses (e.g. measures taken to secure employment uses and the length of time the site/buildings have been vacant). The Council will also take into account any resulting improvements in the amenities of any existing neighbouring residential occupiers.

Implementation and Monitoring:

Private developers, Development Control and the Council's regular surveys of employment land availability.

Filton Airfield Safeguarding

E5 PROPOSALS FOR DEVELOPMENT WHICH WOULD PREJUDICE THE AUTHORISED OPERATION OF FILTON AIRFIELD WILL NOT BE PERMITTED.

- 7.58** Filton Airfield is an important operational facility for British Aerospace plc, Airbus plc and Rolls Royce plc; major manufacturing companies in South Gloucestershire and key drivers of the regional economy. The Council supports the continuation of the authorised operations at the airfield and is concerned to safeguard jobs in the aerospace industry. This policy seeks to safeguard the current technical operation of the airfield and carries a general presumption against further development which would prejudice this, such as those which would adversely affect the performance of navigational aids and landing systems.
- 7.59** The authorised operations at Filton Airfield allow for movements by aircraft involved in the British Aerospace maintenance and manufacturing activities, training and general aviation movements. The Civil Aviation Authority and Ministry of Defence have defined consultation zones around the airfield in



the interests of aviation safety and South Gloucestershire will continue to consult as appropriate.

- 7.60** Other policies in the Plan (e.g. EP1 Environmental Pollution, EP4 Noise Sensitive Development, EP8 Safety Hazards, EP9 Development in the Vicinity of Safety Hazards and L5 Open Areas) place restrictions on new development in the interests of safety and amenity. Policy T14 Filton Airfield sets out the tests of harm against which proposals for commercial air passenger or freight services at Filton Airfield would be considered.

***Implementation and Monitoring:
Through Development Control.***

Employment Development in the Countryside

- E6** PROPOSALS FOR NEW EMPLOYMENT B1 BUSINESS USES, B2 GENERAL INDUSTRIAL USES AND B8 STORAGE AND DISTRIBUTION USES 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:

- A. CONVERSIONS OR RE-USE OF EXISTING RURAL BUILDINGS;
- B. (ON SITES NOT IN THE GREEN BELT), EXTENSION OR INTENSIFICATION OF EXISTING EMPLOYMENT GENERATING USES.
- C. DEVELOPMENT PERMITTED BY POLICIES E4 AND E7 TO E11.

DEVELOPMENT WILL ONLY BE PERMITTED IF IT DOES NOT HAVE AN UNACCEPTABLE IMPACT ON THE ENVIRONMENT, ON RESIDENTIAL AMENITY OR IN TERMS OF TRAFFIC GENERATION.

- 7.61** With the exception of development permitted by Policies E4 and E6 to E11 (inclusive) the Council will not normally permit new employment generating uses in the countryside. The Council's principal objectives in this context are to protect the open countryside for its own sake and as a resource for biodiversity, recreation, amenity, agriculture and forestry. Moreover, additional employment uses, scattered throughout the countryside, poorly related to where people live will not serve the Council's objectives in seeking to minimise unsustainable patterns of commuting.
- 7.62** The Council nevertheless acknowledges the economic benefits of allowing existing employment generating uses to flourish and will permit expansion and intensification providing the criteria set out in Policies E3, T12 and General Design Policy D1, in particular, are respected.
- 7.63** Proposals for garden centres or for their extension will also be considered against policies in Chapter Nine.



***Implementation and Monitoring:
Through Development Control.***

Conversion and Re-use of Rural Buildings

E7 PROPOSALS FOR THE CONVERSION AND RE-USE OF EXISTING BUILDINGS FOR EMPLOYMENT USES, OUTSIDE THE EXISTING URBAN AREAS AND THE BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP, WILL BE PERMITTED PROVIDED THAT:-

- A.** THE BUILDINGS ARE OF PERMANENT CONSTRUCTION AND STRUCTURALLY SOUND AND CAPABLE OF CONVERSION WITHOUT MAJOR OR COMPLETE RECONSTRUCTION; AND
- B.** THE BUILDINGS ARE IN KEEPING WITH THEIR SURROUNDINGS IN TERMS OF CHARACTER, FORM, BULK, AND OVERALL DESIGN; AND
- C.** DEVELOPMENT, INCLUDING ANY ALTERATIONS, INTENSIFICATION OR EXTENSIONS, WOULD NOT HAVE A HARMFUL EFFECT ON THE CHARACTER OF THE COUNTRYSIDE OR THE AMENITIES OF THE SURROUNDING AREA.

7.64 Re-using existing vacant buildings can help reduce vandalism, dereliction and the demand for new buildings in the countryside. The Council's first priority will be to see such buildings re-used for purposes which make a positive contribution to the rural economy i.e. for agricultural, industrial, commercial or tourism purposes. (See Policy H10 concerning conversion for residential purposes and Policy L13 concerning works to listed buildings). The conversion of farm buildings, which are not in keeping with their surroundings in terms of character, form, bulk and overall design, will not be permitted.

7.65 If re-use of the building is associated with farm diversification the Council will consider seeking a planning agreement to tie the building to the land, so as to discourage the subsequent fragmentation of the agricultural unit by separate sale of the building.

7.66 Where the conversion of farm buildings is acceptable in principle, but where a proliferation of buildings could have an unacceptable effect on landscape, the Council will consider withdrawing permitted development rights on the entire holding thereby retaining control over such matters.

7.67 The re-use of such buildings in the Green Belt should not prejudice the openness of the Green Belt, since the buildings are already there. However, strict control will be exercised over future extensions, parking, outside storage or any other ancillary uses and activities which would have materially greater impact on the openness of the Green Belt. To this end



the Council will consider withdrawing permitted development rights in order to retain control over such matters.

- 7.68** The details of any works and extensions to such a rural building should be sympathetic to its overall character and setting and respect the scale, massing and form of the original building and materials it was constructed with. Important architectural features should be retained and inappropriately designed previous additions or changes removed where practical. In most cases, new openings should be restricted, particularly in respect of prominent elevations, with rooflights only provided if essential and capable of being incorporated sympathetically into unobtrusive roofslopes. The presence of any protected species will also need to be taken into account (see Policy L9).
- 7.69** The conversion and re-use of rural buildings for employment will also be considered against Policy E6, particularly in regard to possible impacts on the environment, residential amenity and traffic generation.

Implementation and Monitoring:

Through Development Control and review of Supplementary Planning Guidance.

Farm Diversification

- E8 PROPOSALS FOR FARM DIVERSIFICATION (INCLUDING NEW BUILDINGS, OR FOR THE CHANGE OF USE OF EXISTING BUILDINGS) FOR USES SUCH AS FARM SHOPS, PLANT NURSERIES, FARM-BASED FOOD PROCESSING AND PACKAGING, FARM SPORTS, FARM SERVICES OR FARM WORKSHOPS, WILL BE PERMITTED, PROVIDED THAT:-**
- A. THE VOLUME AND NATURE OF GOODS SOLD WOULD NOT HAVE A SIGNIFICANT ADVERSE EFFECT ON SHOPPING FACILITIES AVAILABLE IN NEARBY SETTLEMENTS; AND**
 - B. IN THE CASE OF NEW BUILDINGS, THERE ARE NO EXISTING SUITABLE, UNDERUSED BUILDINGS CAPABLE OF CONVERSION; AND**
 - C. THE PROPOSAL WOULD NOT GIVE RISE TO UNACCEPTABLE LEVELS OF TRAFFIC ON UNSUITABLE LOCAL ROADS AND ACCESS, SERVICING AND PARKING ARRANGEMENTS WOULD NOT PREJUDICE HIGHWAY SAFETY; AND**
 - D. THE PROPOSAL IS OF A SCALE WHICH IS CONSISTENT WITH ITS RURAL LOCATION AND WHICH DOES NOT HAVE AN UNACCEPTABLE IMPACT ON RESIDENTIAL AMENITY OR THE ENVIRONMENT.**



PROPOSALS FOR NEW SHOPPING DEVELOPMENT THAT ARE UNRELATED TO AND NOT SUBSIDIARY TO EXISTING HOLDINGS AND OUTSIDE THE BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP, WILL NOT BE PERMITTED.

- 7.70** PPS7 recognises that farm diversification is vital to the continuing viability of many farm enterprises and Policy E8 identifies the criteria for assessing such proposals.
- 7.71** Farm diversification can help farmers stay in business and can provide facilities for local people and tourists in rural areas where there may otherwise be few. Moreover, enterprises such as these may provide opportunities to re-use traditional farm buildings, particularly where any parking can be contained within the farmyard. Where this is not possible, any new buildings should be ancillary in scale in relation to the existing farm buildings, sympathetically designed and sited close to existing buildings. Careful consideration will also need to be given to the design of car parking, access and signage and advertising boards so as not to detract from the rural character of the setting of the enterprise.
- 7.72** In considering retail proposals the Council will wish to assess the likely impact on nearby village shops which provide a valuable service to local communities and will expect planning applications to be supported with sufficient information about the scale and range of goods to be sold to facilitate such an assessment. Where it is concluded that an unrestricted retail use would be likely to result in a significant adverse effect on a nearby village shop, the Council will consider the scope for imposing conditions to limit the broad types of produce sold in order to enable permission to be given.
- 7.73** Farm diversification can also open up options for renewable energy production. Whilst energy crops such as coppice can be an option such uses do not usually require planning permission unless processing plant is proposed.

***Implementation and Monitoring:
Through Development Control.***

Agricultural Development

- E9 PROPOSALS FOR THE ERECTION OF AGRICULTURAL BUILDINGS WILL BE PERMITTED PROVIDED THAT:-**
- A. THEY ARE SITED ON LAND WHICH IS IN USE FOR AGRICULTURAL PURPOSES AND THERE ARE NO EXISTING SUITABLE UNDERUSED BUILDINGS AVAILABLE; AND**



- B. ADEQUATE PROVISION IS MADE FOR ACCESS AND MANOEUVRING OF MACHINERY AND LIVESTOCK TO AVOID THE PERPETUATION, INTENSIFICATION OR CREATION OF A TRAFFIC HAZARD; AND**
- C. DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL EFFECTS; AND**
- D. THE PROPOSAL WOULD NOT PREJUDICE THE AMENITIES OF PEOPLE RESIDING IN THE AREA.**

- 7.74** In many circumstances, new buildings which are purpose built for agriculture will not require planning permission though the Council will need prior notification (Part 6, Class A of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995). However, for larger scale buildings and buildings constructed in close proximity to others built in the recent past, planning permission from the Council will be necessary. Anyone intending to erect an agricultural building is strongly advised to check with the Council whether planning permission will be required.
- 7.75** The continued viability of farm holdings is important to the rural economy. However, modern farm buildings can have a major impact on the landscape, particularly in prominent locations in the open countryside and wherever possible the Council will encourage the use of existing buildings.
- 7.76** Particular attention should be paid to the siting, size, massing, form, materials and detailed design of new farm buildings in order to minimise any adverse effect on the character and diversity of the landscape and the general openness of the countryside and its impact on the water environment (both quality and quantity). In this regard, particular care should be exercised in the Cotswold AONB (see Policy L2). Wherever possible, any new building should be located close to existing buildings. Where isolated locations are proven to be necessary, existing features such as hedgerows, woodlands and trees can be used in conjunction with the landform to reduce the visual impact of large buildings. In appropriate cases, the judicious use of new planting reflecting the character of the area, will be an important factor in seeking to ensure that new buildings blend into the landscape (see also Policy L4 Forest of Avon).
- 7.77** In addition, particular scrutiny will be given to intensive livestock and growing units. The Council will be especially concerned to ensure that such proposals are reasonably necessary to the efficient operation of the farm and that the significant levels of noise and smell often associated with such operations are critically examined and the amenities of residents in the vicinity are safeguarded.
- 7.78** The disposal of wastes must be in accordance with the MAFF now DEFRA code of practice for the protection of water courses and ground water and all wastes should be conveyed to a containment system which complies



with the Control of Pollution (Silage, Slurry and Agricultural Fuel Oil) Regulations 1991.

- 7.79** Where it is proposed to import waste materials onto the holding for the construction of foundations or hardstandings, volumes will be limited to that reasonably necessary for the purpose specified (see also South Gloucestershire Minerals and Waste Local Plan).

Implementation and Monitoring:

Through Development Control and review of Supplementary Planning Guidance.

Horse Related Development

- E10** PROPOSALS FOR HORSE RELATED DEVELOPMENT SUCH AS STABLES, FIELD SHELTERS AND RIDING SCHOOLS, WILL BE PERMITTED OUTSIDE THE URBAN AREAS AND BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP, PROVIDED THAT:-
- 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.

- 7.80** Government advice is that planning policies should support equine enterprises that maintain environmental quality and countryside character (PPS7 para 32). Planning permission will normally be required for the use of land for keeping horses and for equestrian activities (e.g. exercise or recreation). Over intensive use will not be permitted because of the likely erosion of vegetation, the character of the land and any rights of way.

- 7.81** Considerable care is needed in terms of the siting, design, massing, materials and design of buildings and the introduction of new field boundaries to



ensure that the character and diversity of the landscape; the openness of the countryside; and the Green Belt, are not adversely affected, and the judicious use of new planting can assist in this process and contribute to wider Community Forest objectives (see also Policy L4). Moreover, the removal of established hedgerows to create visibility splays and significant hardstandings at new accesses can have a damaging effect on the character of rural lanes and will be resisted. In appropriate cases, where equestrian activities are acceptable in principle, the Council may impose conditions seeking the removal of jumps and other equipment when not in use to safeguard the visual amenities of the area and require landscape enhancements such as boundary/hedgerow planting.

- 7.82** The Council will resist proposals where there is no safe and convenient access to existing routes. Where new routes, or enhancements to existing routes, have been identified which could overcome existing deficiencies in links to the site, contributions may be sought from landowners to their implementation. Alternatively, applicants may be able to provide new links to existing routes over their own landholdings or in co-operation with adjoining landowners.
- 7.83** In order to protect watercourses, the storage and disposal of animal waste and contaminated surface water should accord with MAFF (now DEFRA) advice (Code of Good Agricultural Practice for the Protection of Water).
- 7.84** Where waste material is to be brought onto the site for the construction of foundations or hardstandings, the volumes will be limited to that which is reasonably necessary for the purpose specified (see also the South Gloucestershire Minerals and Waste Local Plan).
- 7.85** Proposals for horse related dwellings will be considered against Policies H3, E10 and especially Policy H8.

Implementation and Monitoring:

Through Development Control and the review of Supplementary Planning Guidance.

Tourism

- E11 PROPOSALS FOR NEW TOURIST FACILITIES, INCLUDING TOURIST ACCOMMODATION, TOURING SITES FOR CARAVANS AND/OR TENTS AND HOLIDAY VILLAGES, WILL BE PERMITTED, PROVIDED THAT:-**
- A. DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL EFFECTS; AND**
 - B. THE PROPOSALS WOULD NOT PREJUDICE THE AMENITIES OF NEIGHBOURING RESIDENTIAL OCCUPIERS; AND**
 - C. THE PROPOSAL WOULD NOT GIVE RISE TO UNACCEPTABLE LEVELS OF TRAFFIC ON UNSUITABLE LOCAL ROADS AND**



**ACCESS AND PARKING ARRANGEMENTS WOULD NOT
PREJUDICE HIGHWAY SAFETY; AND**

- D. (IN THE CASE OF NEW BUILDINGS OUTSIDE THE URBAN AREAS
AND BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE
PROPOSALS MAP) THEY ARE WELL RELATED TO EXISTING
SETTLEMENTS OR EXISTING GROUPS OF BUILDINGS, AND
THERE ARE NO SUITABLE UNDERUSED BUILDINGS IN THE AREA
WHICH ARE AVAILABLE AND CAPABLE OF CONVERSION. NEW
BUILDINGS WILL NOT BE PERMITTED IN THE GREEN BELT.**

IN ADDITION:

**PROPOSALS FOR TOURING SITES FOR CARAVANS AND/OR TENTS
WILL ONLY BE PERMITTED WHERE THEY MEET A DEMAND FOR
SHORT STAYS WHICH CANNOT BE MET ON EXISTING SITES OR
WHERE THEY ARE ASSOCIATED WITH OTHER RECREATIONAL,
LEISURE OR TOURIST USES;**

**THE CONVERSION OF EXISTING RURAL BUILDINGS FOR HOLIDAY
ACCOMMODATION WILL ONLY BE PERMITTED WHERE IT CAN BE
DEMONSTRATED THAT A BUSINESS USE, INCLUDING OTHER
TOURISM RELATED ACTIVITY, CANNOT BE ACHIEVED. IN SUCH
CASES THE COUNCIL WILL IMPOSE CONDITIONS RESTRICTING
OCCUPANCY; AND**

**PERMISSION WILL ONLY BE GRANTED FOR TRAVEL INTENSIVE
DEVELOPMENT IN LOCATIONS WHICH ARE WELL SERVED BY
PUBLIC TRANSPORT. HOLIDAY VILLAGES AND OTHER LARGER
FORMS OF TOURIST DEVELOPMENT SHOULD ALSO BE WELL
RELATED TO THE PRIMARY ROAD NETWORK.**

- 7.86** Government advice is that tourism should flourish in response to market demand while respecting the environment and it stresses the importance of other policies designed to protect what attracts visitors in the first place e.g. natural, built historic and distinctive environments (PPG21 1992 'Tourism'). Government also recognises that rural tourism makes a major and growing contribution to rural economic activity and the rural labour market.
- 7.87** The Council will encourage the development of activities and facilities where they add to the attractiveness of South Gloucestershire as a tourist destination, providing it can be clearly demonstrated they would not conflict with the central aims of the plan, in conserving the environment in its broadest sense and promoting development which is consistent with the concept of sustainable development. In particular the Council will encourage tourism development which: contributes to rather than detracts from the environment; promotes understanding of the environment; and in itself seeks to safeguard the environment. (See also in particular Policies



L1 Landscape and D1 Design). It should be noted that tourism is not a single type of development or use of land in its own right and many other policies in the plan will be relevant.

- 7.88** The criteria set out in Policy E11 will be used to consider proposals for a wide range of uses which may be particularly relevant to tourism. Where appropriate new tourism related uses in the countryside will be expected to make use of vacant buildings and will be restricted to such in the Green Belt (see Policy E7 concerning re-use of rural buildings).
- 7.89** Proposals for tourist accommodation and touring caravans will be considered having regard to the same criteria though it is unlikely that new hotel development will be acceptable within the open countryside. Proposals for touring caravans are particularly unlikely to meet the criteria in sensitive areas such as the Cotswolds AONB and the Avon Valley.
- 7.90** With respect to the conversion of existing rural buildings (Policies E7 and H10), where it can be demonstrated that a business use of some description, including other tourism related activities, cannot be achieved, conversion for holiday accommodation would be preferable to a permanent residence in more remote locations where this would take pressure off other housing in rural areas for holiday accommodation (PPG21 Annex C para. 4). Where buildings are to be used for holiday accommodation only, the Council will impose conditions restricting occupancy.
- 7.91** The same criteria will be applied to holiday villages and other larger forms of tourist development but these are likely only to be acceptable where they relate well to public transport routes and the primary road network.
- 7.92** See also Chapter Ten which contains policies on other specific sports, leisure and recreation proposals.

Implementation and Monitoring

Through Development Control and preparation of planning guidance/ Tourism Strategy.

Chapter 8

Housing



	Page
H1 Proposed Sites for New Residential Development and Mixed Use Schemes including Residential Development.	197
M1 Site 4 Major Mixed Use Development Proposals at Northfield, Filton Aerodrome, Patchway	207
M2 Site 5 Major Mixed Use Development Proposals at Emersons Green East	211
H2 Proposals for Residential Development, Including Residential Institutions & Special Needs Accommodation, & Applications to Renew Permissions for Residential development, within the Existing Urban Area and Defined Settlement Boundaries	226
H3 Residential Development in the Countryside	229
H4 Development within Existing Residential Curtilages, Including Extensions and New Dwellings	230
H5 Residential Conversions, Houses in Multiple Occupation and Re-use of Buildings for Residential Purposes	232
H6 Affordable Housing	233
H7 Affordable Housing - Rural "Exceptions" Schemes	237
H8 & H9 Agricultural/Forestry Workers Dwellings in the Countryside	240
H10 Conversion and Re-use of Rural Buildings for Residential Purposes	242
H11 Replacement Dwellings in the Countryside	244
H12 Sites for Gypsies	245
H13 Sites for Travelling Showpeople	248



Chapter 8 Housing

Introduction

- 8.1** This section of the Plan sets out the Council's policies and proposals which relate primarily to housing development.

Aim

- 8.2** The overall aim is to meet the dwelling needs of all the residents of South Gloucestershire for the period to 2011, including those in need of affordable housing, in a manner which is consistent with the concept of sustainable development.

Structure Plan

- 8.3** The strategy set out in the Structure Plan is one based on the principles of sustainable development. To this end priority is to be given to meeting the strategic requirement for new housing from the re-use of previously developed land and buildings within or immediately adjacent to the urban area where it can be integrated with the provision of jobs, services and public transport. The strategy also requires that Local Plans give emphasis to the reallocation to housing use of some committed but as yet undeveloped employment land.
- 8.4** In accordance with the JRSP (Policy 34) and PPG3 (Paras. 30 and 42), the Council have adopted a 'sequential approach' to allocating and releasing new sites for residential development. First priority has been given to the re-use of previously developed land and buildings within the urban areas and the reallocation of land previously committed for other uses within the urban areas. This however will not be sufficient to meet the strategic requirement for new housebuilding. The shortfall in provision will therefore be met by releasing land comprising an urban extension at Emersons Green as part of a major mixed-use development identified in the Structure Plan. This land has been previously committed for other uses.

Objectives

- 8.5** The Local Plan objectives in respect of housing are:
1. To meet the housing needs of South Gloucestershire, through the provision of sufficient land to meet the aspirations of RPG10.
 2. To give priority to re-using previously used land and buildings and sites already committed for development within or immediately adjacent to the urban area in preference to the release of new greenfield sites (see sequential approach to release of housing land in para 8.4 above).



3. To ensure that within this overall provision there is an adequate mix of sizes and types of accommodation to cater for the needs of whole communities, including those with special needs and those not able to afford adequate accommodation on the open market, in accordance with the priorities in the Council's Housing Strategy.
 4. To encourage more efficient use of land, particularly in areas well served by public transport, and ensure high standards of design in terms of function, appearance, security, safety and overall amenity, and maintain and enhance environmental quality in existing residential areas.
 5. To respect the importance of community identity and community ownership.
- 8.6** These objectives have been prepared in the general strategic context indicated in RPG10 and the Structure Plan, while having regard also to government planning policy guidance, particularly that relating to general principles and housing (PPS1 'Delivering Sustainable Development' and PPG 3 'Housing'), the Council's adopted Housing Strategy 2000-2005, and to public consultation carried out on this Local Plan.
- 8.7** The remainder of the introduction to this chapter goes on to describe the 'general housing context' and 'recent housebuilding activity' in South Gloucestershire and defines the strategic requirement for additional land to be identified for future housebuilding. This brief overview is based upon the key trends identified from the 1991 and 2001 Census of Population and research findings from the Council's own regular monitoring of house completions and land availability (2001 Census Key Statistics, South Gloucestershire Residential Land Availability Survey April 2004 and South Gloucestershire Urban Capacity Study 2001).

The General Housing Context

- 8.8** In the ten-year period 1991 to 2001 the resident population of South Gloucestershire increased by approximately 11.5% to 245,641 persons while the number of households rose by 17.5% to 99,038. The reasons for this disproportionate growth in the number of households are complex, reflecting many interconnected factors such as the scale of migration into the area, behavioural changes (such as later marriages and more divorces), as well as changes in age structure. Moreover, increased prosperity and improved health has enabled more people in all age groups to live in separate smaller households. These changes are reflected in the decline in average household size over the same ten year period from 2.59 to 2.45 persons per dwelling at 2001 (Census 1991 and 2001)* .
- 8.9** Nationally, South Gloucestershire has one of the highest levels of home ownership with 82% of all households either owning their home or having a

* Census output is Crown Copyright and is reproduced with the permission of the Controller of HMSO and the Queen's Printer for Scotland



mortgage. This compares with a figure of 69% for England and Wales and 72% for the former Avon area. At the same time, the 2001 Census shows that only 7.6% of households in South Gloucestershire were living in Council rented accommodation compared with 11.3% in 1991, representing a fall of a third over that ten year period.

- 8.10** In 2001, 62.5% of dwellings in South Gloucestershire were detached or semi-detached, compared with a lower figure of 54% for England and Wales. Terraced houses accounted for 28% of the total compared with a Great Britain figure of 26%, while flats only comprised 9% of all dwellings in South Gloucestershire, less than half the proportion in England and Wales. The proportion of households lacking basic amenities or suffering from overcrowding is very small and compares favourably with the rest of Great Britain and the former Avon area (2001 Census, Key Statistics).

Recent Housebuilding Activity

- 8.11** In the 10-year period 1986 to 1996 (i.e. immediately prior to the plan-period) there were significant fluctuations in the rate of housebuilding in South Gloucestershire reflecting changes in both local and national market conditions. The average building rate over this period was 1,612 dwellings per annum, peaking at 2,326 dwellings in 1988/89; almost double the rate two years earlier in 1986/87 and five years later in 1993/94.
- 8.12** In the first 8 years of the plan period (1996-2004), the Council has counted a net increase of 9,508 dwellings in South Gloucestershire. This represents an average of 1,188 additional dwellings per annum in the plan period so far.

The Strategic Requirement for Land for Housebuilding

- 8.13** The Revised Deposit Draft version of the Local Plan was prepared on the basis of the JRSP (Policy 33) requirement of 16,100 dwellings for South Gloucestershire to be provided in the period 1996 to 2011. This equates to a rate of 1,073 dwellings per annum. Normally it would be expected that this figure would provide the requirement over the plan period. Nevertheless the Local Plan Inquiry Inspector concluded that there were several factors that weighed heavily towards adopting a higher rate than that provided for by the JRSP; reflecting that which is set out in Regional Guidance (RPG10). RPG10 identifies a rate for the former Avon area for the period 1996 to 2016, of just over 10% higher than the JRSP figure. The Inspector's view was that the adopted JRSP implied a significant drop in building rates and that this did not sit comfortably with recent past rates and with the most up-to-date assessments of sub-regional housing requirements.



- 8.14** RPG10 was approved by the Secretary of State in September 2001, while the JRSP was adopted more recently in September 2002. However, the JRSP was prepared and otherwise ready for adoption well before the RPG was issued. It was only the delay caused by the Secretary of State's Direction in respect of the housing requirements that prevented adoption of the JRSP before the issue of the RPG. The final stages, at least, of the RPG were undertaken post the effective production of the JRSP. In these circumstances the Local Plan Inspector concluded that RPG10 is the more up-to-date guidance and best reflects the most recent national policy guidance and should therefore, in the spirit of national guidance and the law, be given due prominence.
- 8.15** The Local Plan Inquiry Inspector also considered that this approach is reinforced by the changes to the planning system and in particular the move towards a more pragmatic and flexible process. He also considered that the 2003 Budget and the Barker report have given further emphasis to the over-riding objective to deliver the required housing provision.
- 8.16** Traditionally, the requirement set out in the RPG would be cascaded down through the Structure Plan, which would apportion it to individual districts. However, the Development Plan system is being revised. It will take some time before it will be possible for the new system of development plans to set a new requirement for South Gloucestershire and, in turn, to identify suitable sites. A significant part of the plan-period to 2011 will have elapsed and therefore a more substantial increase in building rates would be required to meet that which is envisaged in RPG for the overall period 1996 to 2016. In this context, the Local Plan Inspector concluded that it was both reasonable and sensible for the South Gloucestershire Local Plan to look at achieving a steady rate over the remaining seven years, at a rate that reflects the longer term context as set out in the approved RPG, rather than expecting rates to sharply increase immediately post 2011.
- 8.17** Moreover, Policy H01 of RPG10 expressly states that "Where development plans are reviewed and the new plan extends beyond 2006 they should continue to provide for additional dwellings at the annual average rates above (i.e. those listed in Policy H01 of RPG10) until such time as any different rate is adopted following a review of this guidance".
- 8.18** Given the constraints on the housing potential in B&NES and Bristol, and indications in RPG10 that South Gloucestershire is envisaged to continue to provide a focus for new development, the Local Plan Inspector concluded that it would not be amiss to assume that South Gloucestershire should be expected to accommodate pro-rata a similar proportion of the former Avon's requirements as provided for in the JRSP in the period to 2011. At present the JRSP apportions 32% of the Avon total requirement to South Gloucestershire. Applying the same percentage contribution rate to the RPG figure for the Avon area of 3,700 dpa, gives an annual requirement for South Gloucestershire of 1,184. This translates into a local plan total requirement of 17,760 (1996 to 2011).



8.19 The Local Plan Inspector considered that this 10% increase in the annual requirement is not so substantial that it would bring the Local Plan out of conformity with the JRSP. It is marginally below the average rate of 1,188 dpa completed so far in the Plan period 1996 to 2004 and would therefore represent a continuation of current average rates, providing, on average, a steadier flow in supply of housing land.

8.20 In seeking to meet this requirement the Council has had regard to the following:

1. Existing Completions 1996-2004

8.21 In the first eight years of the plan period i.e. April 1996 to March 2004, 9,508 dwellings were completed.

2. Completions on sites already committed at April 2004

8.22 In the 7 years remaining, 715 dwelling completions can be expected on 'large' sites (i.e. 10 or more dwellings) which at 1 April 2004 had the benefit of planning permission (outline or full). A further 112 can be anticipated on sites which are the subject of Council resolutions to approve or appeal decisions or where the issuing of a decision notice is awaiting the completion of a planning agreement. A list of sites making up these two totals indicating the estimated capacity on each site is set out at Appendices 13 and 14. (N.B. Previously developed windfall sites have been excluded from these two figures in order to avoid double counting with the assumption made below. These two figures also include an allowance for 10% non-implementation.)

3. The availability of empty or under-used buildings/conversions

8.23 The Government expects local planning authorities to take into account the potential contribution that empty/underused properties (both existing dwellings and those suitable for conversion) can make to meeting housing needs, in assessing the amount of land needed to be released for new housing (PPG3 para. 22). A reduction in empty homes is allowed for in the calculation of net housing requirement set out in the JRSP. Therefore, to avoid double counting, no separate allowance has been made in the Local Plan for empty homes being bought back into use, though the Council will continue to monitor the effectiveness of its Empty Homes Strategy.

8.24 Those conversions that have been recorded in the period prior to 1996 consistently made a contribution of less than 10 units (net) per annum. However, in the first eight years of the plan period, conversions/change of use have made an average contribution of 51 new dwellings per annum (net).



- 8.25** The Council has adopted the assumption that over the remainder of the plan period, up to 40 units per annum, giving a total of 280 dwellings, could be provided through change of use/conversions requiring planning permission. This assumption has been adopted having regard to the new policy initiatives designed to exploit the full potential for better use and conversion of existing dwellings and non-residential premises (PPG3 Housing). While the Local Plan introduces an amended Policy H5 which specifically supports the conversion of non-residential properties outside the safeguarded employment areas (Policy E4), the Council has sought to be realistic about the scope for conversions in South Gloucestershire having regard to the particular age and type of property which predominate in the area.

4. Making more efficient use of land

- 8.26** Government does not expect new greenfield sites to be released for development until the matter of avoiding the inefficient use of land has been addressed. The Council has had regard to this advice in:
- ❖ seeking to avoid developments generally which make inefficient use of land (those of less than 30 dwellings per ha net (dphn), and requiring densities of 50 dphn and above, in locations well served by public transport or capable of being well served by public transport (see Policy H1-allocated sites, and Policy H2 'Windfall sites');
 - ❖ promoting residential development, particularly on upper-floors, as a component of mixed-use schemes in and adjoining Town centres (see Policies RT1, 2 and 4)
 - ❖ reviewing parking standards to allow for lower levels of off-street parking provisions (see Policy T8);
 - ❖ promoting improved layout and design which puts the needs of people before those of the car (see Policy D1 and planning guidance);
 - ❖ seeking to increase the proportion of smaller dwellings, reflecting the projected growth in one-person households and the existing disproportionate provision of smaller dwellings in South Gloucestershire (see Policies H1, H2 and H6);
- 8.27** These factors are reflected in the 'minimum dwelling targets' set for each of the allocated sites in Policy H1, and the assumptions made below about the contribution from windfall and small sites.

5. Previously Developed Windfall Sites/Small 'In-Fill' Sites

- 8.28** The Council has concluded that development on brownfield 'windfall' sites, 'large' and 'small', (see above for conversions) will continue to play a significant role in the process of supplying housing, albeit at a lower level than has previously been monitored, where the contribution of greenfield



windfall sites had been included. It is envisaged that a further 1,330 dwelling are likely to emerge in the remaining 7 years on brownfield windfall sites and small sites. This assumes an average of 120 dpa on 'large' windfall sites and 70 dpa on small sites.

8.29 The assumption that has been adopted for windfall completions is significantly lower than the overall level of contribution achieved from this source in the 10-year period to 1996 which included greenfield sites. This lower figure is justified in the light of:

- ❖ year-on-year monitoring which reveals a declining trend as opportunities within the built-up areas are 'used up';
- ❖ the identification and allocation of likely 'in-fill' opportunities within the built-up areas in the light of work undertaken in connection with the preparation of the South Gloucestershire Urban Capacity Study (2001) (see below);
- ❖ emphasis on a plan-led system with sufficient sites allocated to meet strategic requirements, thereby reducing the likelihood of there being a need for further ad-hoc releases of greenfield sites outside the urban area and defined settlements.

8.30 In adopting this figure the Council has sought to be realistic about the future level of contribution it can expect from brownfield windfall completions. It has, however, rejected adopting a lower figure in view of the introduction of new policy initiatives which encourage more efficient use of land.

8.31 The assumption adopted for small site completions (70 dpa) reflects a more constant level of contributions achieved from this source in the 10 year period to 1996 but reduced to reflect the intention to monitor conversions separately in future (see para. 8.25 above). It also reflects the fact that small sites capable of accommodating 538 dwellings had already been committed at April 2004.

6. South Gloucestershire Urban Capacity Study (2001)

8.32 PPG3 (para. 36) is clear, however, that an examination of past trends should not be the sole basis for an allowance for future 'windfall' completions. It should also be made on the basis of examining the likely future windfall potential as assessed in a capacity study.

8.33 South Gloucestershire Council have undertaken an Urban Capacity Study in co-operation with the other three Unitary Authorities covering the former Avon area and updated this to 2001 as a basis for reviewing the assumptions made about 'windfall' development in the Local Plan (South Gloucestershire Urban Capacity Study 2001). The Urban Capacity Study covered the main urban area together with the towns of Yate/Chipping Sodbury and Thornbury.



- 8.34** The Urban Capacity Study identified an 'urban windfall' potential for 1,679 dwellings in the period 2001-2011. The scope for 'windfall' potential outside the study area is estimated at 600, giving a total 'windfall' potential of 2,279 for the period 2001-2011. In this light, the Council has not changed its adopted assumption that 2,300 dwellings can be expected from 'windfalls' in the 10 years 2001-2011 i.e. 230 per annum (120 large sites, 70 small sites and 40 conversions)

7. The Requirement to Allocate Land for Housing

- 8.35** The Council has concluded, on the basis of the above analysis and assumptions, that additional sites capable of accommodating 5,815 dwellings in the period to 2011 will need to be released. The Council has also concluded that this requirement cannot be met entirely from the development of previously developed land and buildings and land previously committed for other development within the urban area. The release of further land will therefore be necessary.

Figure 8.1: The Residual Housing Land Supply Requirement (April 1996 to March 2011)

	Number of Dwellings	Number of Dwellings
Requirement		17,760
Provision: Completions to March 2004	9,508	
Capacity on sites with planning permission ⁽¹⁾	715	
Capacity on other committed sites ^{(1) (2)}	112	
Contribution from windfalls (@ 230 p.a. 2004-2011)	1,610	
Total	11,945	
Remaining requirement to be met from allocations		5,815

Notes:

⁽¹⁾ Includes 10% allowance for non-implementation

⁽²⁾ 'Other committed sites' include those where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement (see Appendix 14).



Proposed Sites for New Residential Development and Mixed Use Schemes including Residential Development

H1 PROVISION IS MADE FOR DEVELOPMENT FOR 17,760 DWELLINGS IN THE PLAN AREA FOR THE PERIOD APRIL 1996 TO MARCH 2011. TO THAT END, LAND IS ALLOCATED FOR RESIDENTIAL DEVELOPMENT (OR FOR A MIX OF USES INCLUDING RESIDENTIAL DEVELOPMENT*) ON THE FOLLOWING SITES, AS DEFINED ON THE PROPOSALS MAP:

SITE NO.	GROSS AREA (HA)	SITE	MINIMUM AVERAGE NET DENSITY (DPHN)**	LIKELY DWELLING COMPLETIONS TO 2011	MINIMUM DWELLING TARGET
1	4.6 HA	SOUTH OF DOUGLAS ROAD, KINGSWOOD	75	(100)	345
2	1.3 HA	NORTH OF DOUGLAS ROAD, KINGSWOOD	75	(95)	95
3	7.2 HA	BAE (FRONTING A38) FILTON	50	(290)	290
4	74.0 HA	NORTHFIELD, FILTON AERODROME, PATCHWAY*	50	(1,600)	2,200
5	177.0HA	EMERSONS GREEN (LAND EAST OF THE A4174 AVON RING ROAD)*	50	(1,200)	2,000
6	1.2HA	FORMER WOODSTOCK SPECIAL SCHOOL, COURTNEY ROAD, KINGSWOOD	50	(50)	50
7	1.6HA	WATERWORKS DEPOT, SOUNDWELL ROAD, KINGSWOOD	50	(65)	65
8	1.2HA	CLOVERDALE DRIVE & COTTONWOOD DRIVE, LONGWELL GREEN	50	(50)	50
9	24.3HA	WALLSCOURT FARM (HEWLETT PACKARD), STOKE GIFFORD	50	(700)	900
10	12.6HA	LAND EAST OF COLDHARBOUR LANE & SOUTH OF BRISTOL BUSINESS PARK, STOKE GIFFORD.	55	(500)	500
11	9.0HA	HORTHAM HOSPITAL, HORTHAM LANE, ALMONDSBURY.	30***	(270)	270***
12	1.28HA	OLD COLSTONIANS PLAYING FIELDS, NEW ROAD, FILTON	50	(70)	70
13	33.2HA	LAND AT HARRY STOKE, STOKE GIFFORD	50	(900)	1,200
14	1.1HA	COOPERS WORKS, WESTERLEIGH ROAD, YATE	30	(35)	35

* Denotes a Mixed Use Site

** DPHN – Dwellings Per Hectare (Net)

*** See Para. 8.133



Sequential approach to site selection

- 8.36** The Council has adopted a sequential approach to identifying sites to meet the strategic requirement for land for housing (see paragraph 2.7). First priority has been given to previously developed land and buildings within the principal/main urban area of Bristol, followed by Yate/Chipping Sodbury and Thornbury, and then the other settlements defined on the Proposals Map. Second priority has been given to identifying other land within the principal/main urban area of Bristol, again followed by Yate/Chipping Sodbury and Thornbury, and then the other defined settlements. The strategic requirement can be met without searching beyond these two categories with the exception of Site 11 (see below). This approach accords with RPG10 (Policy SS2), the Structure Plan Locational Strategy (Policy 2), Structure Plan Policy 34 and PPG3 Housing. The sequential approach has not been used to prioritise the release of previously developed sites as there are only 7 years left of the plan-period.
- 8.37** The Council is concerned to ensure that, as a scarce resource, land should be used prudently and re-cycling previously developed land, and making more efficient use of it, will assist in alleviating some of the pressures to develop on 'greenfield' sites and in the open countryside. Redevelopment of such sites, to the highest standards of design, can also assist another core aim of the plan in making urban areas more pleasant places in which to live.
- 8.38** The national target is that by 2008, 60% of additional housing should be provided on previously-developed land and through conversions of existing buildings (PPG3 Para. 23) compared with 52% actually achieved between 1990 and 1993. Regional Planning Guidance for the South West (September 2001) sets a regional target of 50%, while acknowledging that this will vary within the region, reflecting the local settlement pattern, the characteristics of settlements and the opportunities for brownfield redevelopment.
- 8.39** In the first 8 years of the plan period, approximately 28% of dwelling completions in South Gloucestershire were on previously developed land. This reflects the relatively limited scope for conversion and redevelopment in South Gloucestershire, given the character of the area (primarily suburban and rural), the particular age and type of property which predominate in the area and the healthy state of the local economy with relatively few industrial/commercial sites becoming vacant and derelict.
- 8.40** The Council is nevertheless determined to increase the level of new housing from previously-developed land and conversions and has therefore set a target of 50% of total completions over the remaining 7 years of the plan period. This target has been set having regard to:
- ❖ the capacity on allocated brownfield sites and assumptions about what they could deliver in the plan-period; and
 - ❖ assumptions about future brownfield windfalls coming forward.



- 8.41** In affording first priority to previously developed land and buildings within the principal/main urban area of Bristol, followed by Yate/Chipping Sodbury and Thornbury, and then the other defined settlements, the Council nevertheless acknowledges that, by virtue of their location, accessibility, and site context, not all sites warrant identification as priority residential allocations (e.g. those in more remote rural locations, or those better suited for other purposes by virtue of their location, accessibility by HGV or the nature and character of adjoining uses).
- 8.42** Sites 1, 2, 3, 4, 6 and 7 are previously developed sites located in the principal/main urban area of Bristol, while site 14 is previously developed and located within Yate. All these sites are considered suitable in whole or in part (in the case of mixed use schemes) for residential development.
- 8.43** Sites 5, 8, 9, 10, 12 and 13 are classified as 'vacant land not previously developed' and are all located within the principal/main urban area of Bristol. Site 11 is a previously developed site in the Green Belt and lies close to the principal/main urban area of Bristol.
- 8.44** The Council has set a minimum target for the number of dwellings to be achieved on each of the sites identified in Policy H1, subject to further detailed site appraisal and the preparation of 'Concept Statements'. It is envisaged that in total, these sites are capable of accommodating approximately 8,070 dwellings in total. It is currently envisaged that approximately 5,925 of these are likely to be completed in the plan-period.

Sites 1 to 14

- 8.45** Within all these developments, the Council will seek the creation of attractive, high quality living environments in which people will choose to live and, in this respect, the criteria set out in Policy D1 'Achieving Good Design in New Development' are particularly relevant. Moreover, prospective developers will be encouraged to think imaginatively about designs and layouts which make more efficient use of land without compromising the quality of the environment.
- 8.46** The Council considers that the best way of achieving these objectives will be through the preparation of Concept Statements and the adoption of satisfactory planning guidance in the form of a Planning Brief and where appropriate a Master Plan covering the whole of the site in question. The Council will seek to work with developers in the preparation of such material and will also be reviewing its existing Supplementary Planning Guidance relating to design in new residential developments.
- 8.47** The provisional assessment of each site has had regard to identified constraints and the need to retain and enhance: existing landscape features, and their heritage and ecological value, and the text below refers to the principle requirements. Further detailed information, and any required mitigation measures and future management will be set out in



detailed planning guidance (concept statements, masterplans and development briefs). These considerations will apply equally to greenfield and previously developed sites.

- 8.48** The Council is also seeking to secure provision for wider housing opportunity and choice through provision of a better mix in the size and type of housing to meet local needs and create mixed communities. All of the sites identified in Policy H1 fall within the scope of Policy H6 where the Council will seek an element of affordable housing and smaller/low cost market housing.
- 8.49** Sites will also need to make adequate provision for play-space; equipped children's play, incidental amenity areas, and provision for their subsequent maintenance in accordance with Policy LC8. Where local provision for leisure, recreation and other community facilities, including health and social services, and service infrastructure, is inadequate to meet the projected needs arising from future occupiers of the development, the Council will negotiate provision in accordance with Policies LC1, S1, S2 and S3.
- 8.50** With respect to the education service in South Gloucestershire, it has generally not been possible to identify sites for new housing development which could take advantage of any existing spare capacity. This is largely because, in most cases, existing schools are or will shortly come under pressure for places. Moreover, the opportunities to enhance or extend accommodation at some school sites are limited. In the case of all the new housing sites proposed in Policy H1, existing pressure for nursery, primary and secondary school places will be exacerbated. In examining these proposals in further detail, the Council will be considering all the options open to it to meet the education needs that are likely to arise but anticipates in most cases seeking developer contributions to assist in addressing the shortcomings. On the sites at Northfield, Filton Aerodrome, Wallscourt Farm (Hewlett Packard), Land east of Coldharbour Lane, Stoke Gifford, Harry Stoke and Emersons Green, it is currently envisaged that proposals will, at the very least, need to make provision for new nursery/primary schools as part of the development. The Council's preferred option for meeting the substantial additional requirements arising at Emersons Green for secondary education is to reserve a site for a possible Secondary School within the site.
- 8.51** Those sites previously used for industrial purposes will, as a matter of course, need to be the subject of a thorough investigation to determine the extent and nature of any possible ground contamination and where appropriate a satisfactory scheme of mitigation will need to be approved and implemented.
- 8.52** Prospective developers will be required to identify a package of transportation measures which will have the effect of reducing car dependency for trips to and from sites and safeguarding highway safety. Where a development is liable to have an impact on safety, or the



functioning of the highway network, this assessment must be carried out to the satisfaction of the relevant highways authority. The promoter of any development, which will potentially impact upon the Trunk Road Network, will therefore be required to conduct a Transport Assessment that is completed to the satisfaction of the Highways Agency. Development on sites in the North Fringe, at Emersons Green and Hortham Hospital will be expected to contribute to the comprehensive package of transport measures set out in Figure 8.2 and diagrammatically illustrated in Figure 8.3, in accordance with the need arising from the development and related in scale and kind to the development.

Figure 8.2 North Fringe Development Major Scheme (Transport Measures)

Scheme	Cost	(£ ,000)*
Scheme A: Avon Ring Road Major Scheme Quality Bus Corridor:		
UWE/MoD bus link	Bus link through development between UWE and MoD. Link uses development roads but with bus only "gates".	Provided by site 9 of Policy H1.
Romney Ave bus link	Bus link partly through development but with bus only connection to Romney Avenue, controlled by a bus activated "gate". The connection to Romney Avenue is within BCC boundary.	Provided by site 9 of Policy H1.
M32 gyratory Phase 1	Widen the circulatory carriageway - will be generally widened by one lane. The A4174 westbound entry will be widened to 3 lanes - straight ahead/right and 2 lanes left on to the M32 southbound, one of which will be a bus/HOV lane. The through pedestrian and cycle route across the south side of the junction will have positive signal control at each crossing point, and a shared use width of 3m will be provided throughout.	1,000
Filton roundabout A38 Southmead arm widening	Widen exit lane to allow eastbound traffic to clear roundabout	200
Bromley Heath roundabout	Amend junction layout to assist eastbound movement and reduce queuing.	200
Filton roundabout A38 northbound bus lane	Northbound bus lane to reduce delay for buses achieved through road widening.	1,000
A4174; M32 to Coldharbour Lane, including 2x HOV lanes	Upgrade existing carriageway to allow widening to provide additional HOV lanes and two general purpose lanes in each direction. Widen existing footway on the southern side of the Ring Road to provide a footway and cycleway. Provide footway from Coldharbour Lane to Maules Lane on the north side of the road. The layby on the north side of the road to the west of M32 Junction 1 will be removed as a result of the widening. Review the removal	5,100



Scheme	Cost	(£ ,000)*
	of the layby on the south side as its continuing use would conflict with the operation of the HOV lane.	
Harry Stoke A4174 junction		Provided by Site 13 of Policy H1.
Coldharbour Lane + junction upgrade	At the Coldharbour Lane Junction the number of lanes for the left turn off the A4174 will be increased from one to two.	2,400
	An additional southbound general purpose lane will be added to Coldharbour Lane from the A4174 to the UWE roundabout and for safety reasons a central median will be added.	
	The northbound HOV lane will be retained but will terminate short to allow for weaving traffic.	
	Bus stops will be relocated including a new bus layby behind the HOV lane.	
	The existing toucan crossing will be replaced with a staggered toucan crossing in a similar location.	
M32 gyratory Phase 2 (including off ramps).	The M32 exit slip road will be widened to provide an additional lane at the stop line. The A4174 eastbound entry will be widened to 4 lanes.	1,800
Filton Ave/A4174 upgrade.	Remodelling of junction to provide improved pedestrian/cyclist crossing facilities plus new signal equipment to benefit pedestrians. Footway between Emma-Chris Way and Filton Ave widened to allow for shared use cycleway.	70
New Road to Abbeywood roundabout bus gate + pedestrian upgrade.	A new third lane approaching Abbey Wood Roundabout between New Road and the junction to allow revisions to be made to traffic signal staging. Bus detection system to be installed on the existing eastbound Ring Road approach to Abbey Wood roundabout linked to the existing Toucan crossing, just to the west of the layby, to act as a bus gate. Traffic will be stopped allowing the bus to leave the layby.	420
A4174 Abbeywood roundabout	Signalisation of the Great Stoke Way entry to the roundabout -by extending the Great Stoke Way central median and widening the carriageway into the roundabout central island. Provide selective vehicle detection (SVD) sensors to ensure priority for bus services at the traffic signals.	600



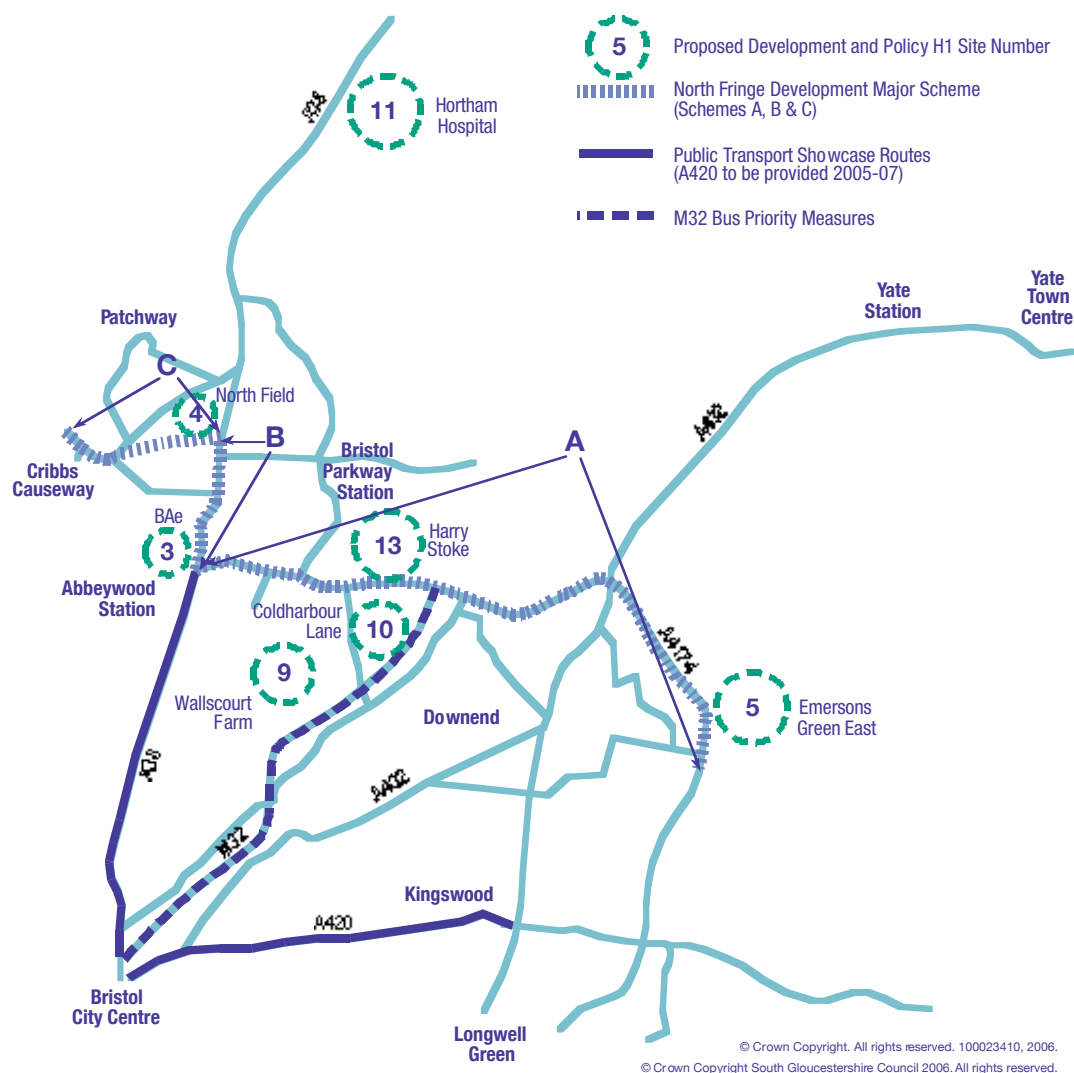
Scheme	Cost	(£ ,000)*
Abbeywood roundabout to Coldharbour Lane pedestrian + bus + right turn lane	Widening of footway on south side. New bus layby west of Hewlett Packard entrance. Improved pedestrian crossing at Hewlett Packard. Widening of carriageway on the north side of the A4174 by one lane width to provide a second right turn lane into Coldharbour Lane. Existing right turn lane will also be extended.	1,300
Hambrook junction	In the westbound direction the right turn lane will be extended in length and the HOV lane will be continued through the junction. Widen Bristol Road north of the crossroads junction, to allow for an extended length of right turn lane and a southbound cycleway. The traffic signals will be fitted with SVD to provide further benefit to existing bus services.	740
Rosary roundabout	Introduce traffic signal control to reduce traffic congestion, queue and delay, and to allow traffic signal control of pedestrian and cyclist crossings of the Ring Road.	Provide by Site 5 of Policy H1.
Wick Wick + Westerleigh roundabout Transportation upgrade	Review traffic signal control and approach arm widening to facilitate SVD and improve bus priorities.	200
A4174 Eastbound HOV	Provide additional nearside HOV lane from footbridge to Rosary roundabout.	900
Scheme B: A38 Quality Bus Corridor:		
A38 Filton Ave bus gate		Provided by adjacent site.
A38 combination bus gate		Provided by adjacent site.
A38 Northfield junction bus gate		Provided by site 4 of Policy H1.
Scheme C: Cribbs Causeway Quality Bus Corridor:		
Pegasus Road bus lane extension East & Westbound	Provide additional bus only lanes alongside existing carriageway in each direction on Pegasus Road between the Mall bus station and Highwood Road (requires third party land acquisition).	1,100
Standing Stone roundabout bus enhancement	Provide signal controls and SVD at the junction to facilitate bus priority.	500
Real Time Information (All Quality Bus Corridors):		
Vehicle equipment		120
Bus stop displays		60
Signal priority + system configuration and enhancement		200
Bus stop upgrade		490
Total Cost of North Fringe Development Major Scheme:		£18.40M

Footnote:

* Index linked from the 1st quarter of 2005



Figure 8.3 Diagrammatic Representation of the North Fringe Development Major Scheme (Transport Measures)



The following text sets out the principal planning factors relating to each site.

Sites 1 and 2 North and South of Douglas Road, Kingswood

- 8.53** The established employment area at Hanham Road to the south of Kingswood Town Centre extends to approximately 17 hectares and is characterised by a range of industrial and business activities interspersed by residential properties. The area provides valuable employment opportunities within the urban area close to large areas of residential



development with good bus services. The Council is aware, however, that some land is currently under-used and further land and buildings are likely to become vacant. Whilst the Council is keen to retain local employment opportunities within established housing areas, it acknowledges that the current nature and level of industrial activity and the associated heavy goods vehicle traffic in particular has a detrimental effect on the amenities of local residents. Access from the area to the strategic road network is not such that the Council would wish to encourage significant redevelopment for employment purposes, which would generate substantial volumes of heavy goods vehicle traffic.

- 8.54** The Council has asked the Kingswood Regeneration Partnership to consult and advise on future policy for this area and its recommendation following consultation is that land south of Douglas Road occupied by a complex of large factory buildings be deleted from the 'established employment area' and identified instead for future housing use. Given Government advice on the reuse of brownfield sites, the urban character of the surrounding area, the proximity to a range of facilities and the need to reinforce the vitality of Kingswood Town Centre, the site is considered suitable for a relatively high density scheme of residential development. Subject to detailed proposals it is considered that the site, which extends to approximately 4.6 hectares, is capable of accommodating a minimum of 345 dwellings (i.e. at an average net density of 75 dwellings per hectare).
- 8.56** The Council also considers that redevelopment of an underused car park to the north of Douglas Road and fronting Forest Road and Wood Road, could also make a valuable contribution to housing supply and the regeneration of Kingswood Town Centre. Site 2 identified on the Proposals Map extends to approximately 1.3ha and is capable of accommodating a minimum of 95 dwellings (i.e. at an average net density of 75 dwellings per hectare). The site does not include the office block fronting Forest Road and industrial units fronting Douglas Road which are considered capable of beneficial reuse.
- 8.57** Given the complex nature of the two sites, the Council will expect them to be developed on a comprehensive basis with the adjacent areas identified for employment and mixed-use developments in order to provide for an enhanced highway network, appropriate traffic management measures, sustainable links to the town centre and local schools (pedestrian/cycle) and increased bus penetration. A comprehensive approach is also required to ensure a high quality of design and living environment which protects the amenities of existing and future residential occupiers but does not prejudice continued employment activity within the wider area or the character of buildings such as the former Douglas coach-works/foundry which make a significant contribution to the distinctiveness of the area (see Policy L15).
- 8.58** Residential development on both sites should help to meet housing needs particularly for affordable housing (33.3% of units) and small units (see



Policy H6), and enhance the general amenities and community infrastructure of the area. While the sites may not lend themselves to a significant proportion of family housing any such development would compound projected shortfalls in primary and secondary school places in the vicinity unless the developers make a remedial contribution (see also LC1 and LC2).

- 8.59** Given the range of previous industrial uses, a survey will be required to assess the presence of any ground contamination and where appropriate remedial measures will need to be implemented.
- 8.60** It is envisaged that the most appropriate means of ensuring that the above objectives are met and the requirements of Policy D1 (Design) and the environmental policies in Chapter 4 are satisfied, will be the preparation of 'Concept Statements' for both sites.

Site 3 BAe (fronting A38), Filton

- 8.61** The Council envisage the release of up to 7.2 ha (gross) of former industrial land at BAe to the south of the runway fronting the A38 at Filton, primarily for residential purposes.
- 8.62** Development will necessarily need to be sensitively designed and laid out so as not to prejudice continued employment and other activities on the airfield to the north and west (Policy E5) and protect the amenities of future occupiers. The principal sources of noise at this site are the heavy traffic flows on the A38 and the adjoining industrial activities (not the airfield). The calculation of the development potential of the site has been considered in this context and the proposals will need to incorporate appropriate noise attenuation measures which meet the requirements set out at Policy EP4.
- 8.63** Residential development should help to meet housing needs particularly for affordable housing (33.3% of units) and small units (see Policy H6). Given the character of the surrounding area and the level of bus service, the site is considered particularly suited to a relatively high-density form of development. The net area suitable for residential development is nevertheless constrained by the proximity, scale and nature of the adjoining industrial activities, the A38, a service corridor and the requirement to retain listed buildings. Subject therefore to further site analysis and the preparation of a Concept Statement, it is considered that redevelopment within this area could accommodate a minimum of 290 dwellings on a net area of approximately 5.8 ha (average net density of 50 dph).
- 8.64** New Filton House (also known as Pegasus House), situated within the site, is a Grade II Listed Building and a prominent local landmark. The Council wishes to see this converted for re-use in conjunction with an overall scheme for the site. (N.B. any residential units created as part of any conversion will be in addition to the 290 referred to above).



- 8.65** While the form of development may not lend itself to a significant proportion of family housing, any additional development here will put pressure on projected shortfalls in local primary school accommodation. Therefore, developers will be expected to contribute toward enhancements to existing schools. Moreover, the busy A38 represents a significant barrier between the site and local facilities which could lead to a disproportionately high number of local trips being undertaken by car. In these circumstances the Council will require developers to make provision for substantial improvements in links for pedestrians and cyclists.
- 8.66** Given the previous industrial use of the land, a survey will be required to assess the presence of any ground contamination. The site also covers much of the probable area of a medieval settlement and trial excavations will be required before the archaeological implications of any proposals can be properly assessed.
- 8.67** It is envisaged that the most appropriate means of ensuring that the above objectives are met and the requirements of Policy D1 (Design) and the environmental policies in Chapter 4 are satisfied, will be the preparation of a 'Concept Statement'.

Site 4 Major Mixed Use Development Proposals at Northfield, Filton Aerodrome, Patchway

- M1** A MAJOR MIXED USE DEVELOPMENT IS PROPOSED ON 74 HA AT THE NORTHFIELD, FILTON AERODROME, PATCHWAY, NORTH OF THE RUNWAY, SOUTH EAST OF HIGHWOOD ROAD, SOUTH OF CALLICROFT ROAD AND WEST OF THE A38 GLOUCESTER ROAD, AS DEFINED ON THE PROPOSALS MAP. THE DEVELOPMENT WILL COMPRISE:
- A.** APPROXIMATELY 2,200 DWELLINGS IN A MIX OF SIZES AND TYPES, AND PROVISION FOR A RANGE OF LOCAL FACILITIES INCLUDING LOCAL SHOPPING, HEALTH CARE, EDUCATION AND OTHER COMMUNITY FACILITIES.
 - B.** APPROXIMATELY 14 HA FOR B1 (BUSINESS) USES, B2 (GENERAL INDUSTRY) USES AND SMALL SCALE B8 (DISTRIBUTION) USES.
- DEVELOPMENT WILL BE PLANNED ON A COMPREHENSIVE BASIS, DESIGNED AND PHASED TO ENSURE MAXIMUM PRACTICAL INTEGRATION BETWEEN THE DIFFERENT USES WITHIN AND BEYOND THE SITE AND PROVISION OF ANCILLARY FACILITIES AND SUPPORTING INFRASTRUCTURE AND SAFEGUARD THE EXISTING COMMERCIAL ACTIVITIES AND AUTHORISED OPERATION OF THE AERODROME. IN PARTICULAR, PROVISION WILL BE MADE FOR:



- ❖ A COMPREHENSIVE NETWORK OF SAFE AND CONVENIENT FOOTPATHS AND CYCLEWAYS LINKING ALL THE USES AND DESTINATIONS BEYOND THE SITE;
- ❖ A HIGH STANDARD OF BUS PENETRATION AND SIGNIFICANTLY IMPROVED ORBITAL SERVICES LINKING TO MAJOR EMPLOYMENT DESTINATIONS, THE REGIONAL SHOPPING CENTRE AND OTHER TRANSPORT INTERCHANGES IN THE NORTH FRINGE AND SERVICES TO CENTRAL BRISTOL.
- ❖ AN ALTERNATIVE THROUGH-ROAD TO HIGHWOOD ROAD LINKING THE CRIBBS CAUSEWAY REGIONAL SHOPPING CENTRE WITH THE A38 GLOUCESTER ROAD.

TO THIS END, DEVELOPERS WILL BE EXPECTED TO CONTRIBUTE TOWARDS THE EARLY PROVISION OF THE COMPREHENSIVE PACKAGE OF TRANSPORTATION MEASURES SET OUT IN FIGURE 8.2 IN SCALE AND KIND TO THE DEVELOPMENT.

- 8.68** The provision of 14 ha of land to accommodate employment uses reflects the continuing need to maintain job opportunities for residents in the Filton/Patchway area, but on a much smaller scale than that implied in the medium to long term by previous Local Plans. This approach accords with Policy 2 of the Structure Plan. This seeks to “secure a more balanced pattern of housing and employment across the plan area by restraining the expansion of employment uses in the North Fringe by diversifying the development on existing land commitments, particularly providing for more housing and restricting new employment allocations”.
- 8.69** In accordance with the Structure Plan, it is proposed that land at Northfield, Filton Aerodrome, Patchway should make a significant contribution to meeting housing needs in South Gloucestershire. (See Policy H1, which identifies Northfield for a mix of uses including residential development, given its status as previously developed land, previously identified for employment purposes and located within the urban area, well related to existing facilities, employment and public transport routes). It is envisaged that in addition to the employment proposals, the site could accommodate on a net area of approximately 44ha a minimum of 2,200 dwellings at an average net density of 50 dwellings per hectare, subject to further detailed site appraisal.
- 8.70** Given the scale of residential development, the Council will seek to ensure that a range of dwelling sizes and types are provided (including 33.3% affordable units), together with a full range of supporting facilities and public open space, including a primary school and an expanded or new GP surgery to meet local needs, which developers will be expected to provide in phase with development (see in particular Policies H6, RT7, LC1, LC2, LC8, S1, S2 and S3). The Council will also wish to explore with the developer the prospects for accommodating a facility for the Bristol Aero-Collection within the aerodrome.



- 8.71** Taking the proposals for employment uses and residential development together, the objective will be to provide for a form, layout and nature of development, and disposition/mix of land uses and transport links, which encourage a degree of 'self containment' and minimises the necessity for travel, by private car. This emphasis on a 'sustainable form' of development must be reflected in any detailed proposals for the area (see below and Policy D1 in particular).
- 8.72** Development must be as 'sustainable' as possible and will require the introduction of systems of public transport, walking and cycling which can compete effectively against the private car and thus reduce the volume of car movements, especially at peak times.
- 8.73** Significant investment in transportation infrastructure will be required to meet this objective. Prospective developers will be required to identify a comprehensive package of public transport improvements which will have the effect of reducing car dependency. The measures are likely to involve both capital and revenue funding, involving:
- ❖ extending existing commercial express and stopping bus services serving Bristol City Centre;
 - ❖ supplementary high frequency stopping services between Cribbs Causeway and the North Fringe;
 - ❖ possible access by heavy rail.
- 8.74** The service improvements will need to be supported by appropriate bus priority measures and infrastructure investment to guarantee attractive journey times, facilitate easy access to bus stops, and make available real time bus timetable and route information. To this end, developers will be expected to contribute towards the early provision of the comprehensive package of transport measures set out in Figure 8.2. The contributions will be in accordance with the need arising from the development and related in scale and kind to it.
- 8.75** Development must also make provision for a high quality transport route (Policy T3) west to Cribbs Causeway. This may involve safeguarding preferred routes and may, depending on the programme of the overall development, involve contributions to network infrastructure.
- 8.76** Measures must also be taken to maximise the attractiveness and volume of trips made by walking and cycling modes. This will involve:
- ❖ incorporating the Council's existing strategies for walking and cycling in the overall development scheme for the area (see below);
 - ❖ creating a network of new paths and cycle routes along desire lines;
 - ❖ making cyclists and pedestrians priority road users;
 - ❖ providing high quality supporting infrastructure.
- 8.77** The application of other policies of the Plan, especially those relating to Travel Plans and limitations on private parking, should assist to achieve the required changes in travel behaviour.



- 8.78** Even at the level of ‘intervention’ described in paragraphs 8.73 – 8.77 above, the mixed use development at Filton Northfield is likely to have a significant impact on the existing highway system. In these circumstances the onus will be on the prospective developer to address the problem and identify mitigating measures to the satisfaction of the Council. In particular, and in order to provide for bus priority along Highwood Road, possible rapid transit routes and measures to minimise the segregating effect of Highwood Road, developers should provide an alternative east-west road linking Cribbs Causeway RSC with the A38 running parallel with the runway.
- 8.79** The overall requirement is for a scheme of development in which new land uses are successfully integrated one with another and with a carefully planned and implemented package of supporting infrastructure including transportation measures which are a viable alternative to the private car. Development will be required to safeguard and enhance the existing landscape and heritage features and sites of nature conservation interest. The layout and disposition of land uses will also need to take into account, the potential environmental impact of the aerodrome, the A38 Gloucester Road and the Royal Mail sorting facility. In this respect, it is likely that employment uses would be more appropriately located along the southern and eastern boundaries.
- 8.80** It is also essential that developers clearly demonstrate that existing commercial activities on or adjacent to the site, where necessary, can be satisfactorily relocated within the aerodrome and that the authorised operation of the airfield will not be prejudiced. In particular, the performance of navigational aids and landing systems will need to be safeguarded (see Policy E5).
- 8.81** Given the range of previous activities on the site, the developer will be required to assess the presence of any ground contamination and, where appropriate, remedial measures will need to be implemented.
- 8.82** In order to achieve high standards of design and all the other objectives set out above, the Council and landowners jointly commissioned independent consultants to hold a workshop involving a range of local stakeholders and prepare a ‘Concept Statement’ as a basis for wider public consultation prior to the preparation of a Supplementary Planning Document for this site. The Concept Statement has been approved for Development Control purposes and as a basis for the preparation of a development brief, which is in preparation. The Council is also pursuing the preparation of a detailed illustrative master plan through the Development Control process.

Implementation and Monitoring:

Through private investment and investment through Registered Social Landlords (e.g. Housing Associations) and Development Control in line with other policies in the Plan and any adopted



Supplementary Planning Guidance/Documents. Progress will be monitored through Development Control and the Council's regular survey of house completions and residential land availability.

Site 5 Major Mixed Use Development Proposals at Emersons Green

- M2** A MAJOR MIXED USE DEVELOPMENT IS PROPOSED ON 177HA OF LAND AT EMERSONS GREEN, EAST OF THE A4174 AVON RING ROAD, AS DEFINED ON THE PROPOSALS MAP. THE PROPOSAL WILL COMPRISE:
- A.** A SCIENCE PARK COMPRISING OF APPROXIMATELY 25HA SUITABLE FOR SCIENCE, HIGH TECHNOLOGY AND RESEARCH BASED USES AND INCLUDING AN ACADEMIC/ INNOVATION CENTRE AND OTHER RELEVANT ANCILLARY FACILITIES;
 - B.** APPROXIMATELY 20 HA FOR B1 (BUSINESS) USES, B2 (GENERAL INDUSTRY) USES AND SMALL SCALE B8 (DISTRIBUTION) USES TO MEET EMPLOYMENT NEEDS;
 - C.** APPROXIMATELY 40HA FOR 2,000 DWELLINGS IN A MIX OF SIZES AND TYPES (OF WHICH ABOUT 1,200 ARE EXPECTED TO BE COMPLETED IN THE PLAN PERIOD);
 - D.** APPROXIMATELY 8HA WILL BE RESERVED FOR THE PROVISION OF A SECONDARY SCHOOL;
 - E.** APPROXIMATELY 30HA WILL REMAIN SAFEGUARDED TO MEET DEVELOPMENT NEEDS BEYOND THE PLAN PERIOD (THE LIKELY MIX OF USES WILL COMPRISE APPROXIMATELY: 15 HA FOR A FURTHER 750 DWELLINGS, 5HA FOR EMPLOYMENT USES, WITH THE REMAINDER PROVISIONALLY IDENTIFIED FOR PLAYING FIELDS/FORMAL PUBLIC OPEN SPACE, NATURE CONSERVATION AREAS, BALANCING PONDS AND ROADS);
 - F.** THE REMAINDER OF THE SITE TO BE USED FOR THE PROVISION OF A RANGE OF LOCAL FACILITIES INCLUDING LOCAL SHOPPING, HEALTH CARE, PRIMARY EDUCATION AND OTHER COMMUNITY FACILITIES, FORMAL AND INFORMAL OPEN SPACE, NATURE CONSERVATION AREAS, BALANCING PONDS AND ROADS.

DEVELOPMENT WILL BE PLANNED ON A COMPREHENSIVE BASIS, DESIGNED AND PHASED TO ENSURE MAXIMUM PRACTICAL INTEGRATION BETWEEN THE DIFFERENT USES AND PROVISION OF ANCILLARY FACILITIES AND SUPPORTING INFRASTRUCTURE. IN PARTICULAR, PROVISION WILL BE MADE FOR:

- ❖ A COMPREHENSIVE NETWORK OF SAFE AND CONVENIENT FOOTPATH AND CYCLEWAYS LINKING ALL THE USES AND



DESTINATIONS BEYOND THE SITE, WITH PARTICULAR REFERENCE TO THE DISTRICT CENTRE TO THE WEST OF THE RING ROAD;

- ❖ A HIGH STANDARD OF BUS PENETRATION AND SIGNIFICANTLY IMPROVED 'RADIAL' SERVICES TO EAST AND CENTRAL BRISTOL AND YATE AND ORBITAL SERVICES LINKING TO MAJOR EMPLOYMENT DESTINATIONS AND TRANSPORT INTERCHANGES IN THE NORTH FRINGE.

TO THIS END DEVELOPERS WILL BE EXPECTED TO CONTRIBUTE TOWARDS THE EARLY PROVISION OF THE COMPREHENSIVE PACKAGE OF TRANSPORTATION MEASURES SET OUT AT FIGURE 8.2 IN SCALE AND KIND TO THE DEVELOPMENT.

- 8.83** The Consultation Draft Local Plan proposed that land at Emersons Green, to the east of the Avon Ring Road, should be developed as a Science Research Park (Area C) and land reserved for long-term employment uses (Area D), in accordance with the emerging Structure Plan.
- 8.84** However, following issues raised at the Examination in Public into the Deposit Version of the Structure Plan, the adopted strategic policies now propose a mix of developments (on Areas C and D combined) which:
- ❖ are concerned with achieving a more sustainable form of development involving more balanced travel patterns in the area;
 - ❖ acknowledge the existing commitment to a Science Park on part of the site, but not on the scale previously envisaged;
 - ❖ include more housing development and more provision for employment opportunities to satisfy local needs;
 - ❖ no longer involve a longstanding proposal to link the Avon Ring Road with the M4 motorway (the M4 link).

Policy M2 accords with and expands upon Policy 13 of the Structure Plan.

- 8.85** The provision for a Science Park on 25ha, in accordance with commitments previously made by the Council, should serve to reinforce the area as a centre of high technology excellence. The proposal is designed to encourage the establishment, expansion and relocation of science-based industries in order to complement the scientific and technological expertise offered by the aerospace, defence and other high technology industries of the area and the local universities.
- 8.86** An integral part of the Science Park will be an Academic Research Institution (ARI) and Innovation Centre, providing small incubator units for embryonic businesses who perceive the need for close links with the research institution, or for companies providing specialist support services. The ARI should help facilitate the transfer of technology between academia and business and the creation of new knowledge based businesses.



- 8.87** Outside the ARI, development will be so designed to suit the needs of research and development activities and will be occupied accordingly. In the current circumstances there is no justification for allocating land on this scale and at this location for a general 'Business Park'. This would fail to exploit the site's full potential in terms of its location, potential accessibility, landscape, building design and core facilities. The Council will therefore restrict occupation of buildings within the 25 hectare area designated as a Science Park to uses primarily falling within Class B1, which will contribute to the objectives of the Science Research Park.
- 8.88** The provision of 20ha of land to accommodate employment uses reflects the continuing need to improve job opportunities for residents in the eastern and north eastern fringes of Bristol, particularly in Kingswood and Staple Hill. A high proportion of the resident workforce of this area currently travel outside the area for employment and the scope for increasing employment opportunities on land within the existing built-up area are extremely limited. Indeed, many existing industrial operations suffer from poor access, are tightly constrained and in some cases adversely affect the amenities of local residents. The identification of land at Emersons Green provides an opportunity to provide a convenient alternative location for existing small and expanding businesses wishing to relocate from constrained sites.
- 8.89** The Policy (M2) refers to a Science Park of approximately 25 hectares and a local employment area of approximately 20 hectares. However, Policy E1 does not subdivide the employment uses and only refers to an employment allocation of 45 hectares at Emersons Green East. Given that the Science Park will also serve a local employment function (in terms of providing jobs, training opportunities for local people and premises for locally based research businesses), the policy will provide flexibility to allow for the expansion of the Science Park provision within the overall employment allocation (beyond 25 hectares) during the plan period if demand necessitates.
- 8.90** In accordance with the Structure Plan, it is proposed that land at Emersons Green should make a significant contribution to meeting housing needs in South Gloucestershire in the Plan period and beyond. It is envisaged that in addition to the employment proposals, 40 ha could accommodate a minimum of 2,000 dwellings at an average net density of 50 dwellings per hectare, subject to further detailed site appraisal. While the policy indicates that 1,200 dwellings are likely to be completed in the plan period this is not to be treated as a ceiling. In indicating that planning permissions could be granted for up to 2,000 dwellings the Council's objectives are to ensure continuity of development beyond the plan period and the delivery of a comprehensive package of social and physical infrastructure.
- 8.91** Given the scale of residential development, the Council will seek to ensure that a range of dwelling sizes and types is provided (including 33.3% affordable units), together with a full range of supporting community and



leisure facilities and public open space, to meet local needs, which developers will be expected to provide in phase with development (see in particular Policies H6, RT7, LC1, LC2, LC8, S1, S2 and S3). While the development of Emersons Green East to its full potential will not, on its own, generate sufficient children to justify a new Secondary School, there is currently a projected deficit of secondary school places in the surrounding area. The Council's preferred option is to secure the provision of a new Secondary school at the heart of the development and is currently consulting on the level of support for proposing the establishment of a voluntary aided ecumenical school. In these circumstances a site for a Secondary school is reserved as part of the scheme with the intention that the development contribute towards its provision in scale and kind. The site reservation will be reviewed in conjunction with the review of the safeguarded area at the next review of the Development Plan.

- 8.92** In addition to the above, approximately 30 hectares of the site will remain safeguarded for development beyond the plan period. It is currently envisaged that the likely mix of uses will comprise approximately 15 hectares for a further 750 dwellings, 5 hectares for employment uses with the remainder of the land being used for playing fields/formal public open space, nature conservation areas, balancing ponds, roads and any further ancillary supporting facilities. This mix of uses will be the subject of review as part of the preparation of the replacement Development Plan, and monitoring of progress with development elsewhere, particularly at Emersons Green.
- 8.93** Taking the proposals for employment uses and residential development together, the objective will be to provide for a form, layout and nature of development, and disposition/mix of land uses and transport links, which encourage a degree of 'self containment' at Emersons Green and thus avoid the necessity for travel, especially in respect of work journeys by private car. This emphasis on a 'sustainable form' of development must be reflected in any detailed proposals for the area (see below and Policy D1 in particular).
- 8.94** If development is to be 'sustainable', it will require the introduction of systems of public transport, walking and cycling which can compete effectively against the private car and thus reduce the volume of car movements, especially at peak times.
- 8.95** Significant investment in transportation infrastructure will be required to meet this objective. Prospective developers will be required to identify a comprehensive package of public transport improvements which will have the effect of reducing car dependency. The measures are likely to involve both capital and revenue funding, involving;
- ❖ extending existing and/or introducing new commercial express and stopping bus services serving Bristol City Centre;
 - ❖ supplementary frequent, high quality 'branded' commuter minibus services between Emersons Green and the Bristol North Fringe (Bristol Parkway);



- ❖ supplementary high frequency stopping services to Cribbs Causeway, Filton, Mangotsfield and Emersons Green, serving the main attracters (UWE, Frenchay Hospital, Cribbs Causeway) and linking with Parkway Station;
 - ❖ a supplementary high frequency local circular service within Emersons Green, based on 'clockface' departures and focused on the District Centre.
- 8.96** The service improvements will need to be supported by appropriate infrastructure investment to guarantee attractive journey times, facilitate easy access to bus stops, and make available real time bus timetable and route information in order to maximise the use of buses. It is envisaged that a high quality facility for interchange between public transport and car, cycle and walk modes will be provided within the overall development to facilitate express commuting bus services into Bristol and the Bristol North Fringe. To this end, developers will be expected to contribute towards the early provision of the comprehensive package of transport measures set out at Figure 8.2. The contributions will be in accordance with the need arising from the development and related in scale and kind to it.
- 8.97** Development must also make provision for a possible rapid transit route (see paragraph 6.51) into Emersons Green and to Yate. This will involve safeguarding preferred routes and may, depending on the programme of the overall development, involve contributions to network infrastructure.
- 8.98** Measures must also be taken to maximise the attractiveness and volume of trips made by walking and cycling modes. This will involve;
- ❖ incorporating the Council's existing strategies for walking and cycling in the overall development scheme for the area (see below);
 - ❖ maintaining existing footpaths and creating a network of new paths and cycle routes along desire lines;
 - ❖ making cyclists and pedestrians priority road users;
 - ❖ providing high quality supporting infrastructure.
- 8.99** The application of other policies of the Plan, especially those relating to Travel Plans and limitations on private parking, should assist to achieve the required changes in travel behaviour.
- 8.100** Even at the level of 'intervention' described above, the mixed use development at Emersons Green is likely to have a significant impact on the existing highway system. Indeed even at optimistic forecasts of trip transfers from private car to other modes, it appears likely that car movements to and from the area at peak times are likely to exceed the capacity of the system.
- 8.101** The onus will be on the prospective developer to address the problem and identify mitigating measures to the satisfaction of the Council. This may involve seeking to control egress from the development at appropriate times to 'protect' the adjoining primary route (Avon Ring Road). Given the



long time horizon for development and the difficulties of anticipating the nature of impacts so far into the future, it may be reasonable to agree a 'formula' with prospective developers which relates the nature and timing of enhancements and 'interventions' with regular monitoring of traffic movements and conditions and with levels of modal transfer.

- 8.102** The overall requirement is for a scheme of development in which new land uses are successfully integrated one with another and with a carefully planned and implemented package of supporting infrastructure including transportation measures which are a viable alternative to the private car. Development will be required to safeguard and enhance the existing landscape and heritage features, sites of nature conservation interest and listed buildings, and have regard to the objectives of the Forest of Avon. The layout and disposition of land uses will also need to take into account, the potential environmental impact of the M4 motorway, the A4174 Avon Ring Road and the high voltage power lines which cross the site. To the south east of the site, there are proposals for continued clay working at Shortwood Claypit and for the restoration of the void through landfill. While it is not considered that these proposals will prejudice the development of the Emersons Green land, planning applications for both Emersons Green East and for minerals and waste development at Shortwood Claypit should phase development so as to facilitate the early release of both areas of land with minimal adverse impact (Policy EP1). This will also need to be reflected in the Development Brief and Master Plan for Emersons Green East.
- 8.103** All new development should ensure that surface water disposal is in accordance with the Emersons Green Drainage Master Plan, amended where necessary in accordance with the principles of Sustainable Drainage Systems (See Policy L18).
- 8.104** In order to achieve high standards of design and all the other objectives set out above, the Council and landowners jointly commissioned independent consultants to hold a workshop involving a range of local stakeholders and prepare a 'Concept Statement' as a basis for wider public consultation prior to the preparation of a Supplementary Planning Document for this site. The Concept Statement has been approved for Development Control purposes and as a basis for the preparation of a development brief, which is in preparation. The Council is also pursuing the preparation of a detailed illustrative master plan through the Development Control process.

Site 6 Former Woodstock Special School, Courtney Road, Kingswood

- 8.105** This former school site was vacated in 2001 and has been declared surplus to Education requirements. Residential development should help to meet housing needs particularly for affordable housing (33.3% of units). The site extends to approximately 1.2 ha. Given its location within the urban area of



Kingswood it is envisaged that it will accommodate 50 dwellings on a net area of 1.0ha (i.e. at a net density of 50 dwellings per hectare). This is a prominent hilltop site within the wider landscape and particular attention will need to be paid to the design of the buildings. Additional tree-planting on the balance of the site will also make a positive contribution to the appearance of Kingswood in long distance views.

Site 7 Waterworks Depot, Soundwell Road, Kingswood

- 8.106** This site is currently used by Bristol Water Plc and its contractors. It is currently under-used and with the exception of the operational covered reservoir, pumping station and telecommunications mast, it is envisaged that 1.6 hectares will become surplus to requirements in phases over the 5 year period 2001 to 2006.
- 8.107** Residential development should help to meet housing needs particularly for affordable housing (33.3% of units). Given its location within the urban area of Kingswood it is envisaged that it will accommodate 65 dwellings on a net area of 1.3ha (i.e. at a net density of 50 dwellings per hectare), subject to further detailed site appraisal. This is a prominent hilltop site within the wider landscape and particular attention will need to be paid to the design of the buildings and the retention and enhancement of the group of mature trees which make a significant contribution to local amenity and long distance views.
- 8.108** The Council will only consider allowing development to proceed in phase with the release of land by the occupiers on condition that it is planned comprehensively from the outset, and that each phase makes a proportionate contribution to the overall provision for affordable housing. Development will also be subject to taking a precautionary approach to considering the health effects of the existing telecommunications mast (see Policy EP1).

Site 8 Cloverdale Drive and Cottonwood Drive, Longwell Green

- 8.109** This site was previously allocated for a Primary School but has now been declared surplus to Education requirements. Residential development should help to meet housing needs particularly for affordable housing (33.3% of units). The site extends to approximately 1.2 ha. The layout should pay particular attention to linking the existing open spaces east and west along existing desire lines and preserving long distance views of the Hanham Hills. Development will be conditional upon securing appropriate alternative provision for the use currently made of the site by BMX riders.



Given its location within the urban area it is envisaged that it will accommodate 50 dwellings on the balance of the site at a net density of 50 dwellings per hectare.

Site 9 Land at Wallscourt Farm, south west of Hewlett Packard, Stoke Gifford

- 8.110** The Council envisages the release of 24.3 hectares of land, previously allocated for employment use, at Wallscourt Farm to the south west of Hewlett Packard, Stoke Gifford, for residential purposes. The re-allocation of this land for residential purposes accords with Policy 2 of the Structure Plan. This seeks to secure a more balanced pattern of housing and employment across the plan area by restraining the expansion of employment uses in the North Fringe, and by diversifying development on existing land commitments, particularly providing for more housing.
- 8.111** Any residential development will necessarily need to be sensitively designed and laid out, so as not to prejudice continued employment activities at Hewlett Packard and the Ministry of Defence sites (Policy E4), and to protect the residential amenities of future occupiers. Given its location within the urban area and the need to accommodate a range of supporting landuses and facilities, it is envisaged that the site will accommodate a minimum of 900 dwellings on a net area of 18 ha (i.e. at an average net density of 50 dpha), subject to further detailed site appraisal, 700 of which are likely to be completed by 2011.
- 8.112** Given the scale of residential development, the Council will seek to ensure that a range of dwelling sizes and types is provided (including 33.3% affordable units). The Council will also seek the provision of all necessary supporting facilities and public open space, to meet local needs, which developers will be expected to provide in phase with development (see in particular Policies H6, LC1, LC2, LC8, S1, S2 and S3). The supporting facilities will include a community building, provision for health care and a site of 1.8 hectares for a new primary school; the primary school to be located on this site. The location of provision for health-care will be determined in conjunction with refining proposals for the development of land to the east of Coldharbour Lane (see below – Site 10).
- 8.113** In order to ensure the development is as sustainable as possible it will need to be served effectively by public transport, and designed in a way that allows walking and cycling to compete effectively against private car use, and thus reduce the volume of car movements, especially at peak times.
- 8.114** In particular the Council will seek to ensure that the 'Romney Avenue Bus Link' (proposed in the Council's Local Transport Plan) is provided as an integral part of the development.
- 8.115** Measures must also be taken to maximise the attractiveness and volume of trips made by walking and cycling modes. This will involve:



- ❖ incorporating the Council's existing strategies for walking and cycling in the overall development scheme for the area (see below);
- ❖ creating a network of new paths and cycle routes along desire lines;
- ❖ making cyclists and pedestrians priority road users;
- ❖ providing high quality supporting infrastructure;
- ❖ safeguarding existing recreational routes (see Policy LC12).

- 8.116** The application of other policies of the Plan, especially those relating to limitations on private parking, should assist to achieve the required changes in travel behaviour.
- 8.117** The site's principal habitat of any significance is the network of mature hedgerows and any proposals for development will be required to retain and enhance the value of this, particularly by significantly strengthening the linear woodland link between the ancient woodland of Splatts Abbey Wood to the north with the more substantial ancient woodland at Stoke Park to the south. Sustainable Drainage Systems should also be integrated into the design and layout from the outset.
- 8.118** To the north east of this site is Wallscourt Farm, which is a Grade II Listed Building. The name is of Anglo-Saxon origin and there are remains of former earthworks within the vicinity. Although Wallscourt Farm itself is not within the proposed site for residential development, the Council will seek appropriate archaeological evaluation of the residential site prior to any development taking place.
- 8.119** The comprehensive planning of the site, including the provision of supporting facilities, should also anticipate development on the adjoining 6.9ha to the south, which lies within the administrative area of Bristol City Council. In particular, the response to meeting education needs will need to be reviewed in the event that this land is also identified for residential development.
- 8.120** It is envisaged that the most appropriate means of ensuring that the above objectives are met, and that the requirements of Policy D1 (Design) and the environmental policies in Chapter 4 are satisfied, will be the preparation of detailed planning guidance (concept statements, masterplans and development briefs).

Site 10 Land East of Coldharbour Lane and south of Bristol Business Park, Stoke Gifford

- 8.121** The Council envisages the release of 12.6 hectares of land east of Coldharbour Lane and south of Bristol Business Park, Stoke Gifford, for residential purposes. The site has previously been granted planning permission for university/education purposes including teaching blocks, and student accommodation. The University of the West of England (UWE) have now declared the site surplus to requirements. The allocation of this



land for residential purposes accords with the locational strategy set out in Policy 2 of the Structure Plan. This seeks to secure a more balanced pattern of housing and employment across the plan area by restraining the expansion of employment uses in the North Fringe, and by diversifying development on existing land commitments, particularly providing for more housing.

- 8.122** Given its location and the need to accommodate a range of supporting landuses and facilities, it is envisaged that the site will accommodate 500 dwellings on a net area of 9.0ha (ie. at an average net density of 55 dpha), subject to further detailed site appraisal.
- 8.123** The site occupies a ridge of high ground. Development will necessarily need to be sensitively designed and laid out so as not to prejudice the visual amenity of open land in the Green Belt which abuts the site to the east and the south. The Green Belt boundary to the south also follows the administrative boundary between South Gloucestershire and Bristol but is not delineated on the ground as it does not follow any physical feature.
- 8.124** Given the scale of residential development, the Council will seek to ensure that a range of dwelling sizes and types is provided (including 33.3% affordable units). The Council will also seek the provision of all necessary supporting facilities and public open space, to meet local needs, which developers will be expected to provide in phase with development (see in particular Policies H6, LC1, LC2, LC8, S1, S2 and S3). The supporting facilities may include provision for health care and a site of 1.8 hectares for a new primary school, with safe pedestrian links to other existing and proposed residential developments in the locality. A new Primary School is to be provided on Site 9 Wallscourt Farm. The requirement to provide for a further primary school to serve this site (Site 10) or make alternative arrangements will be the subject of further investigation. Sustainable Drainage Systems should be utilised for surface water disposal and integrated with the attenuation pond at UWE.
- 8.125** In order to ensure the development is as sustainable as possible it will need to be served effectively by public transport, and designed in a way that allows walking and cycling to compete effectively against private car use, and thus reduce the volume of car movements, especially at peak times.
- 8.126** Measures must also be taken to maximise the attractiveness and volume of trips made by walking and cycling modes. This will involve:
- ❖ incorporating the Council's existing strategies for walking and cycling in the overall development scheme for the area (see below);
 - ❖ creating a network of new paths and cycle routes along desire lines;
 - ❖ making cyclists and pedestrians priority road users;
 - ❖ providing high quality supporting infrastructure; and
 - ❖ safeguarding existing recreational routes (see Policy LC12).



- 8.127** The application of other policies of the Plan, especially those relating to limitations on private parking, should assist to achieve the required changes in travel behaviour.
- 8.128** It is envisaged that the most appropriate means of ensuring that the above objectives are met, and that the requirements of Policy D1 (Design) and the environmental policies in Chapter 4 are satisfied, will be the preparation of detailed planning guidance (concept statements, masterplans and development briefs).

Site 11 Hortham Hospital, Hortham Lane, Almondsbury.

- 8.129** Hortham Hospital is located to the north of the junction between the M4 and M5 Motorways at Almondsbury, in the Green Belt. The Hospital has been closed for over 10 years. PPG2 'Green Belts' Annex C allows for the redevelopment of redundant 'Major Developed Sites' within the Green Belt provided they are identified in the Local Plan (see Policy GB3). The area of land considered suitable for redevelopment will be limited to 9ha within the area defined on the Proposals Map.
- 8.130** The Council's objectives are to see beneficial use made of the site and environmental improvements achieved without adding to the impact of the development on the openness of the Green Belt. Replacement buildings should therefore not exceed the height of the existing buildings and should not occupy a larger area of the site than the existing buildings (see para.5.26), unless this would achieve a reduction in height which would benefit visual amenity.
- 8.131** The Council's preferred option remains redevelopment of the site for residential purposes. This is consistent with the Council's commitment to maximising the use of previously developed land and minimising the take-up of greenfield sites and not allocating further land for employment uses. Moreover, modal-split assessments show that redeveloping the site for housing offers the greatest opportunity for trips to be made by alternative modes of transport to the private car.
- 8.132** The design and layout of the site will need to pay particular attention to the impact of the proposals on the landscape. The incorporation of existing trees (the subject of a TPO) and substantial additional planting and mounding will be required in order to satisfactorily integrate the new development with the site and its surroundings and satisfy the requirements of Policy GB3. This will also provide an opportunity to significantly enhance the site and its surroundings as a wildlife habitat and meet the objectives of the Forest of Avon (See Policy L4). Sustainable Drainage Systems should also be integrated into the design and layout from the outset. The existing playing fields and recreational routes should be retained and where appropriate enhanced.



- 8.133** The above considerations, and particularly the need to ensure that the development has no greater impact on the openness of the Green Belt than the existing buildings, justifies a net density well below the 50 dwellings per hectare and above being promoted on other allocated sites. The site should have a density of about 30dpha and could contribute a maximum of 270 dwellings towards meeting the strategic housing requirement, though the final number will be determined through masterplanning the site in accordance with the above objectives. Given the scale of residential development, the Council will seek to ensure that a range of dwelling sizes and types is provided, including affordable housing (see Policy H6) and will also investigate the inclusion of live/work units. The development will also contain a small community hall on the site.
- 8.134** Traffic noise from the M4 and M5 will need to be the subject of detailed monitoring and, where appropriate, steps should be taken to ensure that the design of the scheme accords with Policy EP4 and the standards set out in Government advice (PPG24). Possible ground contamination will also need to be investigated and, where appropriate, remedial works implemented.
- 8.135** The proposals will result in the need to extend / upgrade accommodation at the local primary school in Almondsbury and at one or more local secondary schools. The local primary school will also require the provision of safe walking/cycling routes.
- 8.136** It is envisaged that a new access will be located at the western end of the site in order to minimise traffic-impact on existing residential properties. In addition, a scheme of traffic management on Hortham Lane, east of the site entrance, will be required in order to discourage rat-running through local lanes. Works will be required to improve the junction of Hortham Lane with the A38.
- 8.137** In order to ensure the development is as sustainable as possible it will need to be served effectively by public transport, and designed in a way that allows walking and cycling to compete effectively against private car use, and thus reduce the volume of car movements, especially at peak times. In this respect the Council will seek to negotiate a substantial package of transportation measures designed to maximise modal-shift away from the use of the private car. Car parking will be provided at an average of 1.5 spaces per dwelling.
- 8.138** The application of other policies of the Plan, especially those relating to limitations on private parking, should assist to achieve the required changes in travel behaviour.
- 8.139** It is envisaged that the most appropriate means of ensuring that the above objectives are met, and that the requirements of Policy D1 (Design) and the environmental policies in Chapter 4 are satisfied, will be the preparation of detailed planning guidance (concept statements, masterplans and development briefs).



Site 12 Old Colstonians Playing Fields, New Road, Filton

8.140 This site was previously a degraded and disused section, approximately one third, of the former Old Colstonians Sports Ground. The development of 1.28ha of the site is dependent upon the upgrading of the remaining sports facilities, approximately two thirds or 2.19 ha, including the re-laying of sports pitches with new drainage and surfacing; the construction of new ancillary changing facilities; and the construction of new parking facilities (See Policy LC7). In addition the development will also fund the enhancement of outdoor sports facilities at the Colstons School in Bristol. The details of these enhancements will be set out in a Section 106 agreement related to any planning application for the development of the site. Similarly, the remaining enhanced sports facilities at the New Road site will be made available for use by public sports clubs in the local community also to be defined in the Section 106 agreement.

8.141 Given its location within the urban area it is envisaged that it will accommodate 70 dwellings at a net density of 50 dwellings per hectare. Contributions toward affordable housing, education and transportation requirements will be dependent upon the financial viability of the scheme once enhancement to the remaining sports pitches and facilities at Colstons School are taken into account. The Council will require the submission of a financial appraisal with any application for development of the site in order to address this issue.

Site 13 Land at Harry Stoke, Stoke Gifford.

8.142 The Council envisages the release of 33.2 hectares for residential purposes at Harry Stoke to the north of the A4174 Avon Ring Road and east of Harry Stoke Road, Stoke Gifford. The site had previously been excluded from the Green Belt in the Bristol North Fringe Local Plan (1987) with stringent controls over new development applied until a clear need for its release could be established through a review of the Plan. This clear need was not established at the time of publication of the Deposit and Revised Deposit versions of the South Gloucestershire Local Plan. The Council therefore proposed that the site continue to be safeguarded for development beyond the Plan period. Its allocation is justified now in the light of the Inspector's recommendations, following the Local Plan Inquiry, to place more weight on regional guidance on the requirement for housing land and the consequent increase in the housing requirement for South Gloucestershire from 16,100 to 17,760 (1996-2011).

8.143 The allocation of this site for residential development accords with the locational strategy set out in Policies 2 and 12 of the JRSP. These seek to concentrate development within and, in accord with Green Belt policies, immediately adjacent to the principal urban area of Bristol. They also seek to improve the balance between housing and employment in the Bristol



North Fringe by increasing the proportion of housing. The site is well located being close to major employers, a retail park, Parkway Railway station and the bus interchange at UWE.

- 8.144** Given its location and the need to accommodate a range of supporting land uses and facilities, it is envisaged that the site could accommodate approximately 1,200 dwellings on a net area of 24 hectares (i.e. at an average net density of 50 dpha), subject to further detailed site appraisal. It is envisaged that approximately 900 dwellings will be completed in the Plan period.
- 8.145** Given the scale of residential development, the Council will seek to ensure that a range of dwelling sizes and types is provided (including 33.3% affordable units). The Council will also seek the provision of all necessary supporting facilities and public open space, to meet local needs, which developers will be expected to provide in phase with development (see in particular Policies H6, LC1, LC2, LC8, S1, S2 and S3). The supporting facilities will include a new primary school on a site of 2 hectares and nursery provision, with safe pedestrian links.
- 8.146** The site is undulating, broadly sloping eastwards. Development will need to be sensitively designed and laid out, not least so as not to prejudice the visual amenity of open land in the Green Belt which abuts the site to the east.
- 8.147** Proposals should seek to retain: an open corridor along the stream which runs through the site; existing hedgerows; and enhance the ecological and cultural value of the orchard at Maules' Nursery in conjunction with further tree planting in pursuit of Community Forest objectives (see Policy L4) and in order to protect the Green Belt from visual intrusion. Moreover, desktop studies and trial work in respect of archaeology over parts of the area indicate that further investigation will be required before any particular archaeological constraints to development or requirements for recording can be confirmed.
- 8.148** The principal road access will be from the A4174 Avon Ring Road linking with a junction on Great Stoke Way on the western boundary of the site. In order to ensure the development is as sustainable as possible it will need to be served effectively by public transport, and designed in a way that allows walking and cycling to compete effectively against private car use, and thus reduce the volume of car movements, especially at peak times. In particular the Council will seek to ensure that the public transport route running from Filton to Cribbs Causeway (see Policy T3) forms an integral part of the development. Service improvements will need to be supported by appropriate infrastructure investment to guarantee attractive journey times, facilitate easy access to bus stops, and make available real time bus timetable and route information in order to maximise the use of buses. To this end, developers will be expected to contribute towards the early provision of the comprehensive package of transport measures set out at



Figure 8.2. The contributions will be in accordance with the need arising from the development and related in scale and kind to it.

8.149 Measures must also be taken to maximise the attractiveness and volume of trips made by walking and cycling modes. This will involve:

- ❖ incorporating the Council's existing strategies for walking and cycling in the overall development scheme for the area;
- ❖ creating a network of new paths and cycle routes along desire lines;
- ❖ making cyclists and pedestrians priority road users;
- ❖ providing high quality supporting infrastructure; and
- ❖ Safeguarding existing recreational routes (see Policy LC12).

The application of other policies of the Plan, especially those relating to limitations on private parking, should assist to achieve the required changes in travel behaviour.

8.150 It is envisaged that the most appropriate means of ensuring that the above objectives are met, and that the requirements of Policy D1 (Design) and the environmental policies in Chapter 4 are satisfied, will be the preparation of detailed planning guidance (concept statements, masterplans and development briefs).

Site 14 Coopers Works, Westerleigh Road, Yate

8.151 The site is previously developed and located within the urban area of Yate. Given its location in relation to Westerleigh Common and the character of the surrounding residential development it is envisaged that it will accommodate a minimum of 35 dwellings at a density of 30 dwellings per hectare. Residential development should help to meet housing needs particularly for affordable housing (up to 33.3% of units).

8.152 This site is part of the Coopers Works site which has been subject to proposals for additional employment related development as well as residential development. Previously identified constraints related to the nature conservation value of the site have been resolved, though on-going monitoring of the situation is in progress to ensure the establishment of mitigation measures. The retention of buffer zones to secure these measures were identified as a requirement of the planning permission (PK02/0993/0) for employment related development at the site and it is envisaged that this will also be a requirement of any planning permission for residential development of the site. Similarly the resolution of access constraints and traffic management issues on Westerleigh Road that form part of the agreed scheme for employment related development will also be required as part of any residential development.



Implementation and Monitoring:

Through private sector investment, joint initiatives with the private sector to promote and market the Science Park as a priority within the Council's Economic Development Strategy, investment through Registered Social Landlords, preparation of Concept Statements, Development Briefs and Master Plans and through Development Control.

Proposals for Residential Development, Including Residential Institutions and Special Needs Accommodation, and Applications to Renew Permissions for Residential Development, within the Existing Urban Area and Defined Settlement Boundaries

- H2 PROPOSALS FOR RESIDENTIAL DEVELOPMENT, INCLUDING RESIDENTIAL INSTITUTIONS AND SPECIAL NEEDS ACCOMMODATION, AND APPLICATIONS TO RENEW PERMISSIONS FOR RESIDENTIAL DEVELOPMENT, WITHIN THE EXISTING URBAN AREAS AND THE BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP, WILL BE PERMITTED, PROVIDED THAT:
- A. DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS, AND WOULD NOT SIGNIFICANTLY PREJUDICE RESIDENTIAL AMENITY; AND
 - B. THE MAXIMUM DENSITY COMPATIBLE WITH THE SITE, ITS LOCATION, ITS ACCESSIBILITY AND ITS SURROUNDINGS IS ACHIEVED. THE EXPECTATION IS THAT ALL DEVELOPMENTS WILL ACHIEVE A MINIMUM DENSITY OF 30 DWELLINGS PER HECTARE AND THAT HIGHER DENSITIES WILL BE ACHIEVED WHERE LOCAL CIRCUMSTANCES PERMIT. NOT LEAST, IN AND AROUND EXISTING TOWN CENTRES AND LOCATIONS WELL SERVED BY PUBLIC TRANSPORT, WHERE DENSITIES OF UPWARDS OF 50 DWELLINGS PER HECTARE SHOULD BE ACHIEVED.
 - C. THE SITE IS NOT SUBJECT TO UNACCEPTABLE LEVELS OF NOISE DISTURBANCE, AIR POLLUTION, SMELL, DUST OR CONTAMINATION; AND
 - D. PROVISION FOR EDUCATION, LEISURE, RECREATION AND OTHER COMMUNITY FACILITIES WITHIN THE VICINITY IS ADEQUATE TO MEET THE NEEDS ARISING FROM THE PROPOSALS.
 - E. LARGER GREENFIELD SITES WITHIN THE VILLAGES LISTED IN PARAGRAPHS 8.157 - 8.159 WITH POTENTIAL TO PROVIDE A



LEVEL OF DEVELOPMENT OUT OF SCALE WITH THE VILLAGE, AND SO POTENTIALLY IN CONFLICT WITH THE STRATEGY OF THE PLAN, WILL ONLY BE PERMITTED WHERE CAR DEPENDENCY WILL BE LIMITED. TO THIS END, THE SITE SHOULD BE CAPABLE OF BEING SERVED BY A REASONABLE LEVEL OF PUBLIC TRANSPORT AND THE VILLAGE SHOULD OFFER A REASONABLE RANGE OF FACILITIES AND EMPLOYMENT OPPORTUNITIES.

WITHIN THE BOUNDARIES OF SETTLEMENTS WASHED OVER BY THE GREEN BELT, SUCH PROPOSALS WILL BE RESTRICTED TO INFILLING.

- 8.153** The Council anticipates a continuing demand for infilling and small-scale development and redevelopment throughout the urban areas and the defined settlements. This is to be encouraged where new dwellings would make beneficial use of any available capacity in local infrastructure particularly on sites which are well related to facilities and public transport routes. They can also assist in sustaining and building local communities and making urban areas and villages more pleasant places in which to live.
- 8.154** Sensitive design which respects the character of the surrounding area is essential if new dwellings are to be fitted successfully into established residential areas and smaller settlements. All proposals will therefore be the subject of the general Design Policy D1. Within this context, the Council will expect schemes to make the maximum effective use of sites by achieving the maximum density compatible with the site's location, accessibility, environmental constraints, and its surroundings. The expectation is that all developments will achieve a minimum density of 30 dwellings per hectare and that higher densities will be achieved where local circumstances permit. In particular, the Council envisages higher density schemes (exceeding 50 dwellings per ha net) being achieved in and around existing town centres and locations well served by public transport, particularly where lower levels of off-street parking provision may be appropriate (see Policy T8).
- 8.155** The urban areas to which the policy applies are Yate/Chipping Sodbury, Thornbury, Filton/Patchway/Stoke Gifford/Little Stoke/Bradley Stoke and Kingswood/Hanham/ Staple Hill/Downend/Mangotsfield, and are defined on the Proposals Map.
- 8.156** The policy also applies within the development boundaries of smaller settlements as defined on the Proposals Map. These settlements fall into three categories: (1) those not in the Green Belt; (2) those washed over by the Green Belt; and (3) those straddling the Green Belt boundary.
- 8.157** Settlements not in the Green Belt to which the policy applies are Acton Turville, Bitton, Charfield, Coalpit Heath, Cromhall, Engine Common, Falfield, Frampton Cotterell, Hawkesbury Upon, Horton, Marshfield, Pilning, Pucklechurch, Rangeworthy, Severn Beach, Tormarton, Wickwar and Winterbourne.



- 8.158** Settlements washed over by the Green Belt to which the policy applies are Almondsbury, Alveston, Aust, Doynton, Dyrham, Easter Compton, Hallen, Hambrook, Hinton, Iron Acton, Olveston, Redwick, Rudgeway, Tockington, Westerleigh and Wick.
- 8.159** In the villages of Oldbury-on-Severn, Old Sodbury and Tytherington, the village development boundary encompasses land within and outside the Green Belt to which respective parts of Policy H2 will apply.
- 8.160** The policy does not override other specific designations/allocations in the plan such as the safeguarded and proposed employment areas, shopping/town centre areas, open spaces and leisure uses (see Policy RT1 which deals with mixed use schemes in Town Centres).
- 8.161** The village development boundaries and defined limits to the larger urban areas generally follow physical features, often dwelling curtilages. They therefore include many gardens and open areas which make an important contribution to the quality, character, visual amenity or distinctiveness of the settlement. Proposals for development on all open areas within existing villages and the defined urban areas will therefore also be tested, in particular, against the criteria set out in Policies L1 and L5 'Open Areas'.
- 8.162** The scale of development proposed, relative to the size of the settlement concerned, is also likely to be an important factor in determining whether its impact on the form and character of the settlement is acceptable. Larger Greenfield sites within the villages with potential to provide a level of development out of scale with the village, and so potentially in conflict with the strategy of the plan, will only be permitted where car dependency will be limited. As a general guide this would be development of more than 5 or 6 dwellings. To this end, the site should be capable of being served by a reasonable level of public transport and the village should offer a reasonable range of facilities and employment opportunities. In any event, in settlements (or parts of settlements) 'washed over' by the Green Belt, development will be restricted to infilling i.e. the filling of small gaps within built development, where it does not significantly impinge upon the openness of the Green Belt. (See also Policy H6 on affordable housing.)
- 8.163** In seeking to ensure that development does not prejudice residential amenity (Criterion B), the Council will have regard to the amenities of existing residents in the vicinity of the site and to those of future occupiers of the development. To this end, the form and layout of development should ensure adequate levels of privacy and that, where appropriate, adequate provision is made in the new development for private amenity space. Planning guidance (concept statements, masterplans and development briefs) will be prepared which will focus on encouraging good design without stifling innovation, originality or initiative. It will explain the factors that should be taken into consideration in determining what would be 'adequate' provision, and in what circumstances e.g. the size and type of accommodation, the likely occupiers, and the provision of and access to public amenity space.



- 8.164** Where local provision for education, leisure, recreation and other community facilities within the vicinity are inadequate to meet the projected needs arising from future occupiers, the Council will negotiate with developers to secure appropriate provision. This may include provision on-site by the developer and/or contributions to provision or enhancements of existing provision within the vicinity (see Policies LC1 and LC2).
- 8.165** “Special needs housing” and proposals falling within the scope of Class C2 “Residential Institutions” e.g. Nursing Homes will also be considered having regard to the criteria set out in Policy H2.
- 8.166** To varying degrees, these uses may generate some servicing requirements. In each particular case the Council will seek to ensure that adequate provision is made for parking and manoeuvring, in accordance with the standards which are set out in Policy T8. In making this assessment, the Council will have regard to the particular servicing requirements, the nature of the occupiers, the number of people employed and the level of visitors.
- 8.167** Where there is a clear intention that a residential scheme or residential institution will be occupied by either elderly persons or the disabled, the Council will seek to ensure that these are designed to mobility standards and that all units are designed to accommodate wheelchairs.
- 8.168** The Council expects most of the existing commitments for residential development to be implemented in accordance with current permissions or resolutions (see Appendices 13 and 14). Where applications are submitted to renew these permissions they will be considered against all the relevant policies in the plan, including the criteria set out in Policy H2.

Implementation and Monitoring:

Through Development Control, review of Supplementary Planning Guidance and through the Council's regular survey of house completions and residential land availability.

Residential Development in the Countryside

- H3** 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:
- A.** AFFORDABLE HOUSING ON RURAL ‘EXCEPTION SITES’; OR
 - B.** HOUSING FOR AGRICULTURAL OR FORESTRY WORKERS; OR
 - C.** REPLACEMENT DWELLINGS.

- 8.169** New houses in the countryside will not be permitted with the exception of the following: “affordable housing on rural exception sites” (Policy H7),



housing for agricultural or forestry workers (Policy H8), and replacement dwellings (Policy H11).

- 8.170** The Council's principal objectives in this context are two fold: firstly to protect the open countryside for its own sake and as a resource for biodiversity, recreation, amenity, agriculture and forestry; and secondly, not to encourage the use of private cars.
- 8.171** Conversions of buildings for residential purposes are dealt with under Policy H10, and sites for Gypsies and Travelling Showpeople are dealt with under Policies H12 and H13.

Implementation and Monitoring:

Through Development Control and monitoring planning applications and through the Council's regular survey of house completions.

Development within Existing Residential Curtilages, Including Extensions and New Dwellings

- H4 PROPOSALS FOR DEVELOPMENT WITHIN EXISTING RESIDENTIAL CURTILAGES, INCLUDING EXTENSIONS TO EXISTING DWELLINGS AND NEW DWELLINGS, WILL ONLY BE PERMITTED WHERE THEY:**
- A. RESPECT THE MASSING, SCALE, PROPORTIONS, MATERIALS AND OVERALL DESIGN AND CHARACTER OF THE EXISTING PROPERTY AND THE CHARACTER OF THE STREET SCENE AND SURROUNDING AREA; AND**
 - B. WOULD NOT PREJUDICE THE AMENITIES OF NEARBY OCCUPIERS; AND**
 - C. WOULD NOT PREJUDICE HIGHWAY SAFETY OR THE RETENTION OF AN ACCEPTABLE LEVEL OF PARKING PROVISION, AND AN ACCEPTABLE LEVEL OF PARKING PROVISION IS PROVIDED FOR ANY NEW SEPARATELY OCCUPIED DWELLING; AND**
 - D. WOULD NOT PREJUDICE THE RETENTION OF ADEQUATE PRIVATE AMENITY SPACE, AND ADEQUATE PRIVATE AMENITY SPACE IS PROVIDED FOR ANY NEW SEPARATELY OCCUPIED DWELLING; AND**
 - E. (IN THE CASE OF EXTENSIONS TO DWELLINGS IN THE GREEN BELT) THEY WOULD NOT RESULT IN DISPROPORTIONATE ADDITIONS OVER AND ABOVE THE SIZE OF THE ORIGINAL BUILDING AND WOULD NOT PREJUDICE THE OPENNESS OF THE GREEN BELT.**

WHERE EXTENSIONS ARE POTENTIALLY CAPABLE OF SEPARATE OCCUPATION (E.G. RESIDENTIAL ANNEXES ACCOMMODATING A



DEPENDANT RELATIVE), BUT LACK AN ACCEPTABLE LEVEL OF SEPARATE PARKING PROVISION OR PRIVATE AMENITY SPACE, THE COUNCIL WILL IMPOSE A CONDITION ON THE PERMISSION THAT THE EXTENSION SHOULD ONLY BE USED ANCILLARY TO THE MAIN DWELLING. IN ASSESSING THE ACCEPTABILITY OF PROPOSALS THE COUNCIL WILL HAVE REGARD TO THE DESIRABILITY OF MAXIMISING DENSITIES TO ACHIEVE THE MOST EFFICIENT AND SUSTAINABLE USE OF LAND.

- 8.172** Government guidance states that “High quality and inclusive design should be the aim of all those involved in the development process” and that design policies should guide the scale, density and layout of new development in relation to neighbouring buildings and the local area (PPS1 paras 35 and 38). The Council will add considerable weight to its consideration of the first criterion where the proposal is visually prominent and/or is located within an area that is characterised by common design elements or in the open countryside.
- 8.173** An over-large extension located on or near the boundary with adjoining properties can have an over-bearing effect and/or result in an unsatisfactory loss of light to habitable rooms to the detriment of the amenities of neighbouring occupiers. Similarly, inappropriately positioned windows can result in a loss of privacy to neighbouring occupiers.
- 8.174** The size and location of the development should also ensure that satisfactory private amenity space and parking provision, where appropriate, are retained in accordance with planning guidance (concept statements, masterplans and development briefs) which will explain the factors to be taken into consideration. The justification for this is set out in the supporting text to Policy H2 above on proposals for new residential development.
- 8.175** Policy GB1 identifies limited extensions to dwellings as not inappropriate development in principle in the Green Belt providing they do not result in disproportionate additions over and above the size of the original building and do not prejudice the openness of the Green Belt.
- 8.176** Policy H2 sets out the circumstances where new dwellings, including those within the curtilage of existing dwellings, might be acceptable within the urban area and defined settlements. (Policies GB1, H3, H7, H8 and H11 set out the limited circumstances in which new dwellings, including those within the curtilage of existing dwellings might be acceptable outside the urban area and defined settlement boundaries).
- 8.177** The Council will apply the same criteria listed in Policy H4 when determining any planning applications for development within the curtilage of domestic properties (e.g. installation of satellite dishes). Where the extension is to facilitate working from home, Policy E3 will also be relevant.
- 8.178** Tandem development, consisting of one house immediately behind another and sharing the same access, is generally unsatisfactory because of the



difficulties of access to the house at the back and the disturbance and lack of privacy suffered by the house in front.

Implementation and Monitoring:

***Through Development Control and the review of existing
Supplementary Planning Guidance.***

Residential Conversions, Houses in Multiple Occupation and Re-use of Buildings for Residential Purposes

- H5 PROPOSALS FOR CONVERSION OF EXISTING RESIDENTIAL PROPERTIES INTO SMALLER UNITS OF SELF CONTAINED RESIDENTIAL ACCOMMODATION, OR CHANGE OF USE TO HOUSES IN MULTIPLE OCCUPATION, OR CONVERSION OF NON-RESIDENTIAL PROPERTIES FOR RESIDENTIAL USE, WILL BE PERMITTED PROVIDED THAT THEY: -
- A. WOULD NOT PREJUDICE THE CHARACTER OF THE SURROUNDING AREA; AND
 - B. WOULD NOT PREJUDICE THE AMENITIES OF NEARBY OCCUPIERS; AND
 - C. WOULD IDENTIFY AN ACCEPTABLE LEVEL OF OFF-STREET PARKING; AND
 - D. WOULD PROVIDE ADEQUATE AMENITY SPACE; AND
 - E. (IN THE CASE OF BUILDINGS NOT PREVIOUSLY USED FOR RESIDENTIAL PURPOSES) THE PROPERTY IS LOCATED WITHIN THE EXISTING URBAN AREAS AND THE BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP.

8.179 The conversion, where appropriate, of larger residential properties and other buildings into smaller units of accommodation can make a valuable contribution to the supply and range of housing provision throughout South Gloucestershire, suitable for the growing numbers of single person and small households, many of which may not wish or cannot afford to live in larger properties. Moreover, houses in multiple occupation (HMOs) provide a valuable source of relatively low-cost rented accommodation. The largest concentration of HMOs are centred around the University of the West of England and demand is likely to increase with projected increases in student intake. Planning permission is normally only required for a house in multiple occupation where residents are not living together as a single household, or where the number of residents exceeds 6 (ref T&CP (Use Classes) Order 1987 (as amended)).



- 8.180** In determining planning applications for conversions the Council will have regard to its impact on the character and amenities of the established residential area within which it is located. In respect of any necessary external alterations, the Council will have regard to Policy H4. Provision made for private parking will be considered against Policy T8 having regard to accessibility to local facilities and availability of alternative modes of transport. The provision of car parking should also be achieved such that it does not detract from the character of the area, the appearance of the street or the amenities of nearby and prospective occupiers. Private amenity space may be provided either communally or on an allocated basis in accordance with planning guidance (concept statements, masterplans and development briefs) which will explain the factors to be taken into consideration.
- 8.181** The internal layout of the proposed new dwellings should be designed so as to minimise the impact of noise and disturbance on any directly adjoining residential occupiers. The Building Regulations were extended in 1991 to cover the detailed requirements for sound insulation between converted flats and adjoining properties (PPG24 “Planning and Noise” Annex 7 paragraph 10).
- 8.182** Conversion and change of use of non-residential buildings will not generally be encouraged outside the urban areas and defined settlements where access to even the most basic of local facilities and employment are poor and would be likely to generate trips which are incapable of being undertaken by modes of transport other than cars. Policies E7 and H10 clearly establish employment generating uses as the first priority for re-use of buildings in the countryside while setting out the limited circumstances in which residential conversions might be acceptable. Policy RT12 clearly establishes residential use as the first priority for upper-floor conversions in Town Centres.

Implementation and Monitoring:

Through Development Control and review of existing Supplementary Planning Guidance.

Affordable Housing

- H6** THE COUNCIL WILL SEEK AN ELEMENT OF SUBSIDISED AFFORDABLE HOUSING TO MEET LOCAL NEEDS ON ALL NEW HOUSING DEVELOPMENTS OF 15 OR MORE DWELLINGS OR 0.5 HECTARE OR MORE, IRRESPECTIVE OF THE NUMBER OF DWELLINGS, (EXCEPT IN SETTLEMENTS IN RURAL AREAS WHERE THE THRESHOLD WILL BE 5 OR MORE DWELLINGS OR 0.2 OF A HECTARE).



ON THOSE SITES ALLOCATED IN POLICY H1, THE COUNCIL WILL NEGOTIATE WITH DEVELOPERS ON THE BASIS OF A TARGET OF 33.3% OF THE DWELLINGS PERMITTED.

ON “WINDFALL SITES”, NEGOTIATIONS WILL ALSO BE BASED ON A TARGET OF 33.3% OF DWELLINGS SUBJECT TO THE HOUSING NEEDS OF THE AREA.

PERMISSION WILL BE SUBJECT TO CONDITIONS OR A PLANNING OBLIGATION WILL BE NEGOTIATED TO ENSURE SUCH HOUSING IS RESERVED FOR FIRST AND SUBSEQUENT OCCUPIERS WHO NEED IT.

IN SEEKING TO NEGOTIATE THE MAXIMUM LEVEL OF AFFORDABLE HOUSING ON EACH SITE THAT IS FEASIBLE UP TO THESE TARGETS THE COUNCIL WILL HAVE REGARD TO THE ECONOMIC VIABILITY OF SITE DEVELOPMENT, LIKELY COSTS, EXISTING MARKET CONDITIONS, THE AVAILABILITY OF PUBLIC SUBSIDY AND THE AIM OF ACHIEVING BALANCED AND STABLE COMMUNITIES.

- 8.183** A Community’s need for a mix of housing types, including affordable housing is a material planning consideration, which should be taken into account in formulating development plan policies (PPG3 “Housing” para.14). This guidance is supplemented by practical advice set out in Circular 6/98. The Joint Replacement Structure Plan requires Local Plans to include policies and targets for specific sites to help meet the need for affordable housing identified by local assessments.
- 8.184** The Government’s definition of “affordable housing” encompasses both low-cost market housing and subsidised housing (irrespective of tenure, ownership or financial arrangements) that will be available to people who cannot afford to rent or buy houses generally available on the open market. All other housing is referred to as general market housing (Circular 6/98). The Council acknowledges this definition. Other policies in the Plan (H1 and H2) encourage densities which will require an element of low-cost market housing in the form of small units (flats and terraced dwellings).
- 8.185** The Council commissioned John Herrington Associates in March 2003 to undertake a new HNS for South Gloucestershire. Households were surveyed in May 2003 using two different methods in parallel:
- ❖ Personal or face-to-face interviews were used in the two sub-areas comprising the Bristol Principal Urban Area (PUA) where the local plan strategy seeks to locate most new housing development (i.e. the North Fringe and the East Fringe). 1,119 door-to door interviews were successfully completed across the two sub areas.
 - ❖ Postal surveys were used across the rest of South Gloucestershire comprising Yate, Chipping Sodbury, Thornbury and the smaller settlements/rural areas. 2,176 postal-survey questionnaires were completed and returned.



8.186 To complete the HNS JHA also undertook, inter alia:

- ❖ an analysis of the findings of the two household surveys;
- ❖ a housing market appraisal (house prices and rent levels in May/June 2003);
- ❖ an assessment of different levels of affordability;
- ❖ an assessment of the current backlog of unmet need;
- ❖ an analysis of the profile of households in housing need;
- ❖ a forecast of emerging need for affordable housing;
- ❖ an assessment of the supply of affordable housing; and
- ❖ an evaluation of the implications of the scale of need given the scale of provision made for housing in the Local Plan.

8.187 The JHA HNS concludes that over the period (2003-2011) South Gloucestershire faces a shortfall in the average supply of new subsidised affordable homes of between 970 and 1,270 dwellings per annum (7,758 to 10,156 in total) i.e. to meet emerging need and address unmet backlog need (at 20% per annum) (JHA HNS paragraphs 5.27 and 5.28). Full details of the survey methodology and findings and the analyses listed above are set out in the final report (South Gloucestershire Council: Housing Needs Survey 2003 - JHA March 2004). These figures do not include unsubsidised low-cost market housing which will not, by definition, meet the needs of those who cannot afford to buy or rent housing on the open market.

8.188 All allocated sites are considered suitable for subsidised affordable housing in terms of their location and size. It is also assumed that all windfall sites will be located within the urban areas or defined settlement boundaries (ref. Policy H2) and all those of 15 or more dwellings or 0.5 hectares or more (irrespective of the number of dwellings) will be suitable for affordable housing. It is estimated that at April 2004 these sites (allocated and windfalls) have the potential to deliver 6,655 dwellings in the period 2004-2011. This is generally referred to as the "leeway" for negotiating affordable housing.

8.189 In purely numerical terms, it is clear that even if all the eligible sites (or the 'leeway') were required to deliver 100% affordable housing (6,655 units), this would still fall some considerable way short of the most favourable forecast of need of 6,790 affordable dwellings (2004-2011). It is clearly impossible in these circumstances to translate the level of need identified in the HNS directly into a Local Plan target for 2003-2011 and a percentage target for suitable sites.

8.190 The Council's objective in these circumstances is therefore to seek the maximum level of affordable housing on each site that is feasible having regard to the economic viability of site development, likely costs (including other Section 106 obligations) existing market conditions, and the availability of public subsidy.



- 8.191** The resources available to meet the need for subsidised affordable homes in South Gloucestershire in terms of suitable publicly owned land and Social Housing Grant are likely to be severely limited for the foreseeable future. In these circumstances the Council's Housing Strategy identifies the planning process as having an important role to play in seeking to close the gap between supply and demand. Having considered expert estates/valuation evidence on the economics of provision of affordable housing, the Local Plan Inspector concluded that up to 33.3% subsidised affordable housing would generally be viable over the range of sites allocated in Policy H1 and those likely to come forward as windfalls.
- 8.192** The overall target of approximately 2,216 is therefore based on: 33.3% of the number of units required in the period (2004-2011) on the allocated sites listed in Policy H1 which are all considered suitable in terms of size and location and 33.3% of anticipated windfall completions on eligible sites i.e. the maximum level of provision which is considered feasible.
- 8.193** In accordance with PPG3 and Circular 6/98, Policy H6 does not prescribe the type of affordable housing by reference to tenure. In seeking to negotiate subsidised affordable housing on a site-by-site basis the Council will have regard to the identified housing need in the area, by reference to the JHA HNS and other relevant up-to-date information held by the Housing Department. In practice, the type of subsidised affordable housing being sought will be aimed at addressing a range of needs and will accordingly cover a range of tenures including social rent, shared ownership, intermediate/'near market' rents and discounted home ownership.
- 8.194** The policy is not intended to preclude the provision of subsidised affordable housing on sites which fall below the thresholds but which would otherwise be suitable. Indeed the Council will encourage provision on such sites. In addition to subsidised affordable housing, Policy H1 (minimum average net density targets) and Policy H2 encourage the provision of low-cost market housing (without a discount) such as flats and smaller terraced housing. The provision of such housing, by definition, will not meet the needs of those who cannot afford housing on the open market but will help meet a separate need and provide a better range of market access properties.
- 8.195** The Council will not discriminate between proposals for market housing and affordable housing when applying the design considerations set out in Policy D1. It will be flexible in its consideration of parking requirements (ref Policy T8) on sites well served by public transport and services. The Council will also encourage the conversion and re-use of vacant buildings on suitable sites for affordable housing in accordance with Policy H5.
- 8.196** Where it is proposed to phase development, sub-divide sites or where there is a reasonable prospect of adjoining land being developed for residential purposes in tandem, the Council will take the whole site for the purpose of determining whether the scheme falls above or below the thresholds.



- 8.197** Settlements in rural areas are defined as those listed at Paras 8.157 to 8.159 of the Plan and defined on the Proposals Map. With the exception of Winterbourne, Coalpit Heath and Frampton Cotterell, all these settlements have been designated as ‘small rural settlements’ under the Housing (Right to Acquire or Enfranchise) (Designated Rural Areas in the South West) Order 1997 (Circular 6/98 Para 10 and footnote 8). The adoption of the lower threshold of 5 dwellings/0.2 ha for all the settlements listed at Paras 8.157 to 8.159 is justified because of the level of need arising in the rural areas as identified in the JHA HNS and the severely limited scope for windfall sites coming forward above the higher threshold of 15 dwellings/0.5 ha.
- 8.198** The Council will seek to secure the provision of subsidised affordable housing through the imposition of conditions or the negotiation of a planning obligation. In negotiating with landowners and developers, the Council will consider a range of alternative arrangements that will achieve delivery of affordable housing to meet local needs. The Council intends to prepare planning guidance that will explain these arrangements in more detail.
- 8.199** The Council will normally seek provision of subsidised affordable housing as part of the overall development, well integrated with and indistinguishable, as far as possible, from neighbouring open-market housing. Moreover, on larger sites, the Council will encourage provision in a number of small clusters, rather than in one large scheme. Alternative provision off-site, including a financial or other contribution, will only be considered as a last resort and where there is the clear prospect of this being translated into the provision of affordable housing and on a scale not less than that which would have been expected on the site in question. Such an arrangement might also assist in meeting other plan objectives in securing the conversion/re-use of vacant buildings in accordance with Policy H5.

Implementation and Monitoring:

Through co-operative working between the Council’s Planning and Housing Departments and Housing Associations, Development Control, the Council’s regular survey of house completions and residential land availability, reviews of the Council’s Housing Strategy, and preparation of planning guidance.

Affordable Housing – Rural “Exceptions” Schemes

- H7** SMALL SCALE PROPOSALS FOR PERMANENT AFFORDABLE HOUSING TO MEET A LOCAL NEED WILL BE PERMITTED AS AN EXCEPTION, ON SITES WITHIN OR ADJOINING THE BOUNDARIES OF VILLAGES, AS DEFINED ON THE PROPOSALS MAP.



SUCH SCHEMES WILL NOT BE PERMITTED ON SITES WITHIN THE GREEN BELT EXCEPT ON SITES WITHIN OR ADJOINING THOSE EXISTING VILLAGES OR SMALL SETTLEMENTS WITH DEFINED SETTLEMENT BOUNDARIES, WHERE THE SCHEME IS SMALL SCALE, WHERE IT WOULD MEET AN IDENTIFIED NEED THAT CANNOT BE MET OUTSIDE THE GREEN BELT AND WHERE IT WOULD BE CONSISTENT WITH THE FUNCTIONS OF THE GREEN BELT.

PERMISSION WILL BE SUBJECT TO CONDITIONS, OR A PLANNING OBLIGATION WILL BE NEGOTIATED, TO ENSURE SUCH HOUSING IS RESERVED IN PERPETUITY FOR THOSE IN AFFORDABLE HOUSING NEED.

- 8.200** PPG3 'Housing' confirms that Local Authorities may include policies which seek to encourage provision of affordable housing to meet local needs in rural areas where there are unlikely to be development sites of sufficient scale to trigger the arrangements set out at Policy H6 (PPG3 para. 18 and Annex B). This guidance is supplemented by practical advice set out in Circular 6/98.
- 8.201** The policy provides for an exception to be made to Policy H3 which otherwise prevents the provision of housing outside settlement boundaries to meet general housing demand. It does not override the other restrictive policies in the plan and Criteria A to E set out in Policy H2 will still apply. The policy does not override the general presumption against inappropriate development within the Green Belt. However, the Council acknowledges that very limited in-fill development might be appropriate within existing settlements 'washed over' by the Green Belt. These settlements are listed at paras 8.158 and 8.159.
- 8.202** It is particularly important that schemes should be well related to the scale, form and character of the village concerned and pay particular regard to those factors which give rural villages their local distinctiveness. The identification of appropriate sites and design principles will best be achieved through an appraisal of the whole village concerned such as that undertaken in the preparation of a 'Village Design Statement' (see in particular Design Policy D1 and, for sites in or adjoining conservation areas, Policy L12). Consequently, acceptable schemes are likely to be small in scale i.e. in most cases no more than 5 dwellings.
- 8.203** The Council will require any proposal for a Rural Exceptions Affordable Housing Scheme to be consistent with a recent approved local housing needs survey relating to the village or parish (or group of villages or parishes) within which the scheme is proposed. Where appropriate the Director of Housing may offer advice and support on the conduct of a local housing needs survey. The survey must demonstrate that there is a genuine local need for affordable housing within the village/parish (or group) from people who are or have previously been closely connected with the village through work or residence, or need to continue to work or



care for/be looked after by a close family relative. It will also need to be clearly demonstrated that the need cannot be met from development within the boundary of the village.

- 8.204** The type of housing proposed should reflect closely the conclusions drawn from the respective local housing needs survey and the site's suitability. Environmental considerations, however, may be a limiting factor on larger schemes which would otherwise be justified on the basis of local need.
- 8.205** It is intended that any accommodation built under these arrangements should remain at an affordable rent or at a price below that prevailing on the open market such that it meets the need demonstrated in any survey. Consequently, landowners will be expected to enter into a planning agreement restricting occupation to people who are or have previously (within the last five years or for an extended period during childhood) been closely connected with the parish within which the scheme is proposed and who are otherwise unable to meet their housing needs locally. For the purposes of this policy, the term 'local' is taken to mean the parish within which the scheme is proposed. Closely connected is defined in more detail in the Council's published Model Section 106 Agreement dealing with Rural Exception Schemes. A cascade approach will be adopted under which eligibility criteria will be widened if housing remains unoccupied for a certain period of time. The Council's model Section 106 Agreement is therefore framed in such a way to enable people who are in housing need but closely connected with adjoining parishes to be eligible for consideration where circumstances change over time such that no one within the original parish meets the criteria. Registered Social Landlords (RSLs) can play a valuable role in ensuring the long-term affordability of the properties.
- 8.206** In all cases, the Council will consider removing permitted development rights concerning the future extension of dwellings, thereby retaining additional control over affordability. The Council will also consider imposing a time limit on the implementation of schemes in order to ensure that a delayed scheme reflects any change in local needs.
- 8.207** The Council intends to prepare planning guidance concerning the carrying out of local housing needs surveys and setting out the various options for controlling occupancy and long term availability in different circumstances.

Implementation and Monitoring:

Through co-operative working between private rural landowners, the Council (as Planning and Housing Authority) and where appropriate Registered Social Landlords. Completions will be monitored through the Residential Land Availability Survey and Development Control.



Agricultural/Forestry Workers Dwellings in the Countryside

- H8 PROPOSALS FOR THE ERECTION OF DWELLINGS FOR AGRICULTURAL OR FORESTRY WORKERS WILL BE PERMITTED PROVIDED THAT:-**
- A. THE DWELLING IS REQUIRED TO SATISFY A CLEARLY ESTABLISHED EXISTING FUNCTIONAL AGRICULTURAL OR FORESTRY NEED WITHIN THE IMMEDIATE AREA; AND**
 - B. THE NEED COULD NOT BE FULFILLED BY ANOTHER EXISTING DWELLING ON THE UNIT OR ANY OTHER ACCOMMODATION OR BUILDING CAPABLE OF CONVERSION IN THE AREA WHICH IS SUITABLE AND AVAILABLE FOR OCCUPATION BY THE WORKER CONCERNED; AND**
 - C. THE PROPOSAL IS SATISFACTORILY SITED IN RELATION TO THE AGRICULTURAL OR FORESTRY UNIT AND WHEREVER POSSIBLE, IS SITED WITHIN A HAMLET OR EXISTING GROUP OF BUILDINGS.**
- WHERE THE FARMING OR FORESTRY ACTIVITY IS NEW OR WHERE THE LONG TERM VIABILITY OF THE ENTERPRISE CANNOT BE DEMONSTRATED, THE ERECTION OF A PERMANENT DWELLING WILL NOT BE PERMITTED. IN THESE CIRCUMSTANCES, CONSIDERATION WILL BE GIVEN TO GRANTING A TEMPORARY CONSENT FOR ACCOMMODATION WHICH CAN BE EASILY DISMANTLED, PROVIDED THAT: THE FUNCTIONAL NEED HAS BEEN DEMONSTRATED; THERE IS CLEAR EVIDENCE OF A FIRM INTENTION AND ABILITY TO DEVELOP THE ENTERPRISE CONCERNED; AND THAT IT HAS BEEN PLANNED ON A SOUND FINANCIAL FOOTING.**
- H9 PROPOSALS FOR THE REMOVAL OF AN OCCUPANCY CONDITION ON AN AGRICULTURAL OR FORESTRY WORKER'S DWELLING WILL NOT BE PERMITTED UNLESS:-**
- A. THERE HAS BEEN A GENUINE AND UNSUCCESSFUL ATTEMPT TO MARKET THE PROPERTY AT A REALISTIC PRICE REFLECTING THE OCCUPANCY CONDITION; AND**
 - B. IT CAN BE DEMONSTRATED THAT THERE IS NO AGRICULTURAL OR FORESTRY NEED FOR THE DWELLING ON THE HOLDING, NOR IS A NEED LIKELY TO ARISE IN THE FORESEEABLE FUTURE; AND**
 - C. IT CAN BE DEMONSTRATED THAT THERE IS NO AGRICULTURAL OR FORESTRY NEED WITHIN THE LOCALITY.**

8.208 One of the few circumstances in which new dwellings may be justified in the countryside is when accommodation is required to enable full-time farm or forestry workers to live at or in the immediate vicinity of their place of



work, though normally it will be as convenient for such workers to live in nearby towns and villages. It is important, however, that this concession is not abused. Accordingly, therefore the Council will scrutinise each application thoroughly in order to establish that the need for such a dwelling is genuine (PPS 7 Annex I).

- 8.209** A functional test will be applied to each proposal to establish whether it is essential to the proper functioning of the enterprise for one or more workers to be readily available at most times day and night e.g. in the case of animals or agricultural processes requiring essential care at short notice. The Council will normally only consider the needs of the enterprise concerned and not the personal preferences or circumstances of the applicant. The need for security will rarely be sufficient justification alone for a new dwelling, especially where there is already a dwelling on the holding. Similarly, permission for a new dwelling will not be granted where the need for accommodation could reasonably be met by another dwelling on the unit or another building capable of conversion or any other accommodation in the area which is suitable and available.
- 8.210** In order to justify the need for permanent accommodation, applicants will also need to demonstrate that: the unit and the activity concerned have been established for at least three years; have been profitable for at least one of them; are currently financially sound; and have a clear prospect of remaining so. All applications will therefore need to be accompanied by a detailed appraisal undertaken by a competent and qualified consultant with experience in such matters.
- 8.211** The policy does not override other restrictive policies in the plan and the criteria set out in Policy H2 will still apply. Where a need for a permanent agricultural or forestry worker's dwelling can be demonstrated, it should be sited such that it relates well to existing farm buildings or other dwellings; avoiding isolated and prominent locations. The dwelling should also be of a size which is commensurate with the established functional requirement and the Council will consider whether to withdraw permitted development rights in order to retain control over any future extensions which could result in a dwelling whose size exceeded what could be justified by the functional requirement (ref PPS7 Annex I para.10). Applications for dwellings in excess of a reasonable family home of 140 square metres will not normally be allowed.
- 8.212** The Council will impose a condition limiting occupancy of any such dwelling to a person currently or formerly employed in agriculture or forestry. Moreover, in order to help protect the countryside against the risk from further pressure for new houses, the Council will also impose a similar occupancy condition on any existing dwellings on the unit which are under the control of the applicant and need to be used in connection with the farm.
- 8.213** Proposals for the removal of an occupancy condition will only be permitted where it can be clearly demonstrated that: there has been a genuine and



unsuccessful attempt to market the property at a realistic price reflecting the restriction; and there is no agricultural or forestry need for the dwelling on the holding nor is such a need likely to arise in the foreseeable future; nor is there such a need in the locality. Applications will therefore need to be accompanied by a detailed expert appraisal. In considering such applications, the Council will take into account the number of planning applications for agricultural or forestry workers dwellings in the locality over recent years and the number of vacant dwellings with similar occupancy controls.

8.214 In circumstances where a dwelling is essential to support a new farming activity, whether on a newly created agricultural unit or an established one, or where the long term viability of the enterprise is in some doubt, the Council will not grant planning permission for a permanent dwelling. It will however consider granting temporary consent for accommodation which can be easily dismantled providing the functional need has been demonstrated (see para. 8.209 above) and there is clear evidence: of a firm intention and ability to develop the enterprise concerned; and that it has been planned on a sound financial footing (PPS7 Annex I para.12). The same considerations will apply in respect of siting as those set out above relating to permanent dwellings.

8.215 At the end of the temporary permission period, a permanent dwelling will only be permitted if the tests set out at paras 8.209 to 8.210 can be satisfied.

Implementation and Monitoring:

Through Development Control and monitoring house completions, planning applications and appeal decisions.

Conversion and Re-use of Rural Buildings for Residential Purposes

- H10 PROPOSALS FOR THE CONVERSION AND RE-USE OF EXISTING BUILDINGS FOR RESIDENTIAL PURPOSES OUTSIDE THE EXISTING URBAN AREAS AND THE BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP, WILL NOT BE PERMITTED UNLESS:**
- A. ALL REASONABLE ATTEMPTS HAVE BEEN MADE TO SECURE A SUITABLE BUSINESS RE-USE OR THE CONVERSION IS PART OF A SCHEME FOR BUSINESS RE-USE; AND**
 - B. THE BUILDINGS ARE OF PERMANENT CONSTRUCTION AND STRUCTURALLY SOUND AND CAPABLE OF CONVERSION WITHOUT MAJOR OR COMPLETE RECONSTRUCTION; AND**



- C. THE BUILDINGS ARE IN KEEPING WITH THEIR SURROUNDINGS IN TERMS OF CHARACTER, FORM, BULK AND OVERALL DESIGN; AND
 - D. DEVELOPMENT, INCLUDING ANY ALTERATIONS, EXTENSIONS OR THE CREATION OF A RESIDENTIAL CURTILAGE WOULD NOT HAVE A HARMFUL EFFECT ON THE CHARACTER OF THE COUNTRYSIDE OR THE AMENITIES OF THE SURROUNDING AREA; AND
 - E. THE BUILDING IS WELL RELATED TO AN EXISTING SETTLEMENT OR OTHER GROUPS OF BUILDINGS.
- 8.216** Re-using existing vacant buildings can help reduce vandalism and dereliction, and the demand for new buildings in the countryside. However, the creation of new isolated dwellings in the countryside, poorly related to existing services, will normally require special justification, for example, where they are essential to enable agricultural workers to live close to their place of work (see Policy H8). Consequently, buildings which are not sited within, or in close proximity to, an existing settlement, hamlet or other group of buildings will be considered inappropriate for residential conversion/re-use under Policy H10. The Council will pay particular attention to criterion C when considering proposals in the open countryside. The Council's first priority therefore will be to see buildings re-used for purposes which make a positive contribution to the rural economy i.e. for agricultural, industrial, commercial or tourism purposes (see Policy E6 Conversion of rural buildings for employment purposes) (PPS7 para. 17). Moreover, in the case of traditional agricultural buildings and other buildings which are listed for their architectural or historic interest, residential conversions may be detrimental to the fabric or character of the building by virtue of the requirements for windows and creation of a residential curtilage which could have a harmful effect on the open countryside (see Policy L13 on conversions of listed buildings).
- 8.217** Proposals for residential re-use of buildings will need to be accompanied by a statement clearly demonstrating that every reasonable attempt to secure a suitable business re-use has been made and has failed. The statement should include details on the steps taken to market the building, together with copies of press adverts and letters of confirmation from estate agents. The Council considers a consecutive 12 month period of marketing to be reasonable. Where residential re-use is justified by the needs of, for instance, agricultural workers to be near their place of work, or is a subordinate part of a conversion to business re-use, the Council will impose conditions tying occupation to the enterprise and restrictions on the creation of a residential curtilage where this would have an adverse impact on the character of the countryside.
- 8.218** If re-use of a building is associated with farm diversification, the Council will normally seek a planning agreement to tie the building to the land, so



as to discourage the subsequent fragmentation of the agricultural unit by separate sale of the building.

- 8.219** The details of any works and extensions to a rural building should be sympathetic to its overall character and setting and respect the scale, massing, form of the original building and materials it was constructed with. Important architectural features should be retained and inappropriately designed previous additions or changes removed where practical. In most cases, new openings should be restricted, particularly in respect of prominent elevations, with rooflights only provided if essential and capable of being incorporated sympathetically into unobtrusive roofslopes. The presence of any protected species will also need to be taken into account (see Policy L9).

Implementation and Monitoring:

Through Development Control and review of existing Supplementary Planning Guidance and monitoring planning applications.

Replacement Dwellings in the Countryside

H11 PROPOSALS FOR REPLACEMENT OF A SINGLE EXISTING DWELLING OUTSIDE THE EXISTING URBAN AREAS AND THE BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP, WILL BE PERMITTED PROVIDED THAT: -

- A.** THE RESIDENTIAL USE HAS NOT BEEN ABANDONED; AND
- B.** THE EXISTING DWELLING IS INCAPABLE OF RETENTION IN ITS CURRENT STATE; AND
- C.** THE REPLACEMENT DWELLING IS OF A SIMILAR SIZE AND SCALE TO THE EXISTING DWELLING, WITHIN THE SAME CURTILAGE, AND OF A DESIGN IN KEEPING WITH THE LOCALITY AND WHICH MINIMISES INTRUSION IN THE COUNTRYSIDE.

THE REPLACEMENT OF RESIDENTIAL CARAVANS OR MOBILE HOMES, WHICH DO NOT BENEFIT FROM A PERMANENT PLANNING PERMISSION, WITH PERMANENT BUILDINGS (EXCEPT THOSE PERMITTED UNDER POLICY H8), WILL NOT BE PERMITTED.

- 8.220** The erection of new dwellings in the countryside require special justification (PPS7 para. 10). An exception may be made in the case of proposals for the replacement of an existing dwelling which is in physically poor condition and where it would be financially unreasonable to improve it, or the building is unsightly or out of character with its surroundings. In such cases, where there is an extant and unrestricted residential use, the Council may permit a replacement dwelling in order to secure an environmental



gain. The Council will expect applications to be supported by a waste audit which details the steps which have been taken to reduce waste and to re-use materials in the development process (see para. 3.33 and Policy D1).

- 8.221** Any such proposal will therefore need to be accompanied by evidence that the use of the dwelling has not been abandoned and that the structure is not reasonably capable of being repaired and improved. In considering such evidence the Council will wish to examine: the length of time the building has not been lived in; whether there have been any intervening uses; and the intentions of the owners over the years. In the case of a listed building, or one that makes a positive contribution to a Conservation Area, the Council will normally seek repair.
- 8.222** This policy does not apply to dwellings which do not benefit from permanent residential use rights except in the case of temporary agricultural or forestry workers dwellings where the criteria justifying permanent accommodation are met (see Policy H8).
- 8.223** It is essential however that the replacement dwelling is sensitively designed and located such that it is in keeping with and makes a positive contribution to the character of the area and minimises intrusion in the open countryside. Significantly larger dwellings will not be permitted and the Council will normally consider imposing a condition withdrawing permitted development rights to extend the new dwelling without planning permission in circumstances where this would result in a dwelling of a size and design out of keeping with the locality.

***Implementation and Monitoring:
Through Development Control.***

Sites for Gypsies

- H12 PROPOSALS FOR THE USE OF LAND FOR THE STATIONING OF RESIDENTIAL CARAVANS OCCUPIED BY GYPSIES WILL BE PERMITTED IN THOSE PARTS OF THE DISTRICT OUTSIDE THE GREEN BELT AND THE COTSWOLDS AONB, PROVIDED THAT:-**
- A. DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL EFFECTS; AND**
 - B. THE LAND IS NOT THE SUBJECT OF UNACCEPTABLE LEVELS OF NOISE DISTURBANCE, AIR POLLUTION, SMELL, DUST OR CONTAMINATION; AND**
 - C. THE PROPOSAL WOULD NOT UNACCEPTABLY PREJUDICE THE AMENITIES OF NEIGHBOURING RESIDENTIAL OCCUPIERS; AND**
 - D. ADEQUATE PROVISION IS MADE FOR VEHICULAR ACCESS, PARKING AND MANOEUVRING.**



PREFERABLY SITES SHOULD BE WITHIN A REASONABLE DISTANCE OF LOCAL SERVICES AND FACILITIES SUCH AS SHOPS, DOCTORS' SURGERIES AND PRIMARY SCHOOLS, THOUGH MORE REMOTE SITES MAY BE ACCEPTABLE.

GYPSY SITES WILL NOT BE APPROPRIATE WITHIN THE GREEN BELT OR THE COTSWOLDS AONB.

EXISTING AUTHORISED LAND FOR ACCOMMODATION BY GYPSIES WILL BE SAFEGUARDED INCLUDING THE FOLLOWING SITES, AS DEFINED ON THE PROPOSALS MAP:-

1. HIGHWOOD LANE, PATCHWAY;
2. OLD GLOUCESTER ROAD, WINTERBOURNE.

8.224 Gypsies are defined as 'persons of nomadic habit of life, whatever their race or origin' (Circ. 1/94 : Gypsies and Planning – para. 4). The Courts have also defined a Gypsy in the following terms: 'a person with a nomadic lifestyle who travels for economic purposes'. They make up a tiny proportion of the population but their land-use requirements need to be met.

8.225 Circular 1/94 sets out Government guidance on planning control in respect of Gypsy caravan sites and states that the repeal of the statutory duty on Councils to provide accommodation on caravan sites for Gypsies residing in or resorting to their areas makes it 'all the more important that local planning authorities make adequate Gypsy site provision in their development plans, through appropriate use of locational and/or criteria based policies' (Circ. 1/94 para.9).

8.226 There are two sites owned and managed by the Council: Highwood Lane, Patchway; and Old Gloucester Road, Winterbourne. These provide accommodation for 33 Gypsy families and will be retained. While the plan seeks to safeguard the site at Old Gloucester Road, Winterbourne, it does not provide for additional development that would be inappropriate in the Green Belt.

8.227 An assessment of the numbers of Gypsies within South Gloucestershire is carried out bi-annually. In July 2004, the count showed approximately 63 caravans for 22 families on unauthorised sites. The numbers for January 2004 were 38 caravans for 11 families. Further counts are undertaken on a weekly and monthly basis by the Council's Travellers Policy and Co-ordination Unit. In the four year period to March 2000, approximately 100 separate unauthorised roadside encampments had been recorded each year.

8.228 The Council recognises that on the basis of this information, the need for accommodation for Gypsies for settled occupation within South Gloucestershire has not been met and no transit or emergency provision has been made either. However, despite extensive searching, the Council has, to date, been unable to identify further suitable sites to meet this



need. In lieu of any specific proposals therefore, Policy H12 sets out the criteria against which applications for Gypsy caravan sites will be judged.

- 8.229** The Council will determine proposals for Gypsy sites by taking into account all material considerations on an even handed basis. Although as a general rule, it will not be appropriate to make provision for Gypsy sites in areas of open land where development is severely restricted, for example in the Cotswolds AONB, many sites may be found in rural and semi-rural settings (1/94 paras. 13 and 14). Government guidance makes it clear that Gypsy sites are not regarded as being amongst those uses of land which are normally appropriate in Green Belts and applicants will need to demonstrate special circumstances if such proposals are to be accepted.
- 8.230** Where proposals are considered acceptable in principle, the detailed design of the access should be such as to ensure there is no adverse impact on highway safety. The Council will also seek to ensure that the potential impact on the landscape is minimised through the provision and maintenance of appropriate new landscaping.
- 8.231** In considering planning applications, the Council will take into account the type of site being proposed and the particular land-use considerations arising. Three main types of site are identified in Circular 1/94: (1) sites for settled occupation; (2) temporary stopping places; and (3) transit sites. Proposals including associated business activities will be considered against the same criteria and where these are acceptable, conditions may be imposed limiting the extent of these activities.
- 8.232** Ideally sites should be well related to existing community, social, educational and other facilities, though in view of the difficulty in identifying suitable sites the fact that a small site is not well related to such facilities would not in itself be a reason for the Council to refuse planning permission.
- 8.233** The Council will undertake a Local Needs Assessment to assess Gypsy and Traveller accommodation needs. In addition a study will be undertaken to identify sites to address any level of need identified in the Local Needs Assessment. The scope for undertaking this study jointly with Bristol City Council, Bath & North East Somerset Council and North Somerset Council will be explored, with a view to it informing sub regional and regional planning work, as part of the development of the Regional Spatial Strategy and the Council's future work on preparing the Local Development Framework.

Implementation and Monitoring:

Through Development Control and monitoring through the bi-annual and weekly counts carried out by the Council's Travellers Policy and Co-ordination Unit.



Sites for Travelling Showpeople

H13 PROPOSALS FOR THE USE OF LAND FOR THE STATIONING OF CARAVANS OCCUPIED BY TRAVELLING SHOWPEOPLE AND THE STORAGE OF THEIR ASSOCIATED EQUIPMENT WILL BE PERMITTED PROVIDED THAT:-

- A. THE PROPOSAL WOULD MEET AN IDENTIFIED NEED FOR TRAVELLING SHOWPEOPLE WITH ESTABLISHED LINKS WITH THE LOCALITY; AND
- B. DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL EFFECTS; AND
- C. THE LAND IS NOT THE SUBJECT OF UNACCEPTABLE LEVELS OF NOISE DISTURBANCE, AIR POLLUTION, SMELL, DUST OR CONTAMINATION; AND
- D. THE PROPOSAL WOULD NOT PREJUDICE THE AMENITIES OF NEIGHBOURING RESIDENTIAL OCCUPIERS; AND
- E. ADEQUATE PROVISION IS MADE FOR VEHICULAR ACCESS, PARKING; AND
- F. SITES ARE WITHIN A REASONABLE DISTANCE OF LOCAL SERVICES AND FACILITIES.

SITES FOR TRAVELLING SHOWPEOPLE WILL NOT BE APPROPRIATE WITHIN THE GREEN BELT OR THE COTSWOLDS AONB.

EXISTING LAND FOR ACCOMMODATION BY TRAVELLING SHOWPEOPLE WILL BE SAFEGUARDED AT THE FOLLOWING SITES, AS DEFINED ON THE PROPOSALS MAP, UNLESS IT CAN BE CLEARLY DEMONSTRATED THAT THERE WILL NOT BE A DEMAND FOR SHOWPEOPLE ACCOMMODATION IN SOUTH GLOUCESTERSHIRE IN EXCESS OF SUPPLY IN THE FORESEEABLE FUTURE:-

1. FAIRLANDS, EARTHCOTT GREEN, ALVESTON;
2. ACRES FAIR, NORTH ROAD, YATE;
3. FROG LANE, COALPIT HEATH;
4. LAND AT BEANWOOD PARK, WAPLEY;
5. THE BURGAGE, CHIPPING SODBURY;
6. LAND AT COTSWOLD ROAD, CHIPPING SODBURY;
7. LAND AT ALEXANDRA ROAD, COALPIT HEATH;
8. LAND AT THE CAUSEWAY, COALPIT HEATH;
9. LAND AT PARK LANE, FRAMPTON COTTERELL.

8.234 Circular 22/91 sets out Government guidance on planning considerations relating to travelling showpeople. Travelling showpeople are self-employed business people who travel the country holding fairs, chiefly during the



summer months and most are members of the Showman's Guild of Great Britain.

- 8.235** The Council recognises that locally, there has been a particular tradition of sites occupied by travelling showpeople as permanent bases for the storage of show ground equipment and more particularly for residential purposes. Any new proposals will be considered against the above criteria.
- 8.236** The Council will determine proposals for sites for travelling showpeople by taking into account all material considerations on an even handed basis. Although as a general rule, it will not be appropriate to make provision for sites for travelling showpeople in areas of open land where development is severely restricted, for example in the Cotswolds AONB, many sites may be found in rural and semi-rural settings. Government guidance makes it clear that sites for travelling showpeople are not regarded as being amongst those uses of land which are normally appropriate in Green Belts and applicants will need to demonstrate special circumstances if such proposals are to be accepted.
- 8.237** Ideally sites should be well related to existing community, social, education and other facilities, though in view of the difficulty in identifying suitable sites the fact that a site is not well related to such facilities would not in itself be a reason for the Council to refuse planning permission.
- 8.238** The Council will also seek to safeguard existing sites listed 1 to 9 above. Sites 1 to 4 benefit from planning permission and sites 5 to 9, while not benefiting from formal planning permission are thought to have been used as such for a number of years. Proposals for alternative forms of development may however be acceptable where environmental improvements are secured and where suitable alternative provision for travelling showpeople's accommodation is provided. Alternative provision would not, however, be required where it can be clearly demonstrated that there is no longer a continuing demand for Showpeople accommodation in South Gloucestershire in excess of supply.
- 8.239** Planning permission was granted on 14 October 1997 by the Secretary of State for use of the Beanwood Park site at Wapley (Site 4) for Travelling Showpeople, following a public inquiry in 1996. In the event that, in future, part or all of the site is no longer required for use by Travelling Showpeople, the Council will seek the reinstatement of the land to agricultural use. While the Plan seeks to safeguard the site at Beanwood Park, Wapley, it does not provide for additional development that would be inappropriate in the Green Belt.

***Implementation and Monitoring:
Through Development Control.***

Chapter 9

Town Centres and Retailing



	Page
RT1 Development in Town Centres	260
RT2 Mixed Use Development – Rock Street Cattle Market, Thornbury	265
RT3 Land to the East of Link Road, Yate	267
RT4 Emerging Town Centre at Bradley Stoke	270
RT5 Proposals for Out of Centre and Edge of Centre Retail Development	273
RT6 Proposals for Retail Development at Cribbs Causeway, Longwell Green and Filton Abbey Wood Retail Parks	278
RT7 Shopping Facilities for New Residential or Commercial Development	280
RT8 Small Scale Retail Uses Within the Urban Areas and the Boundaries of Small Settlements	282
RT9 & RT10 Changes of Use of Retail Premises Within Primary and Secondary Shopping Frontages in Town Centres	283
RT11 Retention of Local Shops, Parades, Village Shops and Public Houses	287
RT12 Use of Upper Floors in Town, Local and Village Centres	290



Chapter 9 Town Centres and Retailing

Introduction

Aim

To ensure that all residents have convenient access to a reasonable range and choice of retail, community and service facilities, in a manner which is consistent with the concept of sustainable development.

Objectives

- 1 To protect and enhance the vitality and viability of the established town, local and village centres, the new town centres of Emersons Green and Filton and the emerging centre at Bradley Stoke, in terms of a broad range of accessible and attractive retail, leisure, community and service facilities.
- 2 To promote mixed use development in town centres and the retention of key town centre uses including retailing, leisure, entertainment and tourist facilities, high density residential and travel intensive B1 uses, and other travel intensive facilities with wide catchment areas.
- 3 To retain and enhance local and village shopping centres/parades and individual convenience shops to serve local needs.
- 4 To ensure high standards of design in new development and to maintain and enhance environmental quality in established town centres and retailing areas in terms of function, appearance, security and safety, and overall amenity.
- 5 To concentrate new retail development and public facilities in locations which limit the need for journeys by private car, maximise the opportunity to use means of transport other than the car for shopping trips, and encourage combined visits to use other services and facilities.
- 6 To identify sites suitable for retail development in the period to 2011 sufficient to meet the estimated needs of the existing population and of the future planned population in accordance with Structure Plan dwelling allocations.

National Planning Policy

- 9.1** The Local Plan was prepared in the context of PPG6 'Town Centres and Retail Development' and advice in PPG13 'Transport'. This context changed slightly with the publication of Draft PPS6 'Planning for Town



Centres' in 2004 and its final version in 2005. The Government's key objective for town centres is to promote their vitality and viability by:

- ❖ planning for the growth and development of existing centres;
- ❖ promoting and enhancing existing centres, by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all (PPS6 para 1.3);
- ❖ enhancing consumer choice by making provision for a range of shopping, leisure and local services, which allow genuine choice to meet the needs of the entire community, and particularly socially excluded groups;
- ❖ supporting efficient, competitive retail, leisure, tourism and other sectors, with improving productivity; and
- ❖ improving accessibility, ensuring that existing or new development is, or will be, accessible and well served by a choice of means of transport.

Structure Plan

9.2 The strategy of the Structure Plan in relation to town centres and shopping is one which seeks to:

- ❖ enhance the role of existing town/district centres by raising their attractiveness and accessibility and establishing them as the priority location for investment in retail, office and major leisure/community facilities; and
- ❖ set out a framework for planning major new retail and related developments that recognises the requirements of the local population and the benefits of widening choice and competition while giving priority to securing development opportunities in town/district centres and realising sustainability objectives.

Strategy for Town Centres and Retailing

9.3 The Council's strategy for town centres and retailing is drawn from the Structure Plan and is consistent with Regional Planning Guidance. These seek to ensure that needs are met within the established town centres and are specifically restrictive of further development at Cribbs Causeway. The strategy is also based, in part, on the assessment of retail and leisure demand prepared by consultants Halcrow Fox (1997). This identified potential for modest growth in a number of local centres. The Council considers that there are sites available to accommodate these needs without making specific new land allocations with the exception of Bradley Stoke Town Centre where specific provision is proposed. The strategy and policies provide criteria for the assessment of any additional retail



proposals which are brought forward and also reinforce Local Plan aims and objectives and the principles of sustainable development. They can be summarised as follows:

- ❖ development of public facilities including shops, offices, leisure, community and cultural uses, particularly major generators of travel demand, will be promoted in the established and proposed town centres which are highly accessible by means of transport other than the private car;
- ❖ where suitable central locations are not available for public facilities that are required by the community, edge-of-centre sites, close enough to be readily accessible by foot from the centre, and which can be served by a variety of means of transport will be encouraged;
- ❖ where suitable central, or edge-of-centre, locations are not available for large scale public facilities that are needed by the community, and which generate high levels of travel demand, the Council will still seek to ensure that such developments are located where they will be easily accessible by a choice of means of transport. Such proposals will be assessed cautiously, taking into account:
- ❖ the implications for the vitality and viability of the established town and local centres;
- ❖ accessibility by different means of transport;
- ❖ impact on travel and car use;
- ❖ impact on the development plan strategy, particularly for open space, employment and housing land provision;
- ❖ environmental impacts:

The established town centres will be consolidated and revitalised through the following measures:

- ❖ the preparation of town centre strategies (which will include definition of retail frontages and identification of key character areas) in partnership with the local community;
- ❖ town centre management initiatives;
- ❖ encouragement of mixed use development through site identification and the preparation of planning briefs;
- ❖ encouragement of more people living in and close to town centres;
- ❖ encouragement of recreational, community and cultural facilities, particularly those which would support the evening economy;
- ❖ encouragement of diversity of uses including employment opportunities to facilitate linked trips;
- ❖ resistance to the loss of public facilities which support the local community;



- ❖ promotion of high quality design in new development and the upgrading of existing buildings;
- ❖ environmental improvements including the enhancement of open spaces and their bio-diversity;
- ❖ encouragement of the provision of attractive, safe, secure and appropriately illuminated environments;
- ❖ improvements to access, particularly for public transport users, pedestrians, cyclists and people with special needs;
- ❖ improvements to traffic management, particularly in relation to pedestrian/traffic conflicts;
- ❖ more effective use of town centre car parking;
- ❖ regular monitoring of indicators of town centre vitality and viability;
- ❖ in existing local and village centres the loss of facilities that meet the day to day needs of local residents for community services, shopping facilities and employment will be resisted. Development of such facilities, consistent with the scale and function of the centre, will be encouraged in order to reduce the need to travel;
- ❖ the provision of local shopping and community facilities will be encouraged in association with large new housing or employment developments, commensurate with the scale of development, and potential impact on neighbouring centres.

Town Centres and Retailing: Context

Established Town Centres and Local Centres

- 9.4** Shopping patterns in the Plan area, particularly for higher order comparison goods, are strongly influenced by the regional level shopping facilities at The Mall, Cribbs Causeway and the proximity of substantial regional and sub-regional level shopping, employment, service, leisure, entertainment and community facilities beyond the Plan area in the city and town centres of Bristol, Bath, Gloucester and Weston-Super-Mare.
- 9.5** There are seven traditional town centres in the Plan area. Four of these, Kingswood, Staple Hill, Thornbury and Yate, are defined as town and major district centres in the Structure Plan. These centres provide a broad range of shops and services to meet the needs of their local populations, as well as those within a wider catchment area beyond. There are also three smaller traditional town centres at Chipping Sodbury, Downend and Hanham. In addition to these traditional town centres, new centres have been established at Emersons Green and Filton and a new town centre is proposed at Bradley Stoke (Policy RT4).



9.6 In identifying town centres in its areas the Council used the original PPG6 definition but its approach remains consistent with PPS6 'Planning for Town Centres':

"Town Centres will usually be the second level of centres after city centres and, in many cases, they will be the principal centre or centres in a local authority's area. In rural areas they are likely to be market towns and other centres of similar size and role which function as important service centres, providing a range of facilities and services for extensive rural catchment areas. In planning the future of town centres, local planning authorities should consider the function of different parts of the centre and how these contribute to overall vitality and viability."

PPS6 and the Structure Plan also recognise District Centres. The Council considers that in the local context the term 'District' could be confused with a facility serving a wide catchment (the District) and is not a useful aide to policy. Centres are therefore considered to be either major or minor Town Centres or local (neighbourhood) centres.

9.7 Government advice has changed since the Local Plan was drafted to confirm that the extent of a town centre should be defined on the Proposals Map together with Primary Shopping Areas and Primary and Secondary Frontages. To date the Council has only identified the Primary and Secondary retail frontages as a proxy for the Town Centre. The Council has accepted the Local Plan Inspector's recommendation that boundaries should be drawn and brought forward as a Supplementary Planning Document and subsequent Development Plan Document.

9.8 There are also over 50 local centres within the urban area and larger settlements. "Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and launderette. In rural areas, large villages may perform the role of a local centre." (PPS6). The main centres within the Plan area are listed in Figure 9.1. This list is kept under review as part of annual monitoring for town centres and retailing.

Figure 9.1 Established Town and Local Centres within the Urban Area and the Larger Settlements of South Gloucestershire

Major Town Centres	
1. Emersons Green	4. Thornbury
2. Kingswood	5. Yate
3. Staple Hill	6. Bradley Stoke (emergent centre)
Minor Town Centres	
7. Chipping Sodbury	9. Hanham
8. Downend	10. Filton



Local Centres

Bristol North Fringe

1. Gloucester Road North	8. Rodway Road, Patchway
2. Filton Avenue	9. Kingsway, Little Stoke
3. Filton Avenue	10. Chelford Grove, Patchway
4. Station Road, Filton	11. Radcliffe Drive, Stoke Gifford
5. The Parade, Coniston Road, Patchway	12. Peartree Road, Bradley Stoke
6. Coniston Road, Patchway	13. Webbs Wood Road, Bradley Stoke
7. Gloucester Road, Patchway	

Downend/Hanham/Kingswood/Staple Hill

14. Baugh Gardens	26. North Street/Pleasant Street/Victoria Street
15. Burley Grove	27. Oldland Common Village
16. Cleevewood Road, Downend	28. Poole Road, Soundwell
17. Dibden Road, Mangotsfield	29. Pound Road, Kingswood
18. Ellacombe Road, Longwell Green	30. Quakers Road Parade, Downend
19. High Street, Hanham	31. Soundwell Road, Kingswood
20. Holly Hill Road	32. Station Road, Kingswood
21. Longwell Green Parade, Bath Road	33. Stockwell Drive, Mangotsfield
22. Mangotsfield Village	34. Tibberton, Kingswood
23. Memorial Road, Hanham	35. Warmley Village
24. New Cheltenham Road, Kingswood	36. Westbourne Road Parade, Downend
25. Newton Road/School Road, Cadbury Heath	37. Westcourt Drive, Oldland Common

Thornbury

38. Oakleaze Road

Winterbourne/Frampton Cotterell

39. Lower Stone Close, Frampton Cotterell	41. Bradley Avenue, Winterbourne
40. Winterbourne	42. Park Avenue, Winterbourne

Yate & Chipping Sodbury

43. Abbotswood Shopping Centre	47. Cranleigh Court Road
44. Brimsham Park, Yate	48. Firgrove Crescent
45. Heron Way	49. Station Road, Yate
46. Wellington Road	50. Westerleigh Road Stores

9.9 The town centres in the Plan area provide substantial amounts of convenience and comparison shopping facilities in both large and small outlets serving the day to day and less frequent shopping needs of their



catchment populations. They also provide a range of services and facilities including financial and professional services, restaurants and pubs, community, leisure and entertainment facilities, as well as employment and housing. At August 2004 the Council's Audit of Town Centres and Retailing showed the 10 traditional and emerging town centres to have 65,660 sq.m. net floorspace in 501 shops (A1) units. This represents about 25% of all retail floorspace in the District. A further 11,600 sq.m. (4.5%) is provided in 6 edge of centre major stores and 101,270 sq.m. (38.9%) is provided in stores on retail parks, 15,500 sq.m. (6.0%) in major free standing stores and 66,390 sq.m. is at the Mall. It is notable that the Mall floorspace exceeds the total of the 10 main town centres and that out of centre floorspace at 197,707 sq.m. represents about 76% of all floorspace. (see Appendix 15). (Further details about the range of facilities available in the centres is provided in the Audit of Town Centres and Retailing carried out by the Council on an annual basis as part of its monitoring process).

- 9.10** The traditional town centres act as a focus for their local communities and are highly accessible by a variety of modes of transport. In particular, they allow for significant levels of “walk in” trips, and are often at the convergence of local bus routes. The Local Transport Plan (July 2000) seeks to reinforce town and retail centres as interchanges between public transport and other transport modes. The mixture and diversity of uses in these centres provides the opportunity to undertake combined trips, thereby reducing the need to travel.
- 9.11** Information relating to the vitality and viability of the town centres is monitored by the Council on an annual basis, and is supplemented by surveys and studies conducted on an ad hoc basis.
- 9.12** The local shopping centres identified in Fig 9.1 comprise small recognisable centres or parades which meet the needs of local residents for everyday convenience goods and basic services within walking distance. They provide an essential and valuable service to the community, particularly for less mobile people and for those wishing to make frequent small purchases. Some of the local centres have seen a decline in their role, with loss of trade, and increased vacancies and service uses. Changing shopping patterns, with increased dependency upon car-borne shopping trips, have significantly increased competition for local centres, both from larger town centres and from out of centre retail development. This competition has contributed to a narrowing of the range of shopping facilities available in some local centres, and has eroded the choice of facilities for those who do not have access to a car. These effects run counter to the Council's objectives of reducing reliance on car based transport and achieving equality of opportunity for access to facilities and services.
- 9.13** As far as possible, local centres should be within 400m of all residents, although some areas are not so well served. Individual shops also provide valuable local facilities; especially where a local centre is not within easy walking distance or its range of basic shops is limited.



Emerging Town Centre at Bradley Stoke

- 9.14** A new town centre facility is required to support new residential development at Bradley Stoke (the policy approach to such development is set out in Policy RT4). Bradley Stoke Town Centre will serve as both a shopping and service destination for the surrounding population which is due to grow to approximately 20,000 during the Plan period. Progress on the implementation of town centre proposals for Bradley Stoke has been slow, a situation exacerbated by the proximity of the regional shopping facilities at Cribbs Causeway. Nevertheless, the Council considers that it is essential for residents of Bradley Stoke to have a good range of locally accessible shops and services, and will continue to pursue this goal through the policies and proposals in the Plan.

Out of Centre Retail Development

- 9.15** The traditional town and local centres face competition from a very substantial range of large free standing convenience and comparison stores concentrated at Cribbs Causeway and Longwell Green, which cater primarily for the car borne shopper (see Appendix 15). The regional level shopping facility at The Mall, Cribbs Causeway provides higher order comparison goods for a wide catchment area which stretches well beyond the Plan area, and competes directly with the larger city and town centres across the region, most notably Bristol City Centre. The three defined retail parks at Cribbs Causeway, Filton Abbeywood and Longwell Green comprise predominantly non-food retail warehouses originally intended for the sale of “bulky goods”. They are now more mixed in character and contain 39% of all retail floorspace in the Plan area. Other stand-alone stores account for 6% of the retail floorspace in the Plan area.
- 9.16** The Council’s approach to out of centre retail development in the area is set out in Policies RT5 and RT6.

Development in Town Centres

- RT1** RETAIL AND OTHER DEVELOPMENT APPROPRIATE TO A TOWN CENTRE LOCATION WILL BE PERMITTED WITHIN THE TOWN CENTRES OF CHIPPING SODBURY, DOWNEND, EMERSONS GREEN, FILTON, HANHAM, KINGSWOOD, STAPLE HILL, THORNBURY AND YATE, THE FRONTAGES OF WHICH ARE SHOWN ON THE PROPOSALS MAP, PROVIDED THAT:
- A.** IT WOULD NOT DETRACT FROM THE OVERALL VITALITY AND VIABILITY OF THE CENTRE; AND
 - B.** IT WOULD BE CONSISTENT WITH THE SCALE AND FUNCTION OF THE CENTRE; AND
 - C.** IT WOULD BE ACCESSIBLE TO PUBLIC TRANSPORT USERS, PEDESTRIANS, CYCLISTS AND THOSE WITH SPECIAL MOBILITY NEEDS; AND



- D. IT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS, AND WOULD NOT PREJUDICE RESIDENTIAL AMENITY; AND
- E. IT WOULD, INCLUDE RESIDENTIAL ACCOMMODATION OR OTHER NON-RETAIL USES APPROPRIATE TO A TOWN CENTRE ON UPPER FLOORS

9.17 The Council wishes to provide a positive framework in which appropriate investment in new development in the established town centres can take place. (Proposals for development in Bradley Stoke Town Centre will be assessed according to Policy RT4). In order for the health of the town centres to be maintained, it is essential that they should have the scope to expand, modernise and diversify to meet changing conditions. The Council will support the town centres' roles in meeting the requirements of local people for retail facilities, whilst encouraging diversity, so they can act as a strong focus for community life. With increasing competition from out of centre retail facilities (76% of retail floorspace in South Gloucestershire is now contained in out of centre locations) the Council considers it essential for the town centres to become increasingly diverse, accessible and attractive.

9.18 The Council therefore aims to protect and enhance the vitality and viability of the town centres in South Gloucestershire in terms of a broad range of accessible retail, leisure, community, service and commercial facilities. The centres are generally highly accessible by public transport, pedestrian and cycle networks, and offer the best opportunity for people to make linked trips. New development in town centres can therefore help to minimise the need to travel by private car, and encourage the use of alternative modes of transport in accordance with the principles of sustainable development.

9.19 This policy applies to all uses generally considered suitable for town centre locations as identified and listed in national policy. The policy allows for the promotion of a range of uses appropriate to town centres, as well as mixed use schemes that can help to create vitality and diversity, facilitate linked trips, and reduce the need to travel. It encompasses development both for retail uses and for other uses which attract a large number of people and would be appropriate to a town centre, including community, leisure, entertainment and tourist facilities; high density residential and travel intensive B1 uses; and other facilities with wide catchment areas. The Council will support and promote mixed use schemes where appropriate, and will encourage the inclusion of residential accommodation primarily in upper floors in conjunction with other uses wherever this is reasonably achievable. Mixed use schemes will need to be appropriate to the character of the area and be complementary to their surroundings. In particular, the character of existing residential areas should not be adversely affected by inappropriate new uses. Schemes which would enhance the evening economy of town centres will be supported.



- 9.20** As in the approach taken with the established centres, the Council's aim for Emersons Green centre is to achieve a diverse range of locally accessible facilities and allow maximum opportunity for local multi-purpose trips. However, because of the Centre's location on the edge of the urban area, in close proximity to the strategic road network, the Council considers it particularly important, in terms of sustainable patterns of development, that facilities provided, particularly shopping facilities, should be commensurate in scale and function with the nature of the development proposed for the Emersons Green area. In particular, the Council is concerned that any further proposals for retail development in the centre should not have an adverse impact on the vitality and viability of any of the established town, local or village centres in the area, nor increase overall travel and car use. In respect of Filton Centre, the Council's aim is similar, i.e. to achieve a diverse range of locally accessible facilities consistent with the scale of existing and proposed development in the area.
- 9.21** The Policy provides a framework for new development, including changes of use, within town centres, as well as for the extension, refurbishment, or re-development of existing premises. Proposals for the change of use of ground floor shop premises within Primary Shopping Frontages will also be assessed under Policy RT9. The Council views the re-use or re-development of vacant or under-used sites or premises within the established centres as a first priority for town centre investment. The policy does not apply to edge of centre development which, in the case of proposals for retail and leisure development, will be assessed against the sequential approach and the need test set out in Policy RT5 (Out of Centre and Edge of Centre Retail Development). In the case of development for other uses it will be assessed according to relevant policies elsewhere in the Plan relating to those uses. This approach to edge of centre development has been adopted in view of recent research indicating that edge of centre retail development can, depending on the particular circumstances, raise adverse impact and transportation issues similar to those raised by out of centre schemes.
- 9.22** Although variety and activity are essential elements of the vitality and viability of town centres, the retail function should continue to underpin these centres and not be undermined by the diversification of uses. In assessing whether proposals for development would protect and enhance the vitality and viability of centres the Council will consider whether they would:
- a attract investment in re-development or refurbishment of existing buildings and/or provide a high quality of design in new development;
 - b enhance the range of attractions and amenities on offer in terms of the range and choice of shops, business space, arts, cultural, leisure and community facilities, and residential uses, and enable the centres to meet the needs of residents in the area for town centre facilities and services more effectively;



- c be in keeping with the existing scale and character of the centre as a whole;
- d protect and enhance the local environment of the centre, particularly those with historic architectural, townscape or nature conservation merit;
- e improve choice for people to walk, cycle or use public transport both to and within the centre;
- f enhance security and safety through the careful design of buildings, routeways and landscaping and the introduction of appropriate street lighting; and
- g enhance the evening economy.

9.23 The Council will expect upper floor accommodation to be used wherever possible for residential accommodation and, where this is not feasible, for other non-retail uses appropriate to a town centre, such as community facilities, in order that town centre diversity and vitality can be strengthened (see Policy RT12). However, the Council acknowledges that in some instances upper floors may be needed for uses ancillary to retailing.

9.24 The Council will work with Parish and Town Councils, local business interests and other interested groups, via the preparation of town centre strategies where appropriate, to promote re-development and improvement schemes that will enhance and regenerate the established centres. These will also define the area to be covered by the strategy.

9.25 The Council's intention is to work towards developing Town Centre Strategies for each of the traditional town centres. Firm and realistic land use related proposals emerging from the strategies will be translated into planning guidance at the earliest opportunity in accordance with advice contained in PPS6. Proposals that are considered under Policy RT1 should also be compatible with any relevant town centre strategy.

9.26 The Council is taking a positive and proactive role in helping to regenerate established town centres in the area. Early work has focused on Kingswood, Thornbury and Yate. In Kingswood the Regeneration Partnership, comprised of representatives from the Council, the local business community and other interested groups is developing a strategy for the town centre. This is aimed at reinforcing Kingswood's role as a major shopping and service centre for the local community and surrounding areas by a series of regenerative measures and projects. Key proposals which have already been implemented and so do not appear as proposals in the Plan include:

- ❖ a new foodstore at Halls Road;
- ❖ redevelopment of the former open air market site;
- ❖ a major scheme of traffic management and pedestrian environmental measures;



- ❖ a youth advice centre, and
- ❖ new community facilities at the old Park School complex.

The scope to refurbish old chapels at the Whitfield Churches site and those off Blackhorse Road is also being investigated as are measures to improve community safety and to secure wider environmental improvements.

- 9.27** The Steering Group for Thornbury Town Centre was formed early in 1997 in response to concerns about the impact on local trade of The Mall at Cribbs Causeway. The Group's strategy for the centre aims to consolidate Thornbury as a major centre for shopping and other services to serve the town and surrounding rural areas; and to provide for, and attract, day visitors and tourists. (Further details about the Steering Group and the emerging town centre strategy are provided in the reasoned justification to Policy RT2).
- 9.28** In Yate a Study Group was formed in 1997 to guide preparation of a town centre strategy. As part of this work an Urban Design Study was published for consultation in 1998. Key issues identified were taken forward by a new partnership involving a range of partners including Yate Town Council, other town and Parish Councils, representatives of community groups and the business community.
- 9.29** The Vision document was endorsed by the Frome Vale Area Forum (25th July 2002) and the Council's Cabinet (4th November 2002) as "The Community Vision for Yate Town Centre". The intention is that the overall vision will be taken forward in support of the Local Plan and through a range of project work. More detail is set out in the Vision document and at paragraph 9.43.
- 9.30** There have also been partnership initiatives in Staple Hill, Downend and Hanham and the Council intends to support the principle of town centre management in its other centres.
- 9.31** The Council will consider the scale of any proposed town centre development in terms of its size, proportions, height, massing, sitting and overall layout in relation to the surrounding area, and will take into account the provisions of Design Policy D1. The Council will resist any proposals that are out of keeping with their surroundings by virtue of their scale or design. In assessing whether development proposals would have unacceptable environmental effects, the Council will take into account the relevant policies in the Environment Chapter.
- 9.32** Consideration will also be given to the scale and nature of the operations proposed and the relative levels of vehicular traffic generated, and development proposals would need to accord with the relevant policies of the Transport Chapter, particularly Policy T12 which addresses transportation requirements for new development.

Implementation and Monitoring:

Through private sector investment and Development Control, and Council involvement as participants in the preparation of town centre



strategies and as Planning and Highway Authority. Monitoring will take place via the Annual Review of Town Centres and Retailing in South Gloucestershire, and ad hoc studies.

Mixed Use Development - Rock Street Cattle Market, Thornbury

- RT2 A PROPOSAL FOR REDEVELOPMENT OF THE ROCK STREET CATTLE MARKET, THORNBURY, AS SHOWN ON THE PROPOSALS MAP WILL BE PERMITTED PROVIDED THAT:
- A. IT INCORPORATES AN APPROPRIATE MIX OF COMMUNITY, RESIDENTIAL, LEISURE, COMMERCIAL AND CAR PARKING USES; AND
 - B. PROVISION IS MADE FOR A REPLACEMENT FOR THE STALLS MARKET WITHIN THE TOWN CENTRE; AND
 - C. IT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS, AND WOULD NOT PREJUDICE RESIDENTIAL AMENITY; AND
 - D. IT IS PROPERLY INTEGRATED WITH THE TOWN CENTRE IN TERMS OF LAYOUT, DESIGN, EXTERNAL APPEARANCE AND ACCESS, PARTICULARLY FOR PEDESTRIANS, CYCLISTS AND PEOPLE WITH MOBILITY NEEDS.

9.33 Thornbury Town Centre is identified in the Structure Plan as a Major Town Centre. It provides a range of retail, service and community facilities serving the needs of the town's population, and villages and settlements in a wide catchment area beyond. The Town Centre is currently vital and viable, but there are concerns that its health may decline in the face of competition from out-of-centre shopping development, particularly in view of the limited size of the catchment population. The strategy of the Plan is to protect the Town Centre, and to strengthen its role by encouraging appropriate new investment which will add to the diversity of uses within the Town Centre, and by improving accessibility, traffic management and the environment.

9.34 The proposal for the development of the Cattle Market site forms one part of the broader integrated strategy for the Centre as a whole, which is being coordinated by the Thornbury Town Centre Steering Group, in consultation with local people. The Group, a body comprised of representatives of South Gloucestershire Council, Thornbury Town Council, the Peer Group as owners of the St Mary Centre, business interests and other interested parties, was inaugurated at the beginning of 1997. The strategy aims to reinforce Thornbury's role as a shopping and service centre for the town and the surrounding area.



- 9.35** The Strategy takes into account previous studies for the Centre conducted in 1993 (Thornbury Town Centre Study, 1993), and 1996 (Thornbury Town Centre Study, 1996), and the results of subsequent consultation on the latter Study. The main purposes of the Strategy are:-
- ❖ to guide re-investment by the public and private sectors;
 - ❖ to provide certainty for investors;
 - ❖ to influence policy and expenditure plans for the benefit of the town; and
 - ❖ to provide a checklist of short and longer-term measures to enhance the town centre
- 9.36** The proposal for redevelopment of the Cattle market site has been included in the Plan because it is an available brownfield site where redevelopment would provide both potential for new uses complementary to the Town Centre and for visual improvement.
- 9.37** The Council is actively seeking redevelopment of the site and two other sites in its control east of Rock Street. The aim is to provide a replacement community building to accommodate the Youth Club and Siblands Resource and Activity Centre and to release land for residential development. While the form of development remains to be determined the Council has agreed an Urban Design Framework to help guide redevelopment in the Rock Street area (Rock Street Urban Design Framework 2004). Uses may include a nursing home or high density or sheltered residential development. An element of affordable housing should also be provided.
- 9.38** The Council does not consider that the site would be appropriate for retail use because of the threat this would pose to the vitality and viability of the Centre. A new retail store located some distance from the St Mary Centre would have the effect of diluting the retail core of the town rather than reinforcing it. The requirement for additional convenience floorspace in the area has largely been met by the Tesco store developed to the south of Thornbury. The extant permission for a 752 sq.m extension to the Somerfield store in the town centre would meet any residual requirement for convenience floorspace in the town centre. Survey evidence indicates that the requirement for additional comparison floorspace in the centre during the plan period will also be limited. This situation reflects the limited catchment of the centre, and the substantial amount of new comparison retail floorspace that has been developed in competing centres in the Bristol North Fringe. Retail development of the Cattle Market site would also raise questions about the car parking capacity of the Town Centre as a whole, particularly at peak periods.
- 9.39** While there is no strategic need to provide for retail development in Thornbury above existing commitments, small scale opportunities for retail development may arise in the core of the town centre which could lead to the enhancement and rationalisation of retail and community facilities.



Such opportunities will generally be supported under Policy RT1, provided they help to consolidate the core shopping area and are consistent with conservation and local community objectives. The Peer Group is investigating scope for redevelopment of the library site to achieve this aim.

9.40 Redevelopment proposals for the Cattle Market site will also be considered against other policies in the Plan, particularly Policy RT1; Design Policy D1; and H2 (with particular reference to encouraging higher density residential schemes in close proximity to town centre facilities and public transport). In deciding whether proposals for the site would have unacceptable environmental or transportation effects the Council will take into account the policies in Chapters 4 and 6 of the Plan.

9.41 Account will also be taken of the Council's other planning policy and guidance relevant to central Thornbury which includes:

- ❖ Conservation Area Advice Note 12, March 2004;
- ❖ The Rock Street Urban Design Framework, May 2004;
- ❖ The Council's supplementary guidance on design, tree planting, landscaping, etc;
- ❖ The Council's policy for percent for art. This should mark the passing of the cattle market in connection with any development proposals.

Implementation and Monitoring:

Through private sector investment and Development Control, and Council involvement as landowners and participants in the Thornbury Town Centre Partnership.

Land to the East of Link Road, Yate

- RT3** THE SITE OF 2.8 HECTARES OF LAND TO THE EAST OF THE LINK ROAD, YATE, AS SHOWN ON THE PROPOSALS MAP, BE RETAINED FOR CAR PARK AND AMENITY LAND. A PROPOSAL FOR DEVELOPMENT OF THE SITE WILL BE PERMITTED PROVIDED THAT IT:
- A.** PROVIDES FOR A GREEN CORRIDOR AND PATH FROM RIDGEWOOD COMMUNITY CENTRE TO LINK ROAD, COMMUNITY GARDENS BEHIND THE CENTRE AND A COMMUNITY BUILDING FRONTING THE PATH; AND
 - B.** IS PROPERLY INTEGRATED WITH THE TOWN CENTRE IN TERMS OF LAYOUT, DESIGN, EXTERNAL APPEARANCE AND ACCESS, PARTICULARLY FOR PEDESTRIANS, CYCLISTS AND PEOPLE WITH SPECIAL MOBILITY NEEDS; AND
 - C.** RELATES WELL IN TERMS OF DESIGN AND LAYOUT TO NEIGHBOURING PROPERTIES, TO THE RIVER FROME AND



AREAS OF NATURE CONSERVATION INTEREST TO THE EAST AND SOUTH OF THE RIVER, AND INCORPORATES A STRIP OF OPEN SPACE 30M ALONG THE NORTHERN/EASTERN BANK OF THE RIVER FROME WIDE ENOUGH TO ALLOW FOR A WILDLIFE CORRIDOR, RIVERSIDE WALK AND INTEGRATED LANDSCAPE ENVIRONMENT FOR YATE TOWN CENTRE; AND

- D. CONTRIBUTES TO THE STRATEGY OF CONCENTRATING DEVELOPMENT WITHIN THE CORE AREA WEST OF LINK ROAD AND ENHANCES THE DIVERSITY, VITALITY AND VIABILITY OF THE TOWN CENTRE; AND
- E. RELATES WELL TO THE RIDGEWOOD COMMUNITY BUILDING, PARTICULARLY IN RESPECT OF ACCESS FOR PEDESTRIANS, CYCLISTS AND PEOPLE WITH SPECIAL NEEDS; AND
- F. WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS, AND WOULD NOT PREJUDICE RESIDENTIAL AMENITY.

CONTRIBUTIONS TOWARDS IMPLEMENTING PUBLIC TRANSPORT IMPROVEMENTS WILL BE SOUGHT FROM DEVELOPMENT ON THE BASIS OF THE NEED ARISING FROM THE DEVELOPMENT.

9.42 Yate Town Centre is identified in the Structure Plan as a Major Town Centre where protection and investment in retail, office and major leisure and community facilities would be appropriate. The Centre provides a range of retail, service and community facilities, supporting a local population of 34,500. Monitoring suggests that the Centre is thriving and viable, characterised by low vacancy levels, strong retailer demand and high levels of customer satisfaction with the range and choice of shopping facilities.

9.43 While the retail strength of the town centre is good there have been longstanding local concerns about wider community and environmental issues. The strategic work launched in 1997 has culminated in a community vision with four key themes:

- ❖ **Community** – The vision is of a town centre as a centre for community life, providing the range of amenities and social and leisure opportunities, that local people desire.
- ❖ **Environment** – The vision is of an environment softened and enhanced by appropriate planting and the creation of public spaces accessible to all.
- ❖ **Movement and Access** – The vision is of a town centre which is safe and accessible for cyclists and pedestrians with improved public transport.
- ❖ **Shopping** – Yate has a thriving retail centre. Changes need to be made to consolidate and enhance this area over the short and medium term. The vision recognises the importance of Station Road in providing retail opportunities for smaller, local outlets.



9.44 These themes are proposed to be addressed in a number of linked projects that require more detailed investigation. Key areas for further work include:

- ❖ **Ridgewood and the Land East of Link Road** – where the need is to define more closely site constraints, needs and opportunities within the context of Policy RT3.
- ❖ **The Core Shopping Area** – where the need is to resolve scope for expansion and diversification of retail, health and community facilities.
- ❖ **The Station Road area** - where the need is to retain local shopping facilities and better integrate the Station, retail and community facilities with the wider town centre. The Council will seek opportunities to achieve this. Careful monitoring and control of retail uses will be required to ensure that the shopping base is not eroded.
- ❖ In the summer of 2004 Tesco was granted planning permission for the extension of its store; the Primary Care Trust consulted on proposals for a new Community Health Centre; the CIT Group consulted on proposals for a cinema, health, retail and other community facilities. The Council gave broad endorsement to their strategy.

9.45 The Council considers that in relation to the recommendations for the town centre as a whole, there is scope for the measures proposed to be implemented through Policy RT1 and other policies in the plan relating to movement, environment, and the provision of community and leisure facilities. This may include consideration of enhanced health facilities on land east of Link Road.

9.46 The bus interchange facility is the key element to increased public transport use and the opportunity should be taken to enhance the existing facility in any evolving development proposals. The Council is also investigating a rapid transit route to Yate Centre. Should substantive proposals arise during the currency of this Local Plan, the Council will seek to safeguard the route and/or land for a station in any development proposals. Where appropriate, the Council will seek contributions towards the implementation of public transport improvements on the basis of the need arising from the development.

9.47 Vehicular access to the site and car parking provision will need to take account of Policies T8 and T12.

9.48 The Council is of the view that retail development on this site would be inappropriate until opportunities to consolidate the retailing function of the core of the town centre within the inner distributor roads have been fully realised. This conclusion is in accordance with the sequential approach to retail site selection advocated by Central Government. In addition, analysis of retail floorspace requirements (Yate and Chipping Sodbury Town Centres Study, 1996 and Joint Retail and Leisure Study, 1997) indicates that there will be a limited requirement for additional retail floorspace to serve local needs until post 2006. Early retail development of land to the east of Link



Road could, therefore, adversely affect the vitality and viability of the town centre as a whole in the short to medium term.

- 9.49** Protected species have been found on the undeveloped area of the site to the south of the Ridgewood Centre, and a full ecological survey of this part of the site would be required before any development could proceed. Any development would need to satisfy Policy L9 (Species Protection). Wildlife corridors running to and along the river would need to be protected.
- 9.50** In view of the prominent position of the site in close proximity to the town centre, the design of new development should be of a high standard, and should take into account the provisions of Design Policy D1. Development should relate properly in terms of design and layout to the River Frome and to areas of local nature conservation interest, including the pond, between the river and Kennedy Way to the south. Provision should be made in any development for a riverside walk along the northern side of the River Frome to facilitate pedestrian movement to and within the area, and to retain public access to the river and its environs for recreational purposes. Development should respect the amenity of adjoining residents, and should be properly integrated with the town centre and the Ridgewood Centre, particularly in terms of access for pedestrians, cyclists and people with special mobility needs. The Council is working towards an appraisal of the whole of the Ridgewood site with a view to determining a long-term strategy for the future use of the land and the buildings.
- 9.51** The Council considers that these objectives can best be resolved through the preparation of a Concept Statement, and ultimately a development brief for the whole site.

Implementation and Monitoring:

Through private sector investment and Development Control, and Council involvement as landowners and participants in the Yate Town Centre Studies.

Emerging Town Centre at Bradley Stoke

- RT4** A PROPOSAL FOR DEVELOPMENT OF APPROXIMATELY 4 HECTARES OF LAND ADJOINING BRADLEY STOKE WAY, BRADLEY STOKE AS SHOWN ON THE PROPOSALS MAP, WILL BE PERMITTED PROVIDED THAT IT:
- A.** INCORPORATES A MIX OF RETAIL, COMMUNITY, OPEN SPACE, RESIDENTIAL AND CAR PARKING USES, WHICH WOULD ENHANCE THE DIVERSITY, VITALITY AND VIABILITY OF THE EMERGING BRADLEY STOKE TOWN CENTRE; AND
 - B.** IS PROPERLY INTEGRATED WITH ADJOINING LEISURE, RETAIL AND RESIDENTIAL DEVELOPMENT IN TERMS OF, LAYOUT,



DESIGN, EXTERNAL APPEARANCE AND ACCESS, PARTICULARLY FOR PEDESTRIANS, CYCLISTS AND PEOPLE WITH SPECIAL MOBILITY NEEDS; AND

- C. WOULD INCLUDE RESIDENTIAL ACCOMMODATION OR OTHER NON-RETAIL USES APPROPRIATE TO A TOWN CENTRE ON UPPER FLOORS**

CONTRIBUTIONS TOWARDS IMPLEMENTING PUBLIC TRANSPORT IMPROVEMENTS WILL BE SOUGHT FROM DEVELOPMENT ON THE BASIS OF THE NEED ARISING FROM THE DEVELOPMENT.

PROPOSALS WHICH WOULD JEOPARDISE THE IMPLEMENTATION OF PLANS TO CONSOLIDATE THE TOWN CENTRE WILL NOT BE PERMITTED.

- 9.52** Bradley Stoke Town Centre will, when it is completed, serve as an important shopping, community and service destination for the surrounding population which is due to grow to approximately 20,000 during the Plan period.
- 9.53** It is a central aim of the Council's policies that residents should have convenient access to a reasonable range and choice of shopping, community and service facilities in locations which maximise the opportunity to use means of transport other than the car. New facilities at Bradley Stoke would meet such an aim, and would be in accordance with national planning policy objectives which seek to ensure the availability of a wide range of shops, services and facilities in locations to which people have easy access by a choice of means of transport. When development has been implemented, the Council will recognise Bradley Stoke as a major town centre.
- 9.54** A planning consent was granted in 1991 for the comprehensive development of the Centre. Subsequently, only the Tesco store element of the scheme, together with associated car parking and petrol filling station, has been completed. The Council is very concerned to ensure that the remaining elements of a mixed use scheme should be of high quality design and be implemented, incorporating a good range and choice of unit shop, community facilities, service uses, food and drink outlets and a hotel.
- 9.55** Against this background, the Council asked consultants engaged in a broad study of retailing and leisure issues in North Bristol and the North Fringe, to review the scope for the provision of a diverse range of facilities at Bradley Stoke. The main recommendations of the consultants report (Joint Retail and Leisure Study 1997) were:
- ❖ the 2.75 ha site remaining is too small for the potential retail floorspace;
 - ❖ the retail centre should be provided on the originally identified area, with an additional 1.1 ha of land adjoining the site to the west to be



incorporated into the development area and allocated for community facilities, to be provided by developer contributions, and to provide car parking for the centre. The site would then allow for up to 12,000 sq.m. gross, around 9,000 sq.m net of retail floorspace;

- ❖ the Council should concentrate on securing retail provision. Other uses, e.g. offices and hotel, included in earlier development briefs may well be viable, but could be provided on other sites. This would have the advantage of increasing the attractiveness of the project for developers who specialise in retail provision. For the same reason it would not be advisable for a requirement for commercial leisure provision to be included as part of the development brief:

Key elements of a development brief should provide for:

- ❖ an extension to the Tesco store;
- ❖ a mix of unit shops and large space users (large units to be restricted to a maximum of 1,000 sq.m. gross);
- ❖ community facilities; and
- ❖ adequate car parking, public transport, pedestrian and cycle facilities.

9.56 Bradley Stoke Town Council has endorsed the recommendations included in the Joint Study. Accordingly the policy has been amended to include a larger site area. The Council will encourage any development proposals for the centre to come forward within the framework of an agreed 'Concept Statement' and Development Brief for the whole town centre. This will need to address the issues identified in the Policy, together with those identified in the consultant's report set out above.

9.57 The scheme should make provision for a community building to meet the needs of the local population. This should be well integrated with the rest of the scheme, particularly in terms of pedestrian access and visual amenity. Developers should also ensure that servicing infrastructure, sufficient to meet the requirements of the community building is available, including sewerage, electricity, gas and water supplies and telecommunications facilities (see Policy LC1).

9.58 The Council considers that there should be scope at first floor level in connection with new development in the Centre to introduce residential, service or community uses thereby increasing the range of activity in the Centre and the opportunity to make combined trips.

9.59 Prospective developers will need to pay particular attention to the relationship of their proposals in terms of layout, design and access to the adjoining Tesco store, the new leisure centre to the north east of the site, and the land allocated for leisure and recreation uses to the east of the site. Particular care will also need to be taken in relation to pedestrian links to the Leisure Centre, especially for people who are disabled. In general, development will need to provide safe, convenient, attractive and secure access and facilities for pedestrians, public transport users, cyclists, motor



cyclists and people with disabilities. A high quality public transport route (see Policy T3) is proposed in the vicinity of the Town Centre, and development will need to contribute towards the cost of the rapid transit project, commensurate with the scale and kind of the development.

- 9.60** The following policies are also particularly relevant: Policy D1 (Design); Policy T12 (Transportation Requirements for New Development); T8 (Car Parking Standards in New Development); and Policy LC13 relating to the provision of publicly accessible art, craft and design works.

Implementation and Monitoring:

Through private sector investment and Development Control and Council involvement as landowner. Monitoring would take place via the Annual Review of Town Centres and Retailing in South Gloucestershire.

Proposals for Out of Centre and Edge of Centre Retail Development

- RT5** RETAIL, LEISURE, AND OTHER KEY USES APPROPRIATE TO A TOWN CENTRE, WILL NOT BE PERMITTED OUTSIDE OF IDENTIFIED TOWN CENTRES UNLESS IT CAN BE DEMONSTRATED THAT:
- A.** THERE IS A NEED FOR THE DEVELOPMENT WHICH COULD NOT REASONABLY BE ACCOMMODATED WITHIN A TOWN CENTRE, AND,
 - B.** IT IS NO GREATER IN SCALE THAN IS REQUIRED TO MEET THE NEED IDENTIFIED; AND
 - C.** IT IS IN PROPORTION TO THE ROLE AND FUNCTION OF THE PROPOSED LOCATION; AND
 - D.** THERE ARE NO MORE CENTRAL, OR SEQUENTIALLY PREFERABLE SITES AVAILABLE OR LIKELY TO BE AVAILABLE WITHIN FIVE YEARS, TO MEET THE NEED IDENTIFIED: AND
 - E.** IT WOULD NOT, WHEN CONSIDERED WITH ANY OTHER RECENTLY COMPLETED DEVELOPMENTS, OUTSTANDING PLANNING PERMISSIONS OR RETAIL ALLOCATIONS IN THE CATCHMENT AREA, HAVE AN UNACCEPTABLE IMPACT ON THE VITALITY AND VIABILITY OF ESTABLISHED TOWN, DISTRICT, LOCAL OR VILLAGE CENTRES, AND WOULD NOT PREJUDICE THE IMPLEMENTATION OF PROPOSALS TO ACHIEVE A TOWN CENTRE AT BRADLEY STOKE: AND,
 - F.** IT WOULD BE ACCESSIBLE TO PUBLIC TRANSPORT USERS, PEDESTRIANS, CYCLISTS AND THOSE WITH SPECIAL MOBILITY NEEDS; AND



G. DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS, AND WOULD NOT PREJUDICE RESIDENTIAL AMENITY; AND

H. IT WOULD, INCLUDE RESIDENTIAL, COMMUNITY OR EMPLOYMENT GENERATING SPACES ON UPPER FLOORS.

THIS POLICY WILL APPLY TO PROPOSALS FOR RETAIL, LEISURE, OFFICE, CULTURAL, COMMUNITY AND ALLIED MIXED-USE SCHEMES.

IT WILL ALSO APPLY TO NEW DEVELOPMENT, REDEVELOPMENT, CHANGES OF USE, RENEWAL OF EXTANT PERMISSIONS AND APPLICATIONS TO VARY CONDITIONS WHERE THIS WOULD CREATE ADDITIONAL FLOORSPACE OR CHANGE THE NATURE OF THE DEVELOPMENT OR, IN THE CASE OF RETAIL, THE RANGE OF GOODS SOLD.

THE SEQUENTIAL APPROACH TO SITE SELECTION (CRITERION D) REQUIRES THAT PRIORITY BE GIVEN TO TOWN CENTRE, THEN EDGE OF CENTRE, THEN LOCAL CENTRES, THEN IDENTIFIED RETAIL PARKS (THE SUBJECT OF POLICY RT6) AND ONLY THEN TO FREE-STANDING LOCATIONS.

- 9.61** This policy applies to all uses generally considered suitable for town centre locations as identified in national policy. The Council's policy for out of centre retail development is consistent with the Local Plan strategy of directing new travel intensive development to locations that are highly accessible, or potentially highly accessible, to the strategic public transport network, particularly town centres, rather than out of centre locations. It also stems from the aim of enhancing and protecting existing town centres in terms of a broad range of accessible and attractive retail facilities.
- 9.62** The policy has been prepared taking into account the substantial growth in out of centre retailing in the Plan area during the past two decades, and growing concerns locally about the cumulative impact of this scale of development on the traditional centres, and about unacceptable increases in traffic congestion. Over 70% of the total A1 retail floorspace in South Gloucestershire is now provided outside of established and emerging town centres, the majority of this being accounted for by the retail development at The Mall, Cribbs Causeway and Longwell Green Retail Park.
- 9.63** The Structure Plan sets the framework for the assessment of retail proposals at out-of-centre locations. The Plan makes it clear that the potential for renewal and expansion of traditional centres should not be eroded by allowing any significant out-of-centre expansion of shopping for town centre types of goods, such as clothing, footwear and fashion items. Policy 40 states that provision will not be made for new factory outlet centres or regional shopping centres outside existing centres. Policy RT5 is in accordance with this approach. Moreover, the Government has made



clear that the development of further major out of town shopping developments, including expansion of existing out of town facilities is unlikely, and the need for them would have to be established through Regional Planning Guidance. No such need has been established.

- 9.64** Recent research has indicated that edge of centre schemes can, depending on particular circumstances, raise impact and transportation issues similar to those raised by out of centre development. The Government has made it clear that advice relating to proposals for new retail development contained in PPS6 and in ministerial statements should be applied equally to edge of centre and out of centre proposals.
- 9.65** Government policy is that where a class of goods is capable of being sold from a town centre location that is the preferred location for the retail development. Both local planning authorities and developers are expected to be able to demonstrate that all town centre options have been thoroughly assessed before less central sites are considered for development. In practice this means that the Council will expect proposals for out of centre development to be supported by information demonstrating:
- ❖ that there is a need for the development;
 - ❖ that the scale proposed is no more than is required to meet the identified need;
 - ❖ that there are no more central sites available, suitable or viable, in line with the sequential approach to site selection;
 - ❖ that there are no unacceptable impacts on existing centres; and
 - ❖ that the location is accessible by a range of modes.

The information to be provided and depth of analysis required will vary depending on the nature and scale of the proposal.

- 9.66** In accordance with Government guidance, applicants for proposals for edge of centre or out of centre retail development will be expected to demonstrate a need for the development. Analysis of need should include both a quantitative and qualitative assessment of the requirement for new retail floorspace although in accord with PPS6 (para 2.33) more weight will be attached to quantitative need. This should address the catchment area to which the proposal relates, taking into account demographic, expenditure and turnover estimates, as well as the accessibility, quality and range of existing retail facilities.
- 9.67** The Council will expect applicants for out of centre and edge of centre retail proposals to demonstrate that they have adopted a sequential approach to site selection in the catchment area to which their proposal relates. The implications of the sequential approach to site selection are now widely understood, and the Council will expect first preference to be given to town centre sites, where suitable sites or buildings suitable for conversion are available, followed by edge of centre sites, district and local



centres. Consideration will also be given to locations within established retail parks (the subject of Policy RT6) and only then out of centre sites in locations which are accessible by a choice of means of transport. The search for suitable sites should also pay regard to the Plan's aim of achieving vibrant and accessible town centre facilities at Bradley Stoke. Applicants will be expected to demonstrate clearly why retail schemes could not be accommodated in the proposed town centre, as well as established centres in the area. Given the complex and overlapping patterns of shopping within Bristol and South Gloucestershire, the sequential approach may, depending on the scale and nature of the retail development proposed, involve a search for suitable sites in traditional centres in local authority areas beyond South Gloucestershire, notably within the Bristol City Council area.

- 9.68** In assessing applications for developments which may have an impact on established or proposed city, town and district centres, the Council will consider the extent to which the development would put at risk revitalisation strategies for established city and town centres in the area, and the likely effect on investment needed to safeguard and enhance the health of the centres. On the inter-linked issues of retail capacity and impact, the Council will expect applicants for out of centre and edge of centre retail proposals to submit information on the economic impacts of their proposals on city, town, local and village centres in the catchment area of the proposal. The Council will expect retail impact information to be submitted where schemes may have an impact on smaller or more vulnerable town and local centres.
- 9.69** The strategic context for retail policy is given in the Joint Replacement Structure Plan (Policies 38-40) and Regional Planning Guidance (Policy EC6). Structure Plan policy draws upon the conclusions of the Joint Retail and Leisure Study (Halcrow Fox – 1997). This was commissioned by the Council, together with Bristol City Council and the Joint Strategic Planning and Transportation Unit, and provides a strategic framework for the provision of new retail floorspace in the former Avon area. The study indicates that in view of substantial existing commitments for new convenience floorspace in the area there will be no requirement for additional convenience floorspace generally until towards the end of the plan period, and even then requirements will be limited.
- 9.70** In relation to comparison shopping in the area, the study indicates that in the short term the requirement for additional floorspace is likely to be met by the shopping development at Cribbs Causeway. Over the years beyond 2001, however, the study indicates that there is likely to be increasing capacity for additional comparison shopping development to meet rising expenditure. The study concludes that in relation to the requirement for comparison retail floorspace, new development should be located to reinforce the existing centres within the urban area; further significant retail development should not take place at Cribbs Causeway and expansion of existing centres in Bristol and South Gloucestershire should be fully



considered prior to any out of centre retail development, in accordance with the sequential approach advocated by Government. This view has been confirmed in Regional Planning Guidance which does not allow for development plans to make further provision for “proposals to build or extend major regional or sub-regional out-of-town shopping centres. Any proposals to extend or redevelop the existing regional shopping centre at Cribbs Causeway should be brought forward and fully justified in a future review of Regional Planning Guidance.” (RPG10 Policy EC6 September 2001).

- 9.71** The estimates of requirements for additional shopping floorspace set out in the study offer a strategic framework for the Local Plan, and the findings of the study are in line with the Council’s strategy of directing retail development to established and proposed town centres. However, it is acknowledged that there are considerable uncertainties surrounding projections of long-term shopping behaviour, such as those used in the study, and decisions on individual planning applications will need to be informed by more detailed locally-based assessments provided as supporting evidence.
- 9.72** Where out of centre retail development proposals meet the criteria set out in the policy, together with other relevant policies of the Plan, the Council will use conditions, in accordance with Central Government policy advice, to limit the size of units and the range of goods to be sold where necessary to prevent harm to existing traditional centres. Applications to vary such conditions will also be assessed against Policy RT5.
- 9.73** The Council considers that the submission by applicants of a detailed transportation assessment in relation to out of centre and edge of centre retail proposals is essential in order for an assessment to be made of the impact on travel and car use and the extent to which the development would reduce the need to travel, reduce reliance on the car, and facilitate multi-purpose trips. Where necessary, developers will need to contribute towards the cost of transport facilities commensurate with the scale and nature of the development. Development will also be assessed against other transport policies in the Plan, particularly Policy T12 (Transportation Requirements for New Development).
- 9.74** In assessing whether proposals would have unacceptable environmental or transportation effects the Council will, in addition to policy T12, take into account the provisions of the policies in the Environment and Transport Chapters and particularly Design Policy D1.
- 9.75** Potential exists to include residential accommodation on the upper floors of new retail development which takes place in either edge of centre or out of centre urban locations. In accordance with Government planning guidance as contained in PPS1, PPS6, PPG3 and PPG13, relating to the benefits of mixed-use and higher density development, the Council will expect new retail development in edge of centre or out of centre locations to include residential accommodation on upper floors where this would be reasonably achievable.



- 9.76** In accordance with PPS6, proposals for leisure development which could enhance the vitality and viability of the established town centres, or prejudice the implementation of proposals to achieve a town centre at Bradley Stoke, will also be required under Policy RT5 to demonstrate both a need for the facility and that a sequential approach has been applied in selecting the site. The sequential approach should therefore be applied to all key town centre uses which attract a lot of people including commercial and public offices, higher education and entertainment as well as retail and leisure. It should also apply to redevelopment of and extensions to such development.

Implementation and Monitoring:

Through private sector investment and Development Control, and monitoring via the Annual Review of Town Centres and Retailing in South Gloucestershire.

Proposals for Retail Development at Cribbs Causeway, Longwell Green and Filton Abbeywood Retail Parks

- RT6** RETAIL DEVELOPMENT, INCLUDING THE REDEVELOPMENT OF EXISTING BUILDINGS, AT THE CRIBBS CAUSEWAY, LONGWELL GREEN AND FILTON ABBEYWOOD RETAIL PARKS, AS DEFINED ON THE PROPOSALS MAP, WILL ONLY BE PERMITTED WHERE:
- A.** IT WOULD MEET NEEDS WHICH CANNOT BE MET IN SEQUENTIALLY PREFERABLE LOCATIONS; AND
 - B.** IT WOULD MAKE A POSITIVE CONTRIBUTION TOWARDS IMPROVING NON-CAR CIRCULATION WITHIN THE RETAIL PARK; AND
 - C.** IT WOULD MAKE A POSITIVE CONTRIBUTION TOWARDS IMPROVING THE PHYSICAL AND VISUAL INTEGRATION OF THE RETAIL PARK; AND
 - D.** IT WOULD BE ACCESSIBLE TO PUBLIC TRANSPORT USERS, PEDESTRIANS, CYCLISTS AND THOSE WITH SPECIAL MOBILITY NEEDS

- 9.77** The three retail warehouse parks at Cribbs Causeway, Longwell Green and Filton Abbeywood fall outside the traditional hierarchy of retail centres identified in the Structure Plan. The centres do not provide the broad range of facilities and services envisaged by PPS6, nor do they offer benefits comparable to traditional centres in the area in terms of sustainable development. They have been developed for the car-borne shopper and were not originally designed to be accessed by public transport users, pedestrians or cyclists.



- 9.78** The retail warehouse park at Cribbs Causeway adjoins The Mall. However, it is not integrated into the surrounding environment, either visually or physically. Consequently, movement around the area other than by car is not attractive, and the whole area lacks an identity and sense of place.
- 9.79** The Joint Retail and Leisure Study (Halcrow Fox) 1997 concluded that “Cribbs Causeway should not be designated as a town centre for the purposes of PPG6. Any applications for bulky goods retail warehousing should only be permitted if they meet the criteria in the Structure Plan for out of centre retail provision, and resolve significant environmental and transportation problems within the complex.”
- 9.80** Any development or redevelopment of retail and leisure facilities within these retail parks, that could otherwise have been accommodated by traditional centres, or could affect their vitality and viability, would conflict with the strategy of the Plan and national planning policy and will not be permitted. Cribbs Causeway, Longwell Green and Filton Abbeywood are therefore defined as out of town locations and development proposals will need to satisfy the sequential test set out in Policy RT5 as well as the requirements of Policy RT6. Development which is acceptable in principle in an out of centre location (within the terms of Policy RT5) will only be considered acceptable at the three retail warehouse parks where it would make a positive contribution to redressing the environmental and transportation problems of the area. The Council will accordingly impose a condition to restrict the scale of development and range of goods to be sold to those for which a need has been demonstrated and to limit the impact of the development on the vitality and viability of the traditional retail centres.
- 9.81** Transportation improvements will need to secure radical changes to the accessibility characteristics of the retail parks such that they can offer the same benefits to sustainability objectives as the traditional centres. For example, although the Local Transport Plan recognises the role of The Mall as a transport interchange, non-car circulation/movement between the various developments that comprise Cribbs Causeway is very limited. The Council will be looking to secure improvements to internal circulation and to discourage movements by cars between stores/parking areas.
- 9.82** The Council will expect the appearance and layout of new development to relate to, and integrate with, the surrounding areas, both to improve the overall appearance and identity of the area and to encourage internal non-car circulation between existing and new development. The Council will have regard to the provisions of Design Policy D1 in this respect.
- 9.83** The visioning exercise for the North Fringe, carried out with the involvement of a range of local organisations and individuals, has recognised the role that Cribbs Causeway and The Mall could play in the future. The vision is for Cribbs Causeway and The Mall to complement, rather than compete with, the local centres. Improvements to local centres in Bradley Stoke, Patchway and Filton are seen as being accompanied by changes to Cribbs



Causeway and The Mall, which through adjustments to the physical form and the type of uses, could provide a focus for the whole North Fringe. Better integration with existing and proposed development in the North Fringe area would enable Cribbs Causeway and The Mall to provide a focus for shopping, recreational and cultural activities in the area.

- 9.84** The provision of better public transport to Cribbs Causeway, including the possibility of an extension to the proposed Public Transport Route, is seen to be important in linking the whole North Fringe together and enabling Cribbs Causeway to function as the shopping, recreational and cultural focus for the area.
- 9.85** In the light of the outcome of the North Fringe visioning exercise, there is an opportunity to work with local people and organisations and the landowners and developers at Cribbs Causeway, to articulate the vision for the future of Cribbs Causeway/The Mall and how it could better integrate with neighbouring communities and developments. Firm proposals could then be put forward and justified in the review of Regional Planning Policy.
- 9.86** The Council's intention to work with developers/landowners and local people and organisations to elaborate a vision for the Cribbs Causeway area is therefore articulated in the Local Plan. In the interim, in advance of the review of Regional Planning Policy, safeguards should be put in place or maintained to ensure that neither current strategic planning policy nor the potential for achievement of a long term vision is compromised.

Implementation and Monitoring:

Through private sector investment, Development Control and preparation of planning guidance. Monitoring via the Annual Review of Town Centres and Retailing in South Gloucestershire.

Shopping Facilities for New Residential or Commercial Development

- RT7** PROPOSALS FOR TOWN OR LOCAL CENTRE FACILITIES TO MEET A NEED ARISING FROM NEW RESIDENTIAL OR COMMERCIAL DEVELOPMENT WILL BE PERMITTED PROVIDED THAT THEY:
- A.** WOULD NOT, WHEN CONSIDERED WITH ANY OTHER RECENT OR PROPOSED RETAIL DEVELOPMENTS IN THE LOCALITY, HAVE AN UNACCEPTABLE IMPACT ON THE VITALITY AND VIABILITY OF ESTABLISHED TOWN, LOCAL OR VILLAGE CENTRES; AND
 - B.** ARE LOCATED AND DESIGNED SO AS TO BE ACCESSIBLE TO PEDESTRIANS, CYCLISTS AND PUBLIC TRANSPORT USERS, AND TO THOSE WITH SPECIAL MOBILITY NEEDS; AND



- C. WOULD, WHEREVER POSSIBLE, INCLUDE RESIDENTIAL ACCOMMODATION OR OTHER NON-RETAIL TOWN CENTRE USES ON UPPER FLOORS; AND
- D. WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS, AND WOULD NOT PREJUDICE RESIDENTIAL AMENITY

- 9.87** The Structure Plan acknowledges that areas of new residential or commercial development may require the creation of new town centres to meet the needs of the expanding surrounding communities, located so as to minimise travel and car use. The Council supports this approach and where major new residential or commercial development is proposed, will expect town or local level facilities to be provided commensurate with the scale of development.
- 9.88** The scale and nature of such facilities will vary according to the scale of the development to be served. The Council will resist proposals which would serve needs beyond those arising from the new development proposed where this would result in increased travel demands, particularly in terms of car usage. In relation to sites allocated for development in Policy H1 the Council will encourage preparation of Development Briefs and Master Plans to clarify development requirements, and set out the range and choice of facilities that will be required. Facilities could include shops, particularly convenience goods stores, financial and professional services, community facilities such as Doctors' surgeries, public open space, cafés and pubs and leisure facilities. The Council's aim will be to achieve as diverse a range of locally accessible facilities as possible, reasonably related to the development proposed, and allowing maximum opportunity for local multi-purpose trips. Wherever reasonable and appropriate, the Council will encourage the provision of upper floor accommodation for non-retail town centre uses, including residential accommodation, community facilities and employment uses.
- 9.89** Provision of facilities must relate in scale to the development which gives rise to the need. The Council will strongly resist any proposals that would have an adverse impact on established town, local or village centres, and/or which would lead to an unacceptable increase in travel by car.
- 9.90** In assessing whether development would have unacceptable environmental effects, the Council will take into account those policies relating to relevant environmental considerations contained in Chapter 4 of the Plan. Policy D1 (Design) will be particularly important in the consideration of town centre schemes.
- 9.91** Development will also be assessed against relevant transport policies in the Plan, particularly Policy T12 which addresses transportation requirements for new development.



Implementation and Monitoring:

Through private sector investment, Development Control and the preparation of planning guidance. Monitoring will take place via the Annual Review of Town Centres and Retailing in South Gloucestershire.

Small Scale Retail Uses within the Urban Areas and the Boundaries of Settlements

RT8 OUTSIDE TOWN CENTRES, SMALL SCALE PROPOSALS FALLING WITHIN CLASS A1 (SHOPS), CLASS A2 (FINANCIAL AND PROFESSIONAL SERVICES) AND CLASS A3* (FOOD AND DRINK) WILL BE PERMITTED WITHIN THE EXISTING URBAN AREAS AND THE BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP, PROVIDED THAT:

- A. THE DEVELOPMENT WOULD NOT GIVE RISE TO UNACCEPTABLE LEVELS OF VEHICULAR TRAFFIC OR ON-STREET PARKING TO THE DETRIMENT OF THE AMENITIES OF THE SURROUNDING AREA AND HIGHWAY SAFETY; AND
- B. THE DEVELOPMENT WOULD NOT PREJUDICE EXISTING RESIDENTIAL AMENITY; AND
- C. THE CHARACTER OF THE AREA WOULD NOT BE ADVERSELY AFFECTED; AND,
- D. (IN THE CASE OF PROPOSALS WITHIN A LOCAL CENTRE) THAT THE DEVELOPMENT WOULD BE CONSISTENT WITH THAT CENTRE'S SCALE AND FUNCTION; OR,
- E. (IN THE CASE OF PROPOSALS OUTSIDE OF A LOCAL CENTRE) DEVELOPMENT WOULD IMPROVE THE RANGE OF SERVICES TO A LOCAL COMMUNITY AND NOT HARM THE VITALITY AND VIABILITY OF AN EXISTING LOCAL CENTRE.

9.92 The Council recognises that the provision of small scale local shops and related service facilities will help to ensure that residents have convenient access to a reasonable range and choice of facilities, while helping to reduce travel and car use and to secure a more sustainable environment. Such local shops and facilities provide an essential and valuable service to the community, particularly for less mobile people and for those wishing to make frequent small purchases.

9.93 Policy RT8 applies to the urban areas, outside town centres, and within the boundaries of settlements. The Policy will apply to conversions/changes of use to retail and related facilities, as well as to proposals for small scale new development

* For the avoidance of doubt, Class A3 in Policy RT8 applies to Classes A3-A5 of the Use Classes (Amendment) Order 2005



- 9.94** Retail proposals which, by reason of their size, type and location when considered on their own or with other recent and proposed large scale retail developments in the locality, could affect the vitality and viability of established town, local and village centres will be assessed according to the sequential approach set out in Policy RT5 (Out of Centre and Edge of Centre Retail Development).
- 9.95** In assessing whether development would have unacceptable transportation effects, the Council will take into account the relevant transport policies in the Plan, particularly Policy T12 which addresses transportation requirements for new development.
- 9.96** Proposals will also be assessed against the provisions of Policy D1 (Design). In seeking to protect the amenities of occupiers of residential property the Council, in appropriate circumstances, will require the provision of sound insulation and odour control measures.
- 9.97** Small shops associated with petrol filling stations may be a cost-effective way of providing the equivalent of corner shop type facilities. In these circumstances the Council will assess the proposal against the criteria contained in the Policy, and will require that the design and layout of the station provides for good access to pedestrians and cyclists.
- 9.98** Proposals for garden centres will be considered against Policy RT5, and for nurseries and farm shops against Policies E6, E8 and E9 as appropriate. New shops will not normally be allowed outside of existing settlements.

Implementation and Monitoring:

Through private sector investment, Development Control and a regular audit of floor space.

Changes of Use of Retail Premises within Primary and Secondary Shopping Frontages in Town Centres

- RT9** CHANGES OF USE OF EXISTING A1 RETAIL USES AT GROUND FLOOR LEVEL WITHIN THE PRIMARY SHOPPING FRONTAGES OF TOWN CENTRES, AS SHOWN ON THE PROPOSALS MAP AND LISTED IN THE SCHEDULE OF SHOPPING FRONTAGES, WILL NOT BE PERMITTED UNLESS:
- A.** IT CAN BE DEMONSTRATED THAT THE PREMISES COULD NOT BE RETAINED IN A VIABLE RETAIL USE; OR
 - B.** THE PROPOSED USE WOULD MAKE A POSITIVE AND COMPLEMENTARY CONTRIBUTION TO THE VITALITY AND VIABILITY OF THE CENTRE, AND WOULD NOT UNDERMINE THE RETAIL FUNCTION OF THE FRONTAGE, OR PART OF IT; AND



C. THE PROPOSED USE WOULD NOT RESULT IN UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS, AND WOULD NOT PREJUDICE RESIDENTIAL AMENITY

RT10 WITHIN THE GROUND FLOOR LEVEL OF SECONDARY SHOPPING FRONTAGES, AS SHOWN ON THE PROPOSALS MAP, PROPOSALS FOR CHANGE OF USE WILL BE PERMITTED EXCEPT WHERE:

- A. THE PROPOSED USE WOULD UNDERMINE THE ESTABLISHED CHARACTER, VITALITY OR CIVIC ROLE OF THAT FRONTAGE;**
- B. THE PROPOSED USE WOULD RESULT IN UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS OR WOULD PREJUDICE RESIDENTIAL AMENITY**

9.99 In seeking to sustain the vitality and viability of the town centres of South Gloucestershire, the Council's particular objective with respect to Policy RT9 is to provide a focus for shopping activity at locations to which the whole community has easy access and where the proximity of various businesses facilitates multi-purpose trips.

9.100 The Council considers that although variety and activity are essential elements of the vitality and viability of town centres, the retail function should continue to underpin them. Current Government policy is to encourage diversification of uses in town centres as a whole but not to allow service uses to dominate primary shopping areas in a way that undermines their retail function.

9.101 In accordance with this advice, the plan makes a distinction between the main shopping areas or "primary frontages" which contain a high proportion of retail uses, particularly those within Class A1 of the Use Classes Order and "secondary areas" where there is scope for more flexibility in the type of uses which may be accommodated. These areas have been defined having regard to a range of factors including levels of pedestrian flows and the concentration and nature of retail uses. The Primary and Secondary Shopping Frontages are shown on the Proposals Map and listed in the Schedule in Fig 9.2. Proposals for change within the Secondary Shopping Frontages identified on the proposals map and in Figure 9.2 will be assessed under Policy RT10. The Policy will apply equally to all A1 units and mixed use units containing an element of A1 uses.

Figure 9.2 Schedule of Shopping Frontages

Primary Shopping Frontages		Secondary Shopping Frontages	
Chipping Sodbury			
High Street	Odd Nos. 21A - 47 Even Nos. 40 - 52	High Street	Odd Nos. 1 - 21 Even Nos. 2 - Baptist Church
Broad Street	Even Nos. 54 - 86	Broad Street	Odd Nos. 51 - 83



Primary Shopping Frontages		Secondary Shopping Frontages	
Horse Street	1, 3, 5 & 9 1 & 2 Beaufort Mews	Horse Street	3 - 7 Beaufort Mews Odd Nos.11- 29 Even Nos. 6 - 24
Downend			
Badminton Road	Odd Nos. 1 - 33	Badminton Rd	North Street 2 – 20 (East Side) The Horseshoe Pub (including Craig Anthony's)
Downend Road	Even Nos. 2 - 6a		
1 – 6 Willow Shopping Centre		North Street	122a – 126 (East Side) 77
Emersons Green			
Units 1 – 7		Units SU1 – SU4	
Units SU5 – SU8		Emerson Way	Even Nos. 106 - 118
Sainsburys			
Filton			
Shield Centre	Units 1 - 3, 5, 6, 8, 9	Shield Centre	Unit 4 and Library
Gloucester Road	122a - 138	Gloucester Road	144 - 156
Church View	1 - 8		
Hanham			
High Street	Odd Nos. 33 - 77 Even Nos. 46 - 86	High Street	Odd Nos. 81 - 101 Even Nos. 26a - 42 Even Nos. 88 -114
Kingswood			
Units 1 - 23 Kings Chase		Two Mile Hill Rd	Odd Nos. 377 - 393
Regent Street	Odd Nos. 1 - 33 Odd Nos. 37 - 43 Odd Nos. 63 - 123 Even Nos. 8 – 74	High Street	Odd Nos. 1 - 49 382a Two Mile Hill Road - 6 Regent Street (South Side)
		Regent Street	Even Nos. 78 – 104 Telephone Exchange, High Street Kings Arms PH, High Street (South Side)
Staple Hill			
The Square	1 - 11	High Street	Odd Nos. 59 – 109 Even Nos. 50 – 56
Broad Street	Odd Nos. 1 - 39 Even Nos. 2 - 60	Broad Street	Odd Nos. 41 – 75 Even Nos. 60a – 94
High Street	Odd Nos. 111 - 141 Even Nos. 58 - 130		
Thornbury			
High Street	Odd Nos. 1 - 53 Even Nos. 14 - 28	Castle Street	2 - 4
St Mary's Way	Odd Nos. 1 - 11 Even Nos. 2 - 16	The Plain	7 - 15
St Mary Street	Odd Nos. 9 – 25B Even Nos. 14 - 16	High Street	Odd Nos. 55 – 65 Even Nos. 30 - 56
Horseshoe Lane	Odd Nos. 1 - 7 Even Nos. 2 - 10	High Street	2 – 10
The Plain	Nos. 1 - 4	The Plain	No. 16



Primary Shopping Frontages		Secondary Shopping Frontages	
Yate			
East Walk	Units 1 – 29 (Odd) 2a – 12 (Even)	South Parade	Units 23, Job Centre Units 1 – 15 and 19
South Walk	Units 1 – 33 (Odd) 8 – 16 (Even)	West Walk	Health Centre to Leisure Centre
South Parade	Units 17 and 21	North Walk	Units 31 – 33
West Walk	Units 1 – 19 (odd) 2 – 36 (Even)	North Parade	Units 1 – 4 and 7 – 12
North Walk	Units 1 – 29 (Odd) 2 – 18 (Even)		
North Parade	Units 5 and 6		

9.102 In assessing whether premises would be incapable of supporting a retail use the Council will consider whether the premises are vacant and, if so, the length of time this has been the case and the steps that have been taken to market the premises for retail use. The length and scope of marketing will be taken into account, as well as the response to it, and the Council will also consider the vacancy level in the centre as a whole. Particular account will be taken of circumstances in which the long term vacancy of units has led to problems such as vandalism, damage to local amenity, and a serious reduction in the vitality and viability of the centre.

9.103 In assessing whether a proposed use would contribute positively to the vitality and viability of a town centre, and would not undermine the retail function of the frontage or part of it, the Council will consider the following factors:

- a) the location and prominence of the premises within the shopping frontage;
- b) the size of the premises in terms of floorspace and frontage length in relation to the centre as a whole, and the shopping frontage within which the property is located;
- c) the number, distribution and proximity of other ground floor premises in non-shop use;
- d) the nature of the proposed use, including the level of activity associated with it; and
- e) the potential for improvement to the local environment and/or the building itself.

9.104 In considering the above factors, the Council will take into account the Annual Audit of Town Centres and Retailing in South Gloucestershire which provides a comprehensive review of retailing activity within the town centres in the area. It includes retail floorspace figures and linear frontage measurements for Primary and Secondary Shopping Frontages. The proportion of Primary Shopping Frontage in non-shop use in some of the centres, particularly Chipping Sodbury and Hanham, has already reached levels where it is giving rise to concern about the health of these centres



(Appendix 16). Where this is the case, the Council will give particular weight to the potential impact of proposals on town centre vitality and viability in determining planning applications.

- 9.105** In assessing whether proposals would have unacceptable environmental or transportation effects the Council will take into account the provisions of the policies in the Environment and Transport Chapters, particularly policies EP1 on Pollution and T12 on Transportation Requirements in New Development.
- 9.106** In secondary frontages a less restrictive approach may be justified to the protection of retail units in order to accommodate a broader range and choice of service uses normally found within a town centre. However, such frontages can play a vital civic role in centres like Chipping Sodbury, where, for historic reasons, retail frontages are somewhat fragmented. Particular care is required to ensure that the loss of a retail unit would not undermine the civic role or vitality of the centre or any part of it.

Implementation and Monitoring:

Through Development Control and the Annual Review of Town Centres and Retail Floorspace in South Gloucestershire.

Retention of Local Shops, Parades, Village Shops and Public Houses

- RT11 THE CHANGE OF USE OF EXISTING RETAIL PREMISES WITHIN VILLAGE CENTRES AND LOCAL SHOPPING PARADES, AND OF INDIVIDUAL LOCAL SHOPS OUTSIDE TOWN AND VILLAGE CENTRES, WILL NOT BE PERMITTED UNLESS:**
- A. THE PROPOSED USE WOULD NOT RESULT IN AN OVER CONCENTRATION OF NON-SHOP USES IN A VILLAGE CENTRE OR LOCAL CENTRE OR BE DETRIMENTAL TO THE VITALITY, VIABILITY, RETAIL AND SOCIAL FUNCTION OF THAT CENTRE; OR**
 - B. THERE ARE SATISFACTORY ALTERNATIVE RETAIL FACILITIES AVAILABLE IN THE LOCALITY; OR**
 - C. IT CAN BE DEMONSTRATED THAT THE PREMISES WOULD BE INCAPABLE OF SUPPORTING A RETAIL USE; AND**
 - D. THE PROPOSED USE WOULD NOT RESULT IN UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS, AND WOULD NOT PREJUDICE RESIDENTIAL AMENITY.**

THE CHANGE OF USE OF EXISTING PUBLIC HOUSES WHICH SERVE THE LOCAL COMMUNITY WILL ONLY BE PERMITTED WHERE:



- E. THERE ARE SATISFACTORY ALTERNATIVE FACILITIES AVAILABLE IN THE LOCALITY; OR
- F. IT CAN BE DEMONSTRATED THAT THE PREMISES WOULD BE INCAPABLE OF SUPPORTING A PUBLIC HOUSE USE.

- 9.107** The policy is intended to apply to local shopping parades, village shopping centres and individual shops in the urban areas and villages. These centres and shops provide an essential and valuable service to the community, particularly to those who do not have access to a car. Additionally, the ease of walking and cycling to local centres and shops minimises the need to use the car. Shops also provide a communal focus for local people. The Council acknowledges the valuable contribution Sub Post Offices make to all communities and will apply its planning policies sympathetically in order to ensure that these services are sustained locally. In many local communities, the public house provides a valuable meeting place and, indeed, may provide the sole meeting place for local inhabitants. It also plays a vital role in maintaining villages as viable communities.
- 9.108** Monitoring of local shopping centres has shown that there are some where retail activity has declined to a point where they no longer meet basic local needs. They are predominantly occupied by financial services, estate/property agents, off-licences, takeaways, or quasi-retail uses such as hairdressers and travel agents, which have taken over former retail premises. Such centres are often located in areas of relatively generous shopping provision and have lost trade to other more attractive shopping outlets. In such locations shops characteristically change hands frequently, remain vacant, or come under pressure to accommodate non-retail units.
- 9.109** In considering the potential impact of proposed changes of use on the vitality and viability of local and village centres the Council will consider:
- a) the location and prominence of the premises within the centre;
 - b) the floorspace and frontage of the premises;
 - c) the number, range and composition of existing outlets in the centre;
 - d) the nature of the proposed use in terms of its value to the local community, and whether it would be likely to encourage more people to visit the centre and thereby make a positive contribution to its vitality.
- 9.110** Where it is considered that proposals for changes of use would have an adverse impact on the health of a local or village centre they will be very strongly resisted.
- 9.111** In the case of public houses, the Council acknowledges that it would be unreasonable to resist a change of use where local patronage is such that a public house is no longer viable. In these circumstances, applicants will need to demonstrate that the existing use is not well supported and is not capable of being viably operated, or that there are satisfactory alternative facilities available within a convenient walking distance.



- 9.112** The Council will also consider the availability of alternative retail facilities in the locality of the proposed change of use. In doing so it will have particular regard to the range and number of retail outlets within convenient walking distance. The Council considers that 400m represents the maximum distance from a local shopping centre that can normally be considered convenient to walk for commonly needed everyday products, or to meet emergency requirements, provided that there are no significant barriers to pedestrian movement. Where alternative retail facilities in the locality do not provide an adequate range of retail facilities to serve the needs of the local population, particularly the need for basic convenience goods including food, drink and newspapers, proposals for change of use will not be permitted.
- 9.113** The Council will strongly resist proposed changes of use of existing shop premises where these would result in an over-concentration of service uses in a local or village centre. There has been particular concern locally about concentrations of A3-A5 food and drink uses in local centres, leading to adverse impacts on residential amenity, and a loss of local retail choice. In considering whether an over-concentration of service uses would occur, the Council will consider the number, range and composition of retail and service outlets in the centre, or part of it, in reaching a decision.
- 9.114** In deciding whether premises would be incapable of supporting a retail use the Council will consider whether the premises are vacant and, if so, the length of time this has been the case and the steps that have been taken to market the premises for retail use. The length and scope of marketing will be taken into account as well as the response to it, and the Council will also consider the vacancy level in the centre as a whole. Particular account will be taken of circumstances in which the long term vacancy of units in local centres has led to problems such as vandalism, damage to local amenity, and a serious reduction in the vitality and viability of the centre.
- 9.115** Wherever reasonably achievable the Council will expect a window display to be retained at ground floor level to maintain interest and activity in non-retail development, and to avoid the occurrence of “dead frontage”.
- 9.116** In assessing proposed changes of use the Council will consider the transportation effects of development and will take into account the provisions of Policy T12 (Transportation Requirements for New Development). Development which would give rise to unacceptable levels of vehicular traffic or on-street parking will not be permitted.

Implementation and Monitoring:

Through private sector investment, Development Control and the annual review of town centres and retailing in South Gloucestershire.



Use of Upper Floors in Town, Local and Village Centres

RT12 THE RESIDENTIAL USE OF UPPER FLOORS OF NEW AND EXISTING PREMISES WITHIN TOWN, LOCAL AND VILLAGE CENTRES WILL BE PERMITTED PROVIDED THAT IT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS, AND WOULD NOT PREJUDICE RESIDENTIAL AMENITY.

WHERE SATISFACTORY LIVING ACCOMMODATION CANNOT BE PROVIDED OTHER USES WILL BE PERMITTED WHICH CREATE EMPLOYMENT OPPORTUNITIES OR COMMUNITY FACILITIES, SUBJECT TO THE ABOVE CRITERIA.

THE CHANGE OF USE OF EXISTING RESIDENTIAL ACCOMMODATION ABOVE GROUND FLOOR LEVEL IN TOWN, LOCAL AND VILLAGE CENTRES AND INDIVIDUAL SHOPS WILL ONLY BE PERMITTED WHERE IT IS DIRECTLY RELATED TO THE CONTINUED VIABILITY OR ENHANCEMENT OF THE GROUND FLOOR USE.

- 9.117** The policy identifies residential use as the first choice for new and existing premises above ground floor level within the traditional centres, and seeks to safeguard existing residential accommodation. It is recognised, however, that the loss of a residential use could be acceptable where an upper floor was needed in connection with, or to support, a ground floor use.
- 9.118** The Council wishes to promote sustainable patterns of development by encouraging increased housing opportunities in town centres which are highly accessible locations providing a wide range of services and facilities close at hand. Additional housing in such centres can also add to vitality and viability, increase activity and personal safety, assist with the conversion and re-use of existing buildings, and help to ensure that buildings are kept in good repair. Staircases that are separate from the ground floor use should be retained or reinstated wherever possible.
- 9.119** Where residential uses would be inappropriate because of location or the inability to provide adequate living conditions, changes of use to service or community use above ground floor level may be appropriate. Where such uses would add to the diversity of established centres they will be permitted, subject to the provisions of other Plan policies. In relation to community uses, particular care will need to be taken to ensure that adequate access is provided to upper floors for disabled people.
- 9.120** In assessing whether development would have unacceptable environmental effects, the Council will take into account policies relating to relevant environmental considerations contained in Chapter 4 of the Plan. Policy L12 (Conservation Areas) and L13 (Historic Buildings) will be of particular relevance in assessing proposals.



- 9.121** Development will also be assessed against relevant transport policies in the Plan, particularly T12 (Transportation Requirements for New Development).

Implementation and Monitoring:

Through private sector investment, Development Control.

Chapter 10

Leisure, Recreation, Education and Community Facilities



	Page
LC1 Provision for Built Sports, Leisure and Community Facilities (Site Allocations and Developer Contributions)	298
LC2 Provision for Education Facilities (Site Allocations and Developer Contributions)	302
LC3 Proposals for Sports and Leisure Facilities Within the Existing Urban Area and Defined Settlement Boundaries	306
LC4 Proposals for Educational and Community Facilities Within the Existing Urban Area and Defined Settlement Boundaries	307
LC5 Proposals for Outdoor Sports and Recreation Outside Existing Urban Area and Defined Settlement Boundaries	307
LC6 Major Sports Stadia	310
LC7 Allocated Sites for Formal and Informal Open Space	311
LC8 Open Space and Children's Play in Conjunction with New Residential Development	314
LC9 Protection of Open Space and Playing Fields	317
LC10 Quiet Enjoyment of the Countryside	319
LC11 Allotments	320
LC12 Recreational Routes	321
LC13 Public Art	323



Chapter 10 Leisure, Recreation, Education & Community Facilities

Introduction

10.1 This section of the plan sets out the Council's policies and proposals which relate primarily to Leisure and Community facility provision. The Council recognises the increasing value and importance of leisure and recreation and wishes to encourage appropriate provision. This can enhance the quality of life and sense of well being for residents whilst contributing to prosperity and economic diversity. The Council wishes to encourage the provision of a wide range of leisure and recreation opportunities for participants and spectators from all sections of the community, together with appropriate community resource and education provision.

Aim

10.2 The overall aim is to meet the needs of South Gloucestershire residents for the period to 2011, in terms of leisure, recreation, education and community facilities, in a manner that is consistent with the concept of sustainable development.

Structure Plan

10.3 The preferred strategy indicated in the Structure Plan is one that is based on the principle of sustainable development. This approach highlights the need to safeguard and enhance opportunities for recreation and leisure in ways that are in harmony with the local environment, minimise travel and greenfield development and secure urban regeneration, in particular town centre renewal. Against this background the Structure Plan aims to encourage sports and cultural facilities of regional and national as well as local importance, where they can be well served by public transport. It also aims to make provision for the growing demand for leisure and recreational facilities, while protecting against insensitive development and environmental damage, in both urban areas and the countryside. The Structure Plan also aims to provide for increased access to the countryside for all parts of the community, whilst protecting sensitive areas from inappropriate activities and over-use.



Objectives

- 10.4** The Local Plan objectives in respect of recreation, education and community facilities are:
- 1) to identify sufficient land capable of meeting the range of needs of the planned resident population in the period to 2011 for leisure, recreation, education and community facilities;
 - 2) to ensure new facilities are in locations which are capable of helping to reduce reliance on the private car and encourage combined visits to use other services and go shopping and which minimise adverse environmental impact;
 - 3) to protect and enhance public rights of way and access to the countryside;
 - 4) to safeguard and enhance existing community resources in terms of accessibility, security, safety and overall amenity.
- 10.5** These objectives have been prepared in the general strategic context indicated by the Structure Plan, while having regard to Government planning policy guidance. In particular, that relating to general principles, transport and sport and recreation (PPS1, PPG3, PPG13, PPG17 and its Companion Guide 'Assessing Needs and Opportunities'). Regard has also been had to Regional Planning Guidance for the South West, "Sport England" guidance and to public consultation carried out (see paragraphs 1.16 – 1.20).

The Sports Strategy

- 10.6** The Council has adopted its own Sports Strategy. This aims to secure provision of a range of activities at a network of high quality leisure centres at Yate, Thornbury, Kingswood, Bradley Stoke and Longwell Green. The emphasis at these centres will be on casual pay and play facilities including swimming and fitness training. These major public facilities will be supplemented by general community access to secondary school facilities, based around sports club use. These facilities will be developed and enhanced accordingly. In the long term it is intended that every secondary school will have a sports hall and good outdoor playing fields. Where appropriate, primary school facilities will be designed and managed for dual use by the wider community. Council owned leisure facilities will be supplemented by a network of club based facilities. The strategy recognises that Parish & Town Councils also have a major role in the provision of local facilities. A future review of the Sports Strategy will need to take into account the needs of proposed new development, particularly at Northfield and Emersons Green, though development at these sites is not dependent on completion of the review and any requirements for sports, recreation and community facilities will be related in scale and kind to the assessed needs arising from those developments.



Recent Developments

10.7 During the last 10-15 years the nature of leisure provision has changed with substantial growth in the commercial leisure sector in addition to local authority and voluntary sector provision. A wide range of facilities from tennis to health and fitness centres are provided commercially, whilst the nature of other more traditional commercial provision such as cinemas has changed and generated substantially different patterns of use.

10.8 Within South Gloucestershire there have been two recent major commercial leisure developments: one at Cribbs Causeway and the other at Longwell Green. Both include multiplex cinemas, restaurants, bars etc.

10.9 Whilst the Council accepts the importance of making sufficient provision for leisure, education and community facilities, the scale of development already completed, together with committed development, particularly when considered in conjunction with other types of development, is such that a controlled and sustainable approach is required. The Council considers that this will be most successfully achieved through:

- ❖ the protection and improvement of existing facilities;
- ❖ the completion and implementation of existing proposals and permissions;
- ❖ the effective funding by developers of new provision, the need for which arises from new residential developments;
- ❖ and selecting the best location for major development proposals, in accordance with sustainability and conservation objectives.

This approach is supported by the findings of the Halcrow Fox study into Retail & Leisure provision in Bristol and South Gloucestershire. The study, commissioned by the two Councils, concluded that the area was well provided for in terms of commercial leisure facilities, and that the prospects for additional provision were limited. It is acknowledged, however, that the provision of leisure and recreation facilities also has a rural dimension and that in accordance with sustainability objectives the Council will be looking to support appropriate initiatives serving local communities.

10.10 This chapter therefore includes proposals allocating specific sites for essential facilities and criteria based policies against which other proposals can be assessed. The Council also supports the approach set out in the Structure Plan, which promotes Bristol as the regional centre for a range of cultural leisure activities. The Council's approach to sports and recreation is also informed by South Gloucestershire Primary Care Trust's Health Improvement Programme and recognises that the provision of facilities offering opportunities for participation in active sport and recreation is a major factor in promoting public health.



Provision for Built Sports, Leisure and Community Facilities (Site Allocations and Developer Contributions)

- LC1** LAND IS ALLOCATED FOR SPORTS, LEISURE AND COMMUNITY FACILITIES AT THE FOLLOWING SITES, AS DEFINED ON THE PROPOSALS MAP:-
1. APPROXIMATELY 0.56HA ADJACENT TO THE LEISURE CENTRE, BRADLEY STOKE TO ACCOMMODATE A SWIMMING POOL.
 2. 0.14HA WITHIN THE TOWN CENTRE AT BRADLEY STOKE TO ACCOMMODATE A COMMUNITY FACILITY.
 3. 0.7HA WITHIN THE TOWN CENTRE AT EMERSONS GREEN TO ACCOMMODATE INDOOR AND OUTDOOR LEISURE FACILITIES.
 4. 0.58HA WITHIN THE TOWN CENTRE AT EMERSONS GREEN TO ACCOMMODATE A LIBRARY AND COMMUNITY FACILITY.
 5. 0.81HA AT WELLINGTON ROAD, YATE TO ACCOMMODATE A COMMUNITY FACILITY.
 6. 0.081HA TO THE REAR OF YATE LIBRARY TO ACCOMMODATE AN EXTENSION TO THE LIBRARY.
 7. APPROXIMATELY 1.26HA AT KINGSFIELD LANE, LONGWELL GREEN TO ACCOMMODATE A LEISURE CENTRE.
 8. APPROXIMATELY 0.71HA ADJACENT TO CRAVEN WAY, LONGWELL GREEN TO ACCOMMODATE COMMUNITY FACILITIES.
 9. 1HA AT TOWER LANE, WARMLEY TO ACCOMMODATE A MUSEUM AND IMPROVEMENTS TO ASSOCIATED HISTORIC FEATURES.
 10. 1.1HA AT TENNIS COURT ROAD, KINGSWOOD TO ACCOMMODATE AN INDOOR BOWLS CENTRE AND ANCILLARY FACILITIES.

WHERE LOCAL PROVISION FOR LEISURE, RECREATION AND OTHER COMMUNITY FACILITIES IS INADEQUATE TO MEET THE PROJECTED NEEDS ARISING FROM THE FUTURE OCCUPIERS OF PROPOSALS FOR NEW RESIDENTIAL DEVELOPMENT, THE COUNCIL WILL NEGOTIATE WITH DEVELOPERS TO SECURE PROVISION IN SCALE AND KIND TO MEET THESE NEEDS. THIS MAY INCLUDE PROVISION ON SITE BY THE DEVELOPER AND/OR CONTRIBUTIONS TO PROVISION OR ENHANCEMENTS OF EXISTING PROVISION WITHIN THE VICINITY.

- 10.11** Policy LC1 reserves land throughout South Gloucestershire to meet the needs of existing and new communities for sports, leisure and community facilities. Implementation of proposals is envisaged as follows, though the



Council would be willing to consider alternative locations for provision in circumstances where this would represent the most appropriate course of action.

1. Bradley Stoke Leisure Centre

- 10.12** The Leisure Centre Phase 1, including library services, is now complete following a successful bid for lottery funding. Land is reserved adjacent to the existing phase 1 element of the Leisure Centre for the provision of swimming facilities. This has now been built.

2. Bradley Stoke Community Facilities

- 10.13** This is a reservation of land within the Town Centre to accommodate a Local Authority community facility. A range of uses including a community centre, meeting rooms, health or youth services could be suitably accommodated here.
- 10.14** The Council considers that further community facilities could feasibly be provided through the expansion of facilities at Brook Way following a relocation of the Doctor's Surgery. Also, through temporary provision at Bailey's Court Sports & Social Club and the replacement of the "blue hut" with a joint facility providing a sports pavilion, youth and community services at the Savages Wood Road Sports Ground (Joint facility granted permission on 10/5/99). The Council will seek improved accessibility to the Savages Wood Road site on foot and cycle along the proposed route (see Bristol North Fringe inset map and Policy T6). Any further demand for community facilities that arises over the plan period could be accommodated at the District Centre, Brook Way and the Leisure Centre.

3. Emersons Green Indoor & Outdoor Leisure Facilities

- 10.15** Land is reserved for the development of indoor and outdoor leisure facilities to serve the needs of the population at Emersons Green. A wide range of indoor and outdoor leisure facilities is considered necessary in this location and maximum flexibility in the design and construction of the building will enable a range of activities to take place.

4. Emersons Green Library and Community Facilities

- 10.16** Permission was granted for the erection of a community hall and library in October 1998. The community facility was laid out for maximum flexibility to accommodate a range of activities to meet the assessed needs of the future population at Emersons Green. The site will incorporate adequate parking and servicing facilities and landscaping to the standards set out in Policies D1 and T8. The library and community hall have now been built.



5. Wellington Road, Yate

- 10.17** This site is reserved for joint South Gloucestershire Council and Town Council provision of a community centre, which will be laid out for maximum flexibility to accommodate a range of activities aimed at meeting the assessed needs of the population within this area of North Yate.

6. Yate Library

- 10.18** Land is reserved for construction of an extension to the existing library facilities to meet the additional demand from a growing population. The Council is investigating options for the improvement of community facility provision within Yate Town Centre (adjoining the library and eastern and western ends of the leisure centre) especially facilities for the young as well as a wider range of leisure facilities that would strengthen the evening economy (see also paragraphs 9.43 & 9.44).

7. Longwell Green

- 10.19** Outline Planning Permission was granted in 1993 for a sports centre and leisure development, with reserved matters approved in 1997. Permitted facilities include a multiplex cinema, ten pin bowling, restaurant, public house, children's play facilities, multipurpose sports hall incorporating squash courts, crèche, fitness centre, main hall, meeting rooms, refreshment area and ancillary facilities, artificial surface football pitch, car and coach parking and servicing facilities. The multiplex, pub/restaurant and ten pin bowling facilities opened in November 1999. Following production of the Sports Strategy and recent surveys in the Emersons Green area the Council is investigating provision of a swimming pool and sports hall with the aid of Lottery Funding on the remaining land. Should lottery funding not be secured the Council will review its options. This is subject to resource availability over the life of the plan.

8. Longwell Green Community Centre

- 10.20** Land is reserved for a range of community facilities, which must include the provision of a community centre, to meet the assessed needs of the resident population of this area. Potentially the site could also accommodate a nursing home for the elderly and a children's nursery. The community building should be designed and constructed for maximum flexibility to accommodate a range of activities and incorporate adequate arrangements for parking and servicing.

9. Warmley Museum

- 10.21** The provision of a museum would be associated with the re-use and refurbishment of the listed brass works, potentially funded through complementary commercial or community use of the former Dalton Young building. Improvements to associated historic features on the site, which



are in the Council's ownership, notably the gardens, will continue to be pursued. Further details are set out in Supplementary Planning Guidance (Warmley Conservation Area Advice Note).

10. Tenniscourt Road, Kingswood

- 10.22** The allocation of this site reflects a current planning permission for the Kingswood Indoor Bowling Association, the Kingswood Borough Council Leisure Service Plan for 1994 – 1996 and a previous study of leisure provision in Kingswood which identified a need and strong demand for indoor bowls facilities. Consultations with the bowling association have confirmed their continued intention to develop the facility.
- 10.23** Policy LC1 also aims to secure the provision of indoor built leisure facilities, community buildings and youth facilities which are required to serve the needs of new residential development in South Gloucestershire arising on “windfall” and “small” sites which may come forward under Policy H2. The projected level of development on such sites over the plan period is some 2300 dwellings, equating to approximately 5980 new residents. This additional level of demand for recreation and community facilities which arises incrementally over the plan period, can only be accommodated by existing facilities for a limited period before demand begins to outstrip supply and has a negative impact on the quality of facilities.
- 10.24** The Council considers it appropriate for the development costs of providing leisure, community and youth facilities, the need for which has been generated by new development, to be borne by the developers of new residential properties. This accords with Central Government guidance contained in Circular 1/97. The Council in implementing this policy will either accept the provision of facilities directly by the developer of the contribution of land and/or finance for new provision by the Council or others. Alternatively, financial contributions towards the improvement or expansion of existing facilities will be sought, in accordance with the guidance contained in Circular 1/97. Such facilities will only be considered suitable where they are accessible on foot and by bicycle from the proposed development site. Accessibility from the development site on foot and by bicycle will also be the test for determining whether or not sites identified for off site financial contributions towards new provision or facility enhancements are “within the vicinity” or not. In order to encourage energy efficient design, the providers of such facilities are encouraged to consult the D.O.E Good Practice Guide 211 Energy Efficient Design of Sports Centres, and Case Study 281 Energy Efficiency in Sports and Recreation Buildings.
- 10.25** The Council is currently in the process of identifying the sports, leisure and community facility requirements arising from the new allocations at Northfield and Emersons Green. The Council will seek adequate provision to meet these requirements by developers either on-site or via financial contributions to the expansion and/or improvement of existing facilities



where appropriate and practical. The provision of necessary sports, recreation and community facilities required as a consequence of development should be phased to ensure that facilities are available to meet the demand arising from the completion of new housing development. It is envisaged that sites will be identified as part of the process leading to the approval of a Development Plan and a Master Plan for these areas. The Council is also in the process of identifying any facility requirements that may be necessary to serve the other residential allocations in the Local Plan.

Implementation and Monitoring:

Private Sector Developments, South Gloucestershire Council provision utilising developer contributions, potentially Conservation Area Partnership Funding and Lottery Funding; through Development Control.

Provision for Education Facilities (Site Allocations and Developer Contributions)

LC2 LAND IS ALLOCATED FOR EDUCATIONAL PURPOSES AT THE SITES LISTED BELOW AND DEFINED ON THE PROPOSALS MAP. SUBJECT TO EDUCATIONAL REQUIREMENTS AND PUPIL SECURITY, FACILITIES AT EACH OF THESE SITES SHOULD BE MADE AVAILABLE FOR COMMUNITY USES.

1. APPROXIMATELY 9.23HA ADJACENT TO BRADLEY STOKE WAY, BRADLEY STOKE: NEW SECONDARY SCHOOL.
2. 0.47HA ADJACENT ST MICHAEL'S PRIMARY SCHOOL, STOKE GIFFORD: ENLARGEMENT OF EXISTING SCHOOL.
3. 0.89HA ADJACENT TO MALMAINS DRIVE, FRENCHAY: REPLACEMENT PRIMARY SCHOOL.
4. 4.72HA ADJACENT TO LOCKLEAZE SECONDARY SCHOOL, LOCKLEAZE: REPLACEMENT PLAYING FIELDS.
5. 1.2HA ADJACENT TO WELLINGTON ROAD, YATE: NEW PRIMARY SCHOOL.
6. 0.92HA ADJACENT TO BERROWS MEAD, RANGEWORTHY: REPLACEMENT PRIMARY SCHOOL.
7. 1.35HA BLACKHORSE LANE, AREA A NORTH, EMERSONS GREEN: NEW PRIMARY SCHOOL.
8. 15HA COSSHAM STREET, MANGOTSFIELD: DUAL USE PLAYING FIELDS FOR MANGOTSFIELD SECONDARY SCHOOL.

WHERE LOCAL EDUCATION PROVISION IS INADEQUATE TO MEET THE PROJECTED NEED FOR PLACES (PRE-SCHOOL, PRIMARY AND



SECONDARY) ARISING FROM THE FUTURE OCCUPIERS OF PROPOSALS FOR NEW RESIDENTIAL DEVELOPMENT, THE COUNCIL WILL NEGOTIATE WITH DEVELOPERS TO SECURE PROVISION IN SCALE AND KIND TO MEET THESE NEEDS. THIS MAY INCLUDE PROVISION ON-SITE BY THE DEVELOPER AND/OR CONTRIBUTIONS TO PROVISION OR ENHANCEMENTS OF EXISTING PROVISION WITHIN THE VICINITY.

- 10.26** Policy LC2 identifies land to meet the assessed needs of the existing population and to meet demand from the anticipated growth in the population, primarily from areas of new residential development previously committed. The timing of development of educational facilities will depend on the rate of associated residential development, and the availability of places at existing schools within the vicinity, as assessed by the Council's Education Department using Department for Education and Employment criteria/formula. The South Gloucestershire School Organisation Plan identifies all areas for review of provision across a five year period.
- 10.27** Given the central location of school sites within existing and proposed residential areas, the provision of associated facilities such as halls and playing fields, and the under use of facilities outside school hours it is the Council's policy that, wherever possible, educational facilities are made available for use by the wider community. Therefore the design and layout of proposed facilities whilst concentrating on educational requirements and pupil security should, wherever possible, incorporate features aimed at facilitating community use. This will include the development of safe pedestrian and cycle routes to schools.

1. Bradley Stoke

- 10.28** Site 1 is reserved for a Secondary School to serve the population of Bradley Stoke.

2. Stoke Gifford

- 10.29** Site 2 is the remaining part of a site previously reserved for the new school, which replaced the previous St Michael's Primary School. This remaining area is identified for the future expansion of St Michael's.
- 10.30** The development of land at Stoke Park for housing alongside the allocation of land at Wallscourt Farm (Hewlett Packard) and land east of Coldharbour Lane, Stoke Gifford has generated a requirement for a new primary school. The location of the new primary school will be determined in conjunction with refining proposals for the development of these two sites. Similarly, the allocation of land at Harry Stoke generates a requirement for a new primary school, whose location will be determined in conjunction with refining proposals for that site.



3. Frenchay

- 10.31** Land at Malmain Drive, Frenchay is reserved to accommodate a replacement facility for Frenchay CEVC Primary School.

4. Lockleaze

- 10.32** Site 4 is a reservation for the permanent replacement of Lockleaze Secondary School's playing fields. The School buildings are located within the administrative boundary of Bristol City.

5. Yate

- 10.33** Land off Wellington Road, Yate is identified under the terms of a legal agreement for the construction of a primary school to meet the demand generated by residential development on land at Rectory Farm, North Yate. Currently the site is providing a temporary facility for outdoor recreation activities provided by Yate Town Council. South Gloucestershire Council supports such temporary uses provided that they do not involve built structures that would prejudice planned future educational development on the land.
- 10.34** The requirement for this site is currently being reviewed in conjunction with a wider review of the education requirement in North Yate. This has in part arisen from: (i) recent development at Brimsham Park; and (ii) constraints on enhancing facilities and accommodation at North Road Primary School, Engine Common, which is on a restricted site.

6. Rangeworthy

- 10.35** Site 6 adjacent to Berrows Mead, Rangeworthy is reserved for the replacement of the existing primary school, which does not meet current educational requirements.

7. Emersons Green

- 10.36** Site (7) at Blackhorse Lane, Emersons Green is the final site reserved to meet the needs of the new population at Emersons Green and in part the existing population of Mangotsfield.

8. Mangotsfield

- 10.37** Council owned land at Cossham Street, Mangotsfield is allocated under Policies LC2 and LC7 for the provision of dual use playing fields to accommodate local sports clubs and as a resource for Mangotsfield Secondary School.
- 10.38** Substantial population growth has been experienced and is projected to continue through housing development on "small" and "windfall" sites in South Gloucestershire. This population generates demand for education services, which can only be accommodated within existing service



provision for a limited period before demand outstrips supply. The Council, in accordance with Circular 1/97, considers it appropriate and necessary for developers to contribute towards the cost of meeting this “hidden” level of demand generated through incremental development over the plan period. The Council will also be seeking contributions to nursery provision, given the shortage of such provision in the district in relation to recent Government measures to extend early years learning.

- 10.39** Policy H2 is clear that the Council will seek to resist “windfall” housing proposals where there is inadequate educational provision to meet the projected needs arising as a result of the development. Policy LC2 clarifies the Council’s willingness to negotiate a solution that would overcome such an objection.
- 10.40** Where the Council identifies a shortfall in the number of pre-school and primary school places (within a two mile walking distance), and/or secondary school places (within a three mile walking distance), a financial contribution will be sought. This contribution will be directly related to identified improvements (enhanced facilities and/or additional place) to schools within the same radii required to meet the projected need. In relation to both on site and off site developer contributions the Council will seek the development of Safe Routes to Schools.
- 10.41** The Council is currently in the process of identifying the education facility requirements arising from the new allocations at Northfield and Emersons Green. Initial assessments indicate a requirement for primary school provision at both sites and potentially secondary school provision at Emersons Green. It is envisaged that sites will be identified as part of the process leading to the approval of a Development Plan and a Master Plan for these areas. The Council is also in the process of identifying any facility requirements that may be necessary to serve the other residential allocations in the Local Plan. There are a number of education facilities in South Gloucestershire that do not meet current standards including Horton and Old Sodbury. The Council is investigating the most appropriate methods for addressing this situation and will work with all interested parties toward this end.

Implementation and Monitoring:

South Gloucestershire Council, Catholic Church Authorities, Bristol City Council, through Development Control, private sector developer contributions to South Gloucestershire provision, private sector and voluntary provision.



Proposals for Sports and Leisure Facilities within the Existing Urban Area and Defined Settlement Boundaries

LC3 PROPOSALS FOR THE DEVELOPMENT, EXPANSION OR IMPROVEMENT OF INDOOR AND OUTDOOR SPORTS AND LEISURE FACILITIES WITHIN THE EXISTING URBAN AREA AND WITHIN THE BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP, WILL BE PERMITTED PROVIDED THAT:-

- A. PROPOSALS FOR FACILITIES WHICH ARE LIKELY TO BE MAJOR TRAVEL GENERATORS ARE LOCATED ON SITES WHICH ARE, OR WILL BE, HIGHLY ACCESSIBLE BY PUBLIC TRANSPORT, ON FOOT AND BY BICYCLE; AND
- B. DEVELOPMENT WOULD NOT UNACCEPTABLY PREJUDICE RESIDENTIAL AMENITIES; AND
- C. DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS; AND
- D. DEVELOPMENT WOULD NOT GIVE RISE TO UNACCEPTABLE LEVELS OF ON STREET PARKING TO THE DETRIMENT OF THE AMENITIES OF THE SURROUNDING AREA AND HIGHWAY SAFETY.

10.42 Policy LC3 provides a framework for considering proposals for a range of leisure facilities within the existing urban area and defined settlement boundaries of South Gloucestershire. The policy includes criteria which aim to minimise impact on residential amenities and the environment, direct facilities which are major traffic generators to locations which are or will be well served by public transport, and maintain highway safety, whilst securing the benefits of development in locations closely related to areas of demand. In determining applications for built leisure facilities the Council will encourage developers to take account of DOE Good Practice Guide 211 Energy Efficient Design of Sports Centres and Good Practice Case Study 281 Energy Efficiency in Sports & Recreation Buildings.

10.43 Proposals for leisure development, which could enhance the vitality and viability of the established town centres, will also be required under Policy RT5 to demonstrate both the need for the facility, and that a sequential approach has been applied in selecting the site (PPS6). Proposals will also need to be considered against a range of other policies in the Environment and Transport Chapters, in particular Policy T10 (Travel Plans).

Implementation and Monitoring:

Private sector, voluntary sector, Parish & Town Councils and potentially South Gloucestershire Council proposals; through Development Control.



Proposals for Education and Community Facilities within the Existing Urban Area and Defined Settlement Boundaries

LC4 PROPOSALS FOR THE DEVELOPMENT, EXPANSION OR IMPROVEMENT OF EDUCATION AND COMMUNITY FACILITIES WITHIN THE EXISTING URBAN AREA AND WITHIN THE BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP, WILL BE PERMITTED PROVIDED THAT:-

- A. PROPOSALS ARE LOCATED ON SITES WHICH ARE, OR WILL BE, HIGHLY ACCESSIBLE ON FOOT AND BY BICYCLE; AND
- B. DEVELOPMENT WOULD NOT UNACCEPTABLY PREJUDICE RESIDENTIAL AMENITIES; AND
- C. DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS; AND
- D. DEVELOPMENT WOULD NOT GIVE RISE TO UNACCEPTABLE LEVELS OF ON STREET PARKING TO THE DETRIMENT OF THE AMENITIES OF THE SURROUNDING AREA AND HIGHWAY SAFETY.

10.44 Policy LC4 provides a framework for considering proposals for a range of community facilities within the existing urban area and defined settlement boundaries of South Gloucestershire. It is considered that the policy will apply to a range of community facilities including schools, nursery provision, GP and dental surgeries, fire stations etc. The policy includes criteria that aim to minimise impact on residential amenities and the environment, and direct facilities to locations that are accessible on foot and by bicycle and closely related to areas of demand (see also Policy T10 Travel Plans).

Implementation and Monitoring:

Private sector, voluntary sector and Parish & Town Councils and potentially South Gloucestershire Council proposals; Through Development Control.

Proposals for Outdoor Sports and Recreation Outside Existing Urban Area and Defined Settlement Boundaries

LC5 PROPOSALS FOR THE DEVELOPMENT, EXPANSION OR IMPROVEMENT OF OUTDOOR SPORTS AND RECREATION (INCLUDING WATER RELATED RECREATION, MOTORISED AND NOISY SPORTS AND GOLF FACILITIES) OUTSIDE THE EXISTING URBAN



AREA AND THE BOUNDARIES OF SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP, WILL BE PERMITTED PROVIDED THAT:-

- A. PROPOSALS FOR FACILITIES WHICH ARE LIKELY TO BE MAJOR TRAVEL GENERATORS ARE LOCATED ON SITES WHICH ARE HIGHLY ACCESSIBLE BY PUBLIC TRANSPORT, ON FOOT AND BY BICYCLE; AND
- B. DEVELOPMENT WOULD NOT ITSELF, OR WHEN CONSIDERED WITH OTHER RECENT OR PROPOSED SPORTS AND RECREATION DEVELOPMENTS IN THE IMMEDIATE LOCALITY, HAVE AN UNACCEPTABLE EFFECT ON THE CHARACTER AND DIVERSITY OF THE LANDSCAPE; AND
- C. DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL OR TRANSPORTATION EFFECTS; AND
- D. DEVELOPMENT WOULD NOT UNACCEPTABLY PREJUDICE RESIDENTIAL AMENITIES; AND
- E. DEVELOPMENT WOULD NOT GIVE RISE TO UNACCEPTABLE LEVELS OF ON STREET PARKING TO THE DETRIMENT OF THE SURROUNDING AREA AND HIGHWAY SAFETY; AND
- F. ANY EXTERNAL LIGHTING OR ADVERTISEMENTS WOULD NOT RESULT IN THE UNACCEPTABLE LOSS OF AMENITY, NOR CONSTITUTE A ROAD SAFETY HAZARD.

NEW BUILDINGS WILL ONLY BE PERMITTED WHERE THE CONVERSION OR RE-USE OF EXISTING BUILDINGS IS NOT PRACTICAL AND WHERE THEY ARE ESSENTIAL FOR AND PROPORTIONATE TO THE USE OF THE LAND FOR OUTDOOR SPORT AND RECREATION.

- 10.45** The Structure Plan in Policies 43 and 45 and Sport England in a range of documents including their development plans and Regional Strategy, seek to encourage a wide range of sports and leisure activities in appropriate locations. Policy LC5 provides a framework for considering proposals for outdoor sports and leisure activities outside the defined urban area and settlement boundaries. This includes water related activities, motorised and noisy sports, golf related activities and playing field based sports.
- 10.46** The Council recognises that the location, rural nature and accessibility of much of South Gloucestershire, makes it an ideal location for many sporting and recreational activities. Criteria A – F are intended to ensure proposals are directed to the most suitable locations, whilst allowing providers the opportunity to select sites which meet their needs. The Council recommends early preliminary consultations over potential sites and proposals prior to submission of an application.
- 10.47** The Council recognises that demand for establishing and expanding sports and recreation facilities will arise from indigenous users within the Plan



area. However, in recent years a number of sports clubs in Bristol, Bath and urban fringe areas have relocated to green belt locations adjacent to the Bristol North Fringe. The extent and number of relocations and other outdoor proposals are now such that cumulatively there has been a noticeable negative impact on the open aspect and amenities of the Green Belt, through ground levelling and remodelling, spectator accommodation, social clubs and changing facilities, artificial training areas, tennis courts, floodlighting, parking etc. Relocations also tend to encourage a greater number of car based journeys over a longer distance as the new peripheral sites are by definition less accessible by public transport.

- 10.48** Where sites are considered appropriate for outdoor sports and recreation and built facilities are small scale, essential and ancillary to the activity, existing buildings on site should, where appropriate, be converted or replaced. Where this is not possible, built facilities should be located in the least prominent part of the site taking advantage of the natural landform to minimise visual impact in views from the surrounding area. In certain circumstances it may be appropriate to incorporate landscaping proposals to minimise impact. In all instances new facilities will be expected to be designed using locally sympathetic materials and include tree planting schemes. Such planting should contribute to meeting Community Forest objectives set out in Policy L4 and ensure public access through the retention and creation of footpaths, cyclepaths and bridleways. Additionally, proposals which are major travel generators, will be required to demonstrate how good access by public transport will be provided and/or improved. All proposals that include floodlighting will be required to demonstrate how any adverse effect on residential amenity, wildlife and the landscape will be mitigated. Proposals for development on agricultural land will be considered against Policy L16.
- 10.49** The Council, in accordance with the guidance of Sport England (Subject Report: A Strategy for the Provision of Golf Facilities 1993), will promote the establishment of a hierarchy of provision made up of a variety of types of golf facility. It is currently considered that within South Gloucestershire exclusive club and membership based provision is adequate, whereas provision for more informal facilities suitable for beginners and inexperienced players, such as pay as you play, pitch and putt or short courses, is limited. In considering golf proposals the Council will take into account advice contained in the “Environmental Guidelines for Golf Course Development 1992”, adopted as Supplementary Planning Guidance by South Gloucestershire in April 1996.
- 10.50** Noisy activities should be located away from residential properties to minimise impact on amenities. Safety issues for rights of way users and adjacent land users in relation to motorised and shooting sports and safety issues for participants and spectators of various activities, require careful assessment. Control of such activities, where they are temporary, may be limited where they are subject to permitted development rights, Town and Country Planning (General Permitted Development) Order 1995 i.e. not requiring planning permission.



- 10.51** The Council will adopt a set of “codes of conduct” for noisy, motorised and potentially dangerous activities, in association with the governing bodies of the various sports. The intention will be to accommodate the demand for this range of potentially damaging activities at suitable locations throughout South Gloucestershire through agreed practice on hours of operation, numbers of participants, regularity and frequency of activities, rotation of sites, access and parking, and monitoring.

Implementation and Monitoring:

***Private, voluntary sector and Parish & Town Council proposals;
through Development Control.***

Major Sports Stadia

- LC6 ONE MAJOR ALL SEATER SPORTS STADIUM WILL BE PERMITTED PROVIDED THAT:-**
- A. IT WOULD PROVIDE FOR A MINIMUM OF 20,000 SPECTATORS AND A RANGE OF SPORTING ACTIVITIES INCLUDING ASSOCIATION FOOTBALL AND OTHER ACTIVITIES; AND**
 - B. THE SITE IS OR WILL BE HIGHLY ACCESSIBLE BY PUBLIC TRANSPORT AND WOULD NOT GIVE RISE TO UNACCEPTABLE LEVELS OF TRAFFIC ON THE ROAD NETWORK TO THE DETRIMENT OF HIGHWAY SAFETY; AND**
 - C. AN ACCEPTABLE LEVEL OF PARKING PROVISION IS MADE FOR THE EXPECTED NUMBER OF VISITORS; AND**
 - D. DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL EFFECTS; AND**
 - E. DEVELOPMENT WOULD NOT UNACCEPTABLY PREJUDICE THE AMENITIES OF NEIGHBOURING RESIDENTIAL OCCUPIERS AND WOULD ENSURE THE AVAILABILITY OF FACILITIES FOR COMMUNITY USE.**

- 10.52** The requirements for major new sports and leisure facilities to serve the region are documented in the Structure Plan. In addition, the “Regional Strategy for Sports and Recreation in South West England Subject Report: Specialist Facilities for Sport and Recreation in the South West”, in particular identifies requirements for regional facilities within the former Avon area for a range of sports. This includes Association Football, Athletics, Badminton, Basketball, Bowls, Fencing, Movement, Dance, Exercise and Fitness, Netball, Rugby Union, Speedway and Table Tennis; with smaller scale requirements for a range of other activities. The closure of existing facilities such as the Greyhound racing track, and the long



standing lack of regional exhibition and events facilities within Bristol (albeit the subject of current proposals) generates a need for additional provision. Satisfying these requirements implies a need for a significant area of land which is accessible, but where the potential adverse impacts of development on such a scale are limited.

10.53 The Council is not currently in the position of being able to allocate a specific site and has therefore included a criteria based policy which potential developers of major stadia must address and satisfy. The policy includes a minimum size requirement and the need for all seater provision to meet the requirements of professional sports organisations. Given the potential impact of this number of spectators on the national and local road network, any site must be highly accessible by a range of modes of transport, in particular public transport in the form of bus, rail and/or rapid transit. The Council will also require the submission of a "Travel Plan" in accordance with Policy T10 to demonstrate how car travel to such a stadium would be minimised. The Council does, however, accept that a major proposal on this scale will have some negative impact on the environment, and will thus require the submission of an environmental impact assessment, which should include proposals to mitigate this impact. Proposals which incorporate major retail or leisure development, which would enhance the vitality and viability of established town centres, will also be required under Policy RT5 to demonstrate both need for those components of the scheme, and that a sequential approach has been applied in respect of site selection (PPS6).

10.54 The Council considers it essential that the facilities, in particular any secondary stadium, arena or centre of excellence, are available for use by the local community. The aim is both to expand and complement existing sports and leisure provision within the area, and to meet Sport England objectives of improving participation and the development of excellence. Developers will thus be required to demonstrate how their proposal will accommodate community use of facilities.

Implementation and Monitoring:

Private sector consortium and professional sports clubs; through Development Control.

Allocated Sites for Formal And Informal Open Space

LC7 LAND IS ALLOCATED AND DEFINED ON THE PROPOSALS MAP FOR OPEN SPACE PROVISION OR ENHANCEMENT AT THE FOLLOWING SITES:-

- 1. 1.2HA SAVAGES WOOD ROAD, BRADLEY STOKE: INFORMAL OPEN SPACE.**



2. 11HA ADJACENT LEISURE CENTRE, THORNBURY: FORMAL AND INFORMAL OPEN SPACE.
3. 51.5HA THE COMMON, YATE: FORMAL AND INFORMAL OPEN SPACES.
4. 15HA STUB RIDING, WICKWAR ROAD, CHIPPING SODBURY: FORMAL OPEN SPACE.
5. 2.4HA GRAVEL HILL ROAD, YATE: INFORMAL OPEN SPACE.
6. 13.6HA POMPHREY HILL, AREA A SOUTH, EMERSONS GREEN: FORMAL OPEN SPACE.
7. 15HA COSSHAM STREET, MANGOTSFIELD: FORMAL OPEN SPACE (SEE ALSO LC2).
8. 2.19HA NEW ROAD, FILTON: FORMAL OPEN SPACE ENHANCEMENTS AND ANCILLARY FACILITIES.

(See Policy H1 for proposals in conjunction with new areas of housing)

10.55 In assessing formal open space provision within existing residential areas, both in order to identify the need for additional provision and in determining applications for development on existing sports grounds and playing fields, the Council will have regard to the NPFA “Six Acre Standard”. Within densely populated areas with limited access to open spaces, the NPFA envisages the implementation of its standard as the minimum requirement.

1. Bradley Stoke

10.56 In recognition of the findings of previous survey work, the Council has resolved to acknowledge the request by Bradley Stoke Town Council for provision of a village green, on land at Savages Wood Road, to provide for outdoor activities, which could be inappropriate or damaging if accommodated on the adjoining formal playing fields.

10.57 The resolution is subject to the agreement of terms regarding the provision of the land. South Gloucestershire Council owns the land in question, which forms part of the area subject to the Outline Planning Permission for residential development at Bradley Stoke.

2. Thornbury

10.58 Site (2) has been identified to meet the assessed requirements for formal sports and informal leisure activities within the Thornbury area. A survey of known sports clubs in the area identified demand for additional space for matches and training purposes, in particular for artificial pitches for hockey.

10.59 The land is owned by the Council and currently under used. The site is constrained but could accommodate Tennis Courts and Informal Open Space uses contributing to Community Forest objectives. The Town Council has provided a Skate Park and leased a proportion of the site on a



long term basis to achieve this. The Skate Park reflects an assessment of demand for facilities undertaken by the Town Council. Previous surveys have identified demand for tennis courts and an all weather pitch for hockey.

3, 4 & 5. Yate & Chipping Sodbury

- 10.60** Sites (3) & (4) are long standing allocations for both formal sports and informal recreation provision aimed at meeting the assessed needs of Yate and Chipping Sodbury. Recent surveys of sports and recreation clubs in the area have identified a demand for additional provision, whilst the anticipated expansion of the population through the incremental development of “small” and “windfall” sites within the existing residential area will also increase demand. Both sites have existing facilities in place and further pitches could be laid out to meet demand as it arises.
- 10.61** Site (5) land at Gravel Hill Road in North Yate was originally identified for open space uses as part of the residential development of Tyler's Farm. Since 1996, however, several applications for residential development on various parts of the site have been submitted. In the process of considering these applications officers and local and district councillors have negotiated for the retention of a substantial area of informal open space. Agreement has been reached between the interested parties for the dedication of the space along with maintenance funds to Yate Town Council. The reservation thus reflects these negotiations and the resolutions of the Council. The retention of open space in this location will maintain a visual break in this area of recent residential development as well as providing a link to the open countryside.

6. Emersons Green

- 10.62** Site (6) is required to serve the open space needs of the new population at Emersons Green. The three main areas of informal open space at Emersons Green (The Village Park, Dibden Lane; The Dibden Lane Pond; and the Northern Village Park, Cynder Way) have been laid out in accordance with the Master Plan. The remaining smaller areas of informal open space and children's playspaces are being implemented in conjunction with adjoining residential areas, in accordance with the Master Plan and Section 106 Agreement.

7. Mangotsfield

- 10.63** Site (7) includes land transferred to the Council's ownership following the development of the old school site at Cossham Street, Mangotsfield. Also included is land in the ownership of Bryant Homes that is leased to the Council. The land is required to serve the formal open space needs of recent residential development, and to supplement existing provision to serve the existing population in the area. The site could potentially accommodate the Carson's Cricket Club, though it is considered essential



that dual use playing field facilities to serve the community in the area are laid out first. Facilities will also provide a resource for the expanded Mangotsfield Secondary School (see also Policy LC2).

8. Filton

- 10.64** The site has been allocated as a consequence of the allocation of adjoining land under Policy H1 for residential development. The adjoining residential development will provide for drainage and new surfacing for a full size grass football pitch (county standard), 1 standard football pitch, 3 junior standard and cricket square. It will also provide ancillary facilities including new changing rooms, social area and new parking provision; alongside maintenance funding and a management agreement for public use of the facilities by local sports clubs. The design specification for the pitches will be to standards prepared by the Sports Turf Research Institute and agreed by Sport England, the Council's Community Services Directorate and proposed pitch users.
- 10.65** The Council will seek contributions to the cost of implementing the above proposals from developers, where this can be related in scale and kind to demand generated by development in the vicinity of these sites, and where on site provision is not feasible. The Council has prepared a list of proposed improvements to existing facilities, which will facilitate increased usage. In some cases this will only address existing levels of demand and developer contributions will not be sought. However, contributions towards improvements will be sought where this represents the most appropriate method of achieving open space provision to serve new development. Opportunities for environmental improvements at the above and existing sites will also be pursued including tree planting, landscaping, habitat creation and appropriate management.

Implementation and Monitoring:

South Gloucestershire Council, Parish & Town Councils, voluntary sector, private sector developers potentially using developer contributions, Lottery funding and grant aid; through Development Control.

Open Space and Children's Play in Conjunction with New Residential Development

- LC8** WHERE LOCAL PROVISION FOR FORMAL OPEN SPACE AND CHILDREN'S PLAYSPACE AND INFORMAL OPEN SPACE IS INADEQUATE TO MEET THE PROJECTED NEEDS ARISING FROM THE FUTURE OCCUPIERS OF PROPOSALS FOR NEW RESIDENTIAL DEVELOPMENT, THE COUNCIL WILL NEGOTIATE WITH DEVELOPERS



TO SECURE PROVISION TO MEET THESE NEEDS, TOGETHER WITH PROVISION FOR ITS SUBSEQUENT MAINTENANCE. THIS MAY INCLUDE PROVISION ON SITE BY THE DEVELOPER AND/OR CONTRIBUTIONS TO PROVISION OR ENHANCEMENTS OF EXISTING EASILY ACCESSIBLE PROVISION WITHIN THE VICINITY. FORMAL OPEN SPACE AND CHILDREN'S PLAYSPACE WILL BE TO A STANDARD OF 2.4HA PER 1000 POPULATION. INFORMAL OPEN SPACE WILL BE AT A LEVEL COMPATIBLE WITH BOTH THE DESIGN AND THE ASSESSED INFORMAL RECREATION NEEDS OF FUTURE OCCUPIERS.

- 10.66** In making an assessment of the requirements for formal sports and children's play areas to serve new development, the Council will use a minimum standard of 2.4ha per 1000 population. This level of requirement is informed by the guidance of the National Playing Fields Association (NPFA) and Sport England, broken down as follows:-

Category 1 - Youth & Adult Use: 1.6 - 1.8ha (4 – 4.5 acres) for Pitches, Courts & Greens. A minimum of 1.2ha (3 acres) should be used for sports pitches

Category 2 - Children's Use: 0.2 – 0.3ha (0.5 – 0.75 acres) for Equipped Playspace

Category 3 - Children's Use: 0.4 – 0.5ha (1 – 1.25 acres) for Unequipped Playspace.

- 10.67** The Council considers that the provision of informal open space will improve the quality of the environment in new residential areas. It will also provide for recreational activities such as walking and cycling and visual and wildlife interest, whilst ensuring that space secured for children's play is retained and laid out for that purpose. Informal open space may also provide a resource to meet justified demands for additional allotment provision foreseen by paragraph A14 of the Companion Guide to PPG17 (2002).

- 10.68** The Council will assess the need for informal open space on the basis of its general location, the character of the locality being created, the type of housing provided and its proximity to other open publicly accessible spaces. Experience has shown that without such provision the resulting development can be of a low visual quality with the formal open space requirement subsequently being laid out for informal/amenity purposes only. This is borne out by recent assessments of open space provision in existing residential areas, some of which show substantial oversupplies of category 3 space and shortfalls in categories 1 & 2. This suggests that a proportion of the residential development undertaken in the area has incorporated the total open space requirement generated by the proposal as category 3 space. In all instances the informal open spaces to be provided will be in addition to the requirements arising from other



objectives of the plan e.g. attenuation ponds, retention of nature conservation sites.

- 10.69** The Council will require that open spaces are laid out to maximise use and for ease of maintenance. Provision should, wherever possible, be closely related to the areas they serve. Any floodlighting should be designed and sited to minimise impact on adjacent properties. Children's playspaces should be laid out in accordance with the principles contained in NPFA guidance and the Council's Supplementary Planning Guidance.
- 10.70** In some areas, small pockets of open space exist within established urban areas that are not usable for recreational purposes due to scale, configuration and/or locations adjoining main roads. Whilst potentially of visual amenity value (see Policy L5) such spaces will be discounted when undertaking audits of existing open space for the purposes of calculating the need for additional provision to meet the requirements of Policy LC8.
- 10.71** In appropriate circumstances the need for formal open space provision (Pitches and Courts) can be met through the provision of all weather surface facilities. The design and construction of each facility must be carefully planned according to the specific demands & priorities it is intended to address. Where required for competition use facilities must be constructed to the standards adopted by the Governing Body of the sport. Where a need for more informal sports activities and training purposes for several sports is identified design and construction must be to standards approved by the Council. The Council accepts that such synthetic surface facilities allow for a greater intensity of use and therefore a smaller quantum of space will be required.
- 10.72** Informal open spaces should be laid out as continuous linear strips or as a park, and wherever possible link to existing rights of way and cycle routes. Spaces should also incorporate landscaping and planting in accordance with Policies D1 and L1, providing an opportunity to create and extend wildlife corridors.
- 10.73** Where proposals are too small to generate adequate provision of useable spaces the Council will seek a financial contribution either to the proposals listed in Policy LC7, or to proposed improvements to existing sites where such sites would serve the development. Any contribution would be related in scale and kind to the demand created by the proposal.
- 10.74** The Council will also seek to ensure that arrangements are put in place to secure the satisfactory future maintenance of any open spaces and outdoor recreation facilities that are to be provided in conjunction with new development. The Council may be willing to negotiate their adoption and future maintenance providing that the developer meets the costs associated with future maintenance and all fees associated with land transfers. The Council will also require the deposit of a refundable bond, as a surety for the cost of provision of open space facilities should the development company not implement the proposed space to an



acceptable standard for whatever reason. The Council will require developers to enter into a Section 106 Agreement to cover these matters.

Implementation and Monitoring:

Private sector provision and contributions to South Gloucestershire Council/Parish & Town Council provision and/or management; through Development Control.

Protection of Open Space and Playing Fields

LC9 PROPOSALS FOR DEVELOPMENT OF EXISTING OR PROPOSED FORMAL OR INFORMAL OPEN SPACE, OR OF LAND LAST USED FOR PLAYING FIELDS, WILL ONLY BE PERMITTED IF:-

- A. THE DEVELOPMENT WOULD NOT RESULT IN, OR ADD TO, A DEFICIENCY OF PUBLIC OPEN SPACE, OR THE LOSS OF SPACE PERFORMING A SIGNIFICANT RECREATIONAL FUNCTION, OR THE LOSS OF SPACE LIKELY TO MEET PROJECTED RECREATIONAL DEMAND IN THE PLAN PERIOD; OR**
- B. THE PROPOSAL INCLUDES PROVISION OF A REPLACEMENT FACILITY OF AT LEAST THE EQUIVALENT BENEFIT TO EXISTING USERS, AT AN ALTERNATIVE SITE WHICH IS ACCESSIBLE BY PUBLIC TRANSPORT, ON FOOT AND BY BICYCLE; OR**
- C. AN OVERRIDING COMMUNITY NEED, OTHER THAN FOR HOUSING, EMPLOYMENT OR SHOPPING FACILITIES, WHICH CANNOT BE MET ON ANY OTHER SITE IS DEMONSTRATED; OR**
- D. A LIMITED DEVELOPMENT WOULD RESULT IN ENHANCED OUTDOOR SPORTS AND RECREATION FACILITIES AT THE SITE; AND**
- E. IN ALL THE ABOVE CIRCUMSTANCES THE DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL EFFECTS AND WOULD NOT PREJUDICE RESIDENTIAL AMENITY.**

10.75 Open space has three important functions: as a location for both passive and active recreation; as a means of relieving the claustrophobic effects of built up areas, thereby improving visual and residential amenity; and, if sympathetically managed, as an opportunity for residents of urban areas to enjoy wildlife in locations close to their homes. Policy LC9 is specifically concerned with the protection of open spaces which provide for the recreational needs (passive & active) of South Gloucestershire residents. Policy L5 is concerned with protecting open areas that are visually important and contribute to the character and general amenity of an area. Policies L6, L7 & L8 are concerned with sites that have nature conservation interest.



- 10.76** The aim of this policy, in accordance with Government Guidance contained in PPG17, Regional Planning Guidance for the South West and the Structure Plan, is to protect from development, other than for essential community services and facilities, open spaces serving a significant recreational function.
- 10.77** There is a shortfall in the quantity and quality of open space and playing field provision within some parts of South Gloucestershire. In other parts provision is close to minimum acceptable levels, and further loss of open space could create a deficiency, while projected population growth is expected to put existing facilities in certain areas under further pressure. It is therefore necessary to ensure that local deficiencies are reduced and existing provision maintained. However, in some instances provision of “Category 3” informal open space masks a lack of suitable, less formally maintained open spaces for informal youth meeting spaces.
- 10.78** Where development cannot be located on a more appropriate site the Council will require the developer to provide suitable alternative open space of equivalent benefit to the local community, in advance of the loss of the existing site, in accordance with Government Guidance contained in Circular 1/97.
- 10.79** The Council for reasons of accessibility, convenience, and in order to reduce the need to travel, will require alternative sites to be within the same locality as the existing site and accessible to the community by a range of transport means.
- 10.80** In circumstances where no other feasible location can be identified, excluding for financial reasons, the Council will support the partial use of open spaces for Education, Emergency and Social Services. Developments for such uses will be allowed where they do not affect land that is laid out as sports pitches and are small in scale and serve a local catchment. This will mainly allow the provision of essential localised services and extensions to schools where it is considered that these services are of a higher priority than the retention of all areas of open space in totality, and will not lead to large scale losses of open space. Because development will be small in scale, replacement of the developed space is unlikely to be feasible. However, the limited scale should not justify negative impacts on the environment, nature conservation interests or residential amenity. Wholly new large-scale facilities will only be permitted if suitable alternative provision is made. It will be for the applicant to satisfactorily demonstrate that there is no feasible alternative site.
- 10.81** The Council may also allow the partial development of public open space in circumstances where there would be an enhancement of the existing playing field facilities. Such circumstances could arise where the configuration of the site allows for the introduction of built structures e.g. changing rooms, without impinging on playing space. Also, on a large site requiring accommodation and enhancement to optimise the recreational use. Or on large sites where existing facilities are of such poor quality that



the facility as a whole is substantially under used and its retention is subsequently under threat. Generally, the Council considers such circumstances to be limited in South Gloucestershire. Criterion (D) will be operated on the basis that only a small proportion of a site will be permitted for redevelopment i.e. no more than 10% of a site but usually much less. Substantial improvements will relate to the improvement of existing outdoor facilities and will generally entail all weather surfacing, drainage provision/improvements, floodlighting, changing facility provision/improvements and contributions to long term maintenance of the facility.

- 10.82** Proposals for the development of playing fields, or land used as playing fields within the last five years, are subject to consultation with Sport England South West. Where a dispute between the Local Authority and Sport England arises over the significance of a playing field site, or the suitability of a proposed replacement, the matter will be referred to the Secretary of State. Where a Local Authority, Governing Body of a maintained school or a foundation body proposes to dispose of school playing fields the prior consent of the Department for Education and Employment must be obtained.

***Implementation and Monitoring:
Through Development Control.***

Quiet Enjoyment of the Countryside

LC10 LAND AT THE FOLLOWING LOCATIONS IS IDENTIFIED FOR CENTRES OF INFORMAL RECREATION FOR THE QUIET ENJOYMENT OF THE COUNTRYSIDE:

1. AUST CLIFFS;
2. WICK ROCKS.

- 10.83** Land at Aust Cliffs and Wick Rocks provides appropriate locations for meeting the increasing demand for access to informal recreation opportunities and quiet enjoyment in the open countryside; and may also provide opportunities for environmental improvements, particularly through tree planting, landscaping, habitat creation and appropriate management.

1. Aust Cliffs

- 10.84** Many visitors are attracted to the Severn Bridge and the Aust Cliffs Site of Special Scientific Interest. As a consequence parking and turning problems have arisen at Old Passage, Aust. The Council recognises the need to improve these facilities and is currently negotiating with Severn Trent Water to secure this objective.



2. Wick Rocks

- 10.85** In the long term the completion of mineral extraction activities and the restoration of the area at Wick Rocks within the Boyd Valley could provide opportunities for informal recreation activities. However, this is likely to be beyond the plan period for the majority of the area given the expected life of the quarry. Informal recreation activities could be promoted by building upon the existing network of paths and areas of nature conservation value.

Forest of Avon

- 10.86** One of the objectives of the Forest of Avon is to increase opportunities for access to the countryside and recreation. In particular, “Forest Gateways” will provide a range of facilities and options for informal recreation (see Policy L4 and Appendix 3).

Implementation and Monitoring:

South Gloucestershire Council, private and voluntary sectors, through negotiations with private and public sector landowners, and through Development Control.

Allotments

- LC11** DEVELOPMENT PROPOSALS RESULTING IN THE PARTIAL OR TOTAL LOSS OF AN ALLOTMENT SITE WILL NOT BE PERMITTED, UNLESS:-
- A. SUITABLE ALTERNATIVE PROVISION OF EQUIVALENT OR GREATER BENEFIT TO THE LOCAL COMMUNITY IS MADE; OR
 - B. IT CAN BE CLEARLY DEMONSTRATED THAT THERE WILL NOT BE A DEMAND FOR ALLOTMENT PLOTS IN THE FORESEEABLE FUTURE.
- 10.87** The Council considers that allotments provide a valuable recreational and community resource. It is often difficult to replace allotments and therefore the Council will seek to protect existing sites. However, where all plots on a site have been vacant for over a year and research, including consultations with Parish and Town Councils or other local organisations indicate no demand for facilities, the Council will consider proposals for alternative uses.
- 10.88** The Council will seek to direct proposals for new allotment facilities to locations closely related to the areas they will serve and which enable good access by foot. Proposals for ancillary facilities, such as sheds, will be permitted as long as these are small scale, unobtrusive and for storage purposes only.



- 10.89** Yate Town Council has identified a need for additional provision in the Yate & Chipping Sodbury area and has expressed an interest in providing and managing facilities. Any facility will be relatively small scale and aimed at serving a localised need, as such the Council does not propose to encourage additional car based journeys through the creation of new accesses or parking provision.

Implementation and Monitoring:

Parish & Town Councils, voluntary sector; through Development Control.

Recreational Routes

- LC12** EXISTING AND PROPOSED RECREATIONAL WALKING, CYCLING AND HORSERIDING ROUTES WILL BE SAFEGUARDED.

DEVELOPMENT PROPOSALS THAT WOULD UNACCEPTABLY AFFECT THE UTILITY AND AMENITY OF EXISTING OR PROPOSED ROUTES WILL NOT BE PERMITTED.

DEVELOPMENT PROPOSALS ADJACENT TO A RECREATIONAL ROUTE SHOULD PROVIDE ADEQUATE MEANS OF ACCESS TO THE ROUTE.

CONTRIBUTIONS TOWARDS THE ENHANCEMENT OF RECREATIONAL ROUTES WILL BE SOUGHT ON THE BASIS OF THE NEED ARISING FROM DEVELOPMENT PROPOSALS AFFECTING THOSE ROUTES.

- 10.90** Policy LC12 seeks to retain rights of way that are available for informal recreational activities such as walking, cycling and horseriding, or any combination of these activities. Such routes provide a pleasant, healthy and sustainable alternative to other forms of transport, and such benefits are considered to be of increased value in relation to journeys undertaken for pleasure or recreation. It is thus a Council priority to retain and improve upon the rights of way network. Particular importance is attached to routes that provide links between residential areas and major employment sites and/or town centres, and routes that link urban areas with the open countryside. The Council strongly supports The Countryside Agency's proposal that there should be safe non-motorised routes from every town and city and in due course will investigate whether there are any additional "Greenway" routes, which can be identified. As identified in the Local Transport Plan (Para 6.174) the Council will also be positively considering the development of the "Quiet Lanes" concept, also being promoted by the Countryside Agency.
- 10.91** The Council is pursuing opportunities for enhancing the Frome Valley Walkway, and its link to the Cotswold Way at Old Sodbury. The



Countryside Agency is also promoting development of the Cotswold Way National Trail in liaison with the Council. The trail will vary in places from the existing route of the Cotswold Way. The Council will support negotiations for access to private land particularly in relation to the implementation of the Community Forest Path. The potential for other routes linking to the Strategic Recreational Routes will be investigated. The Council will, where appropriate, seek to improve access along such routes for all members of the community.

- 10.92** The Council has identified the following existing and proposed Major Recreational Routes on the proposals map:- The Frome Valley Walkway; The Cotswold Way; The Jubilee Way; The Severn Way; The Yate to Mangotsfield Cyclepath; The Bristol/Bath Railway Path; The Henbury Trym Walkway; The Dramway Footpath; The Monarch's Way; Circular Rides in South Gloucestershire; The Community Forest Path and The River Avon Trail. This however, should not be considered a definitive list as other major routes may exist or be identified, including Greenways and The Round Avon Cycle Route.
- 10.93** The Council has identified a number of potential strategic link routes that connect the South Gloucestershire Rights of Way network and open countryside to Bristol City Council's "Greenways", which are identified in the Bristol Local Plan. These lead out from Bristol through the North Fringe at Avonmouth, Henbury/Brentry, Cribbs Causeway, Filton/Northville, Stoke Gifford and Emersons Green, these are shown diagrammatically on figure 10.1 below.
- 10.94** The number of public bridleways is presently limited and conflict with other users arises where horse riders use public footpaths, cyclepaths or roads. The Council will seek to improve bridleway provision, way marking, information and the quality of existing routes whilst resisting proposals which give rise to conflicts. The Council will resist proposals that conflict with the recreational value of horse riding routes. The Council will continue to maintain Byways and Roads Used as Public Paths (R.U.P.P.s) within South Gloucestershire to bridleway standard and will introduce signing where this is required. Investigation of the "Quiet Lanes" concept may lead to benefits for horse riders.
- 10.95** Proposals for new development will be expected to incorporate existing rights of way for the most part along their existing routes and/or reflect pedestrian desire lines. Routes should be of an appropriate gradient for wheelchair use, and preferably use and link areas of informal and amenity open space. Routes should be signed and should be overlooked by development to deter vandalism and improve the security of users. Features associated with the original right of way should be incorporated wherever practical. Under certain circumstances the Council recognises that diversion of an existing right of way may represent the most appropriate course of action, but this will be as a last resort. Early discussions with Officers to determine the best course of action, in



accordance with Government Guidance in Circular 2/93, is recommended. Within the Severnside and Emersons Green areas the Proposals Map shows proposed routes for recreational walking, cycling and/or horseriding. These routes are indicative and may thus be subject to minor variation in location and direction during the detailed planning of these areas.

- 10.96** In certain circumstances a development proposal, whilst not directly affecting a recreational route, may by virtue of proximity to the route and the scale and nature of the development proposed, have a negative impact on the quality and/or amenities of the route. In such circumstances the Council may seek contributions towards suitable mitigation measures. Any level of contribution will be related in scale and kind to the extent and nature of the negative impact caused by the development. Major development proposals such as large scale employment, residential, retail or commercial leisure, which are located adjacent to rights of way will be expected to provide a high quality link to the route, the objective being to provide opportunities for access by foot and/or cycle and encourage sustainable transport patterns.
- 10.97** The Council will give particular attention to preserving rights of way of historic or strategic importance and will resist their loss or diversion. Through negotiation and/or creation orders the Council will seek to retain access to forestry land where its sale might otherwise prejudice this objective. Within South Gloucestershire there are several “permissive” routes which form key parts of the network and are crucial to public access within urban areas and to the open countryside. Where such routes are affected by development proposals the Council will negotiate for the retention of public access, though this would not necessarily have to be along the same route course.

Implementation and Monitoring:

South Gloucestershire Council; through Development Control.

Public Art

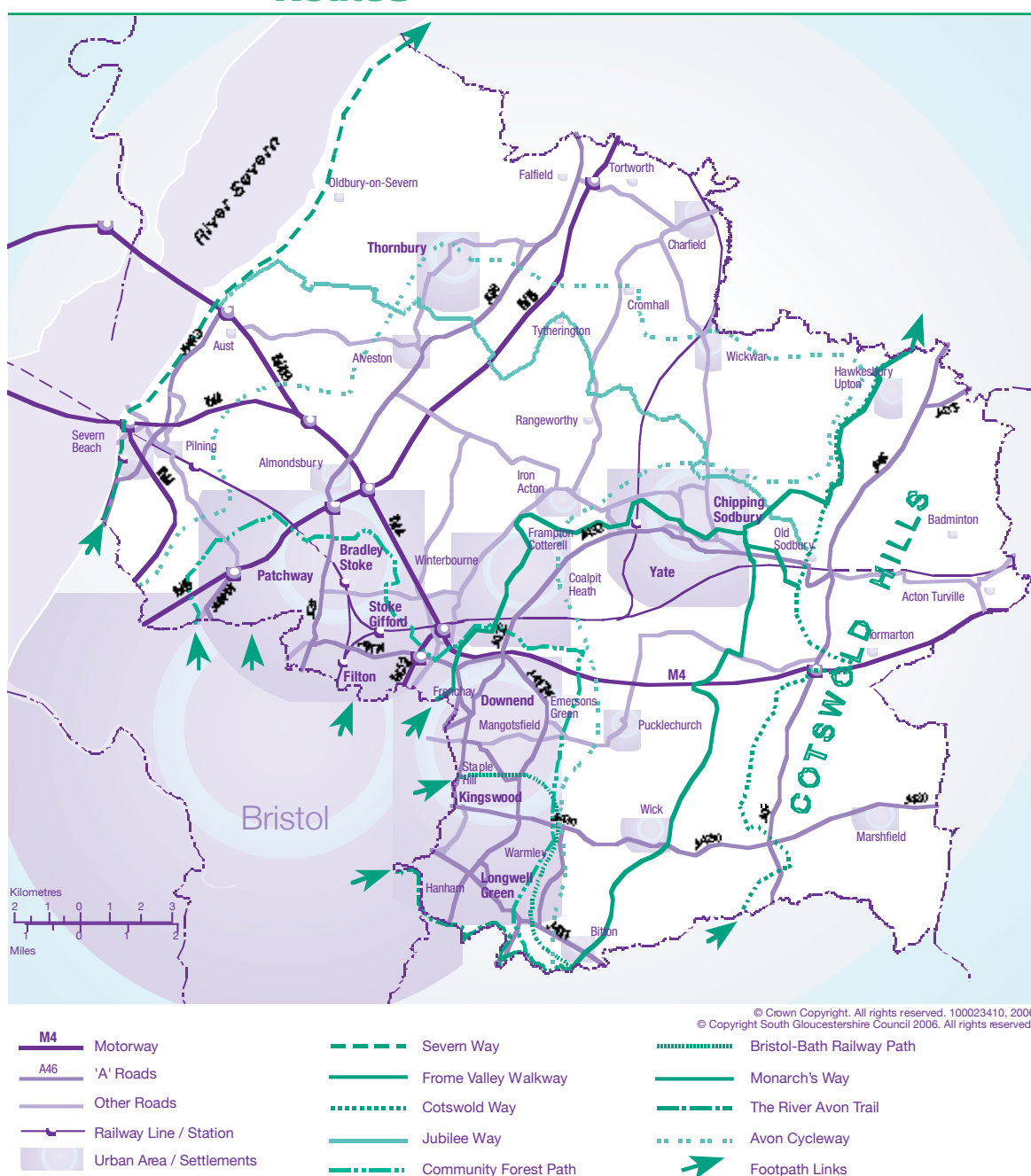
LC13 IN DETERMINING APPLICATIONS FOR MAJOR NEW DEVELOPMENT THE COUNCIL WILL SEEK THE CONTRIBUTION OF AN AGREED PERCENTAGE OF THE TOTAL DEVELOPMENT COSTS FOR THE PROVISION OR COMMISSIONING OF PUBLICLY ACCESSIBLE ART, CRAFT AND DESIGN WORKS.

- 10.98** Policy LC13 seeks the allocation by developers of a contribution (usually up to 1% of the total cost of the development) for the commissioning and incorporation of art and craft works as an integral part of development. Although participation in Per Cent for Art is voluntary and planning permission will not be refused because an applicant is unwilling to make a



contribution, it should be acknowledged that the scheme can have clear benefits for developers, not least of all by raising the quality of the design of, and interest in, a development and subsequently its value. The policy does not aim to add to the total cost of a development, but to secure a percentage of the identified development budget. This may then be used for the commissioning of artist(s) and/or craftperson(s), to either contribute to the design of features of the building(s) or its surroundings, or to the creation of a new work of art to be housed within the building or its surroundings. Any final art or craftwork produced must, however, be

Figure 10.1 Strategic Recreational and Link Routes





available for viewing by the public. Further advice is available in the Council's Supplementary Planning Guidance on Percent for Art. There may be some instances where security requirements and public safety in developments such as storage/processing of hazardous substances or military/national security centres conflict with the need for public accessibility to features. In these circumstances building security and public safety will take priority and public art provision at a nearby location will be acceptable.

- 10.99** The Council considers the three aims of the policy to be the improvement of arts provision within South Gloucestershire; raising interest in the arts and promoting artistic activity; and most importantly the improvement of the quality of, and interest in, the built environment of South Gloucestershire in accordance with PPS1.

Implementation and Monitoring:

South Gloucestershire Council and Artists/Craftpersons in negotiation with private sector Developers; through Development Control.

Chapter 11

Service Infrastructure



		Page
S1	Service Infrastructure in New Development	330
S2	Proposals for Health Provision (Site Allocation and Developer Contributions)	330
S3	Proposals for Social Services Provision (Site Allocation and Developer Contributions)	332
S4	Burial Facilities	333
S5	Telecommunications	336



Chapter 11 Service Infrastructure

Health, Social Services And Emergency Services

Introduction

- 11.1** This section of the Plan sets out policies and proposals which relate to Health, Social Services and the Emergency Services.

Aim

- 11.2** The overall aim is to ensure the satisfactory provision of services to meet the needs of South Gloucestershire in the period to 2011, in a manner that is consistent with the concept of sustainable development.

Objectives

- 11.3** The Local Plan objectives in respect of the provision of these services are:-
- (i) to identify sufficient land capable of meeting the need for service provision in South Gloucestershire in the period to 2011;
 - (ii) to provide new service facilities as locally as possible and in locations which are capable of helping to reduce reliance on the private car.
- 11.4** These objectives have been prepared within the context of Government advice, particularly that contained in PPG1 “General Policies and Principles”, as updated by PPS1 “Delivering Sustainable Development”, PPG6 “Town Centres and Retailing” (as updated in PPS6) and PPG13 “Transport”. In addition the Council has also had regard to the guidance of service providers and to the results of public consultation (see paragraphs 1.16 – 1.20).

General Context

- 11.5** The increase in the population in South Gloucestershire and the disproportionate increase in the number of households as set out at paragraph 8.8 – 8.12 of the Housing Chapter will continue to have major implications for service provision.
- 11.6** In recent years the situation regarding the provision of health and social services has changed radically with the creation of the internal market for health provision and the introduction of “Care in the Community”. These



changes in Government policy have had land use implications throughout South Gloucestershire in relation to residential properties, the need for area based offices for support workers, and vacated institutional buildings.

Service Infrastructure in New Development

S1 MAJOR DEVELOPMENT WILL NOT BE PERMITTED UNLESS EXISTING SERVICES AND INFRASTRUCTURE ARE ADEQUATE TO MEET THE NEED GENERATED BY THE DEVELOPMENT, OR ADEQUATE PROVISION IS MADE EITHER THROUGH FACILITIES ON SITE OR FINANCIAL CONTRIBUTIONS TOWARDS NEW OR UPGRADED FACILITIES OFF-SITE.

11.7 The Council is keen to ensure that provision is made for necessary infrastructure and services in new development where a need is identified. Consultation with service providers including statutory undertakers has identified that not all major new development makes adequate provision for service infrastructure. There are significant constraints on the resources of many service providers which are compounded by the demands generated by new development. Circular 1/97 states that it is appropriate for the full cost of essential facilities to be met through the use of Planning Obligations where these are necessary. As such the Council will seek the provision of service infrastructure on sites where this is required as identified in consultation with the relevant service providers. Alternatively, off-site financial contributions by developers toward upgrading existing service infrastructure may be more appropriate. Service infrastructure in this context includes utility services (including fire hydrants and adequate water supply for fire fighting), drainage, sewage disposal, and facilities for ambulance, fire & police services.

Implementation and Monitoring:

South Gloucestershire Council, private sector; Statutory Undertakers through Development Control.

Proposals for Health Provision

S2 LAND IS RESERVED FOR THE PROVISION OF HEALTH FACILITIES AT THE FOLLOWING SITES, AS DEFINED ON THE PROPOSALS MAP:

1. 0.45 HA ADJACENT SAVAGES WOOD ROAD, BRADLEY STOKE.

WHERE A LOCAL NEED FOR ADDITIONAL HEALTH FACILITIES ARISES IN CONJUNCTION WITH PROPOSALS FOR NEW RESIDENTIAL DEVELOPMENT, THE COUNCIL WILL REQUIRE ADEQUATE PROVISION TO BE MADE IN ACCORDANCE WITH POLICY S1.



- 11.8** Site (1) is reserved to accommodate a health centre to serve the growing population at Bradley Stoke. The land is owned by the Council and has previously been granted outline planning permission for a Health Centre. The site is closely related to the Town Centre and existing and future residential development and will accommodate a facility able to provide a range of Health Services.
- 11.9** Avon, Gloucestershire and Wiltshire Strategic Health Authority has indicated there is a need for new and extended surgeries and Health Centres throughout South Gloucestershire to accommodate the expanded number and range of services provided locally by General Practitioners (GPs). A number of existing premises are cramped and problems have been experienced finding adjacent land on which to expand. Consequently, a number of GPs are looking for new sites. The Council will consider proposals for new GPs Surgeries and Clinics against the criteria set out in Policy LC4. New facilities have been constructed at Pilning, Patchway, Emersons Green, Downend and Frampton Cotterell. GPs are, however, still looking for sites in Kingswood and Filton.
- 11.10** The Council in consultation with the South Gloucestershire Primary Care Trust will continue to ensure that adequate provision for necessary health services is made in conjunction with large areas of new residential development. The Council in assessing health requirements generated by new residential development will have reference to the guidance of the South Gloucestershire Primary Care Trust both on service requirements and practice/premises design. Proposals for other services provided by the private sector such as Dentists' Surgeries, Chiropodists etc. will be considered against Policy LC4. Proposals for residential care facilities will be considered against Policy H2 of the Housing chapter.
- 11.11** The Council, together with South Gloucestershire Primary Care Trust have also identified a requirement for additional provision to meet the needs for primary health care arising through the development of land at Northfield and land fronting the A38 at Filton/Patchway (See Policies H1 and M1). The preference is for a new surgery to be provided on site. However, this is subject to ongoing investigation and a financial contribution to the extension of an existing clinic may be more appropriate. It is envisaged that a site or alternative provision will be identified as part of the process leading to the approval of a Masterplan and Development Brief for the site.
- 11.12** In the Bristol Health Services' Plan, the health community has reviewed healthcare and is advancing proposals for future acute and primary care provision. At this stage proposals are insufficiently detailed for inclusion in the Local Plan. One aim of the Plan is to develop new healthcare facilities in Thornbury and Yate/Chipping Sodbury.

Implementation and Monitoring:

Private sector and Avon, Gloucestershire and Wiltshire Strategic Health Authority; through Development Control.



Proposals for Social Services

S3 LAND IS RESERVED FOR THE PROVISION OF SOCIAL SERVICES AT THE FOLLOWING LOCATIONS, AS DEFINED ON THE PROPOSALS MAP:-

1. 0.16 HA THE COMMON EAST, BRADLEY STOKE;
2. 0.81 HA WELLINGTON ROAD, YATE;
3. 0.50 HA ADJACENT EMERSONS GREEN LANE PRIMARY SCHOOL SITE, EMERSONS GREEN.

WHERE A LOCAL NEED FOR ADDITIONAL SOCIAL SERVICES ARISES IN CONJUNCTION WITH PROPOSALS FOR NEW RESIDENTIAL DEVELOPMENT, THE COUNCIL WILL REQUIRE AN APPROPRIATE SITE RESERVATION.

1. The Common East, Bradley Stoke

11.13 Site (1) is reserved for Social Services provision under the terms of the Section 106 Agreement attached to the original permission at Bradley Stoke. The Social Services Department is currently reviewing options for this site, which was originally part of a wider area reserved for a primary school. An initial proposal is for a Resource and Activity Centre for adults with a range of needs. Any final provision must, however, be compatible with the adjacent primary school use. The two sites must be physically separated either through fencing or landscaping and incorporate separate accesses.

2. Wellington Road, Yate

11.14 Site (2) is reserved under the terms of the Section 106 Agreement attached to a permission for residential development in North Yate. The Agreement specifies that the land should be used for an Elderly Persons Home.

3. Emersons Green

11.15 Site (3) is reserved for Social Services purposes under the terms of the Emersons Green Master Plan and the relevant Section 106 Agreement. The Agreement and Master Plan specify that the land will accommodate a Community Resource Centre to serve the needs of the population in this area.

11.16 Additional requirements for two “Family Centres”, one in the Filton/Patchway area and one at Yate and a Domestic Refuge Centre in the north of South Gloucestershire are currently being investigated. Further proposals for Social Services provision, currently unspecified but which may come forward during the plan period, will be considered against Policy LC4 of the previous chapter.



Implementation and Monitoring:

South Gloucestershire Council, private sector; through Development Control.

Burial Facilities

S4 PROPOSALS FOR BURIAL FACILITIES AND CREMATORIA WILL ONLY BE PERMITTED WHERE:-

- A. DEVELOPMENT WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL EFFECTS; AND**
- B. THE LAND IS NOT THE SUBJECT OF UNACCEPTABLE LEVELS OF NOISE DISTURBANCE, AIR POLLUTION, SMELL, DUST OR CONTAMINATION; AND**
- C. THE PROPOSAL WOULD NOT UNACCEPTABLY PREJUDICE RESIDENTIAL AMENITIES; AND**
- D. THE PROPOSAL WOULD NOT HAVE UNACCEPTABLE TRANSPORTATION EFFECTS.**

OUTSIDE EXISTING SETTLEMENTS AND THE BOUNDARIES OF SETTLEMENTS AS DEFINED ON THE PROPOSALS MAP, NEW BUILDINGS SERVING BURIAL FACILITIES WILL ONLY BE PERMITTED WHERE THE CONVERSION OR RE-USE OF EXISTING BUILDINGS IS NOT PRACTICAL AND WHERE THEY ARE ESSENTIAL TO AND PROPORTIONATE WITH THE PROPOSAL.

11.17 The Council is currently in the process of identifying requirements for burial facilities, and the most appropriate strategy for the Council to pursue in meeting these requirements. This process involves population and death rate projections, assessments of capacity at existing facilities, and assessment of the impact of the private woodland facility permitted at Rookery Farm, Alveston. The results of this assessment work will be used to inform the Council's approach on this matter.

11.18 Based on the best available information there is a requirement for between 1.2 and 6.5 Hectares of burial space, though this does not take account of the potential impact of the Rookery Farm permission. In seeking to meet this requirement the Council has granted consent for a local parish facility in Alveston, and extensions to churchyards at Charfield and Winterbourne. The total site area with permission is approximately 1.79 hectares, though this includes areas for access and parking. Given the projected population increase in South Gloucestershire it would be appropriate to secure provision at the higher level of the projected requirement. A major aim will be to secure additional provision in the Kingswood area where there is a particular shortage. In 2004 the Council granted planning permission for a remembrance park and burial site at Grimsbury Farm, Warmley.



- 11.19** In lieu of specific proposals, Policy S4 sets out the criteria against which applications for burial facilities and crematoria will be judged. In particular the Council will seek to ensure that any proposals do not have unacceptable effects on the character and diversity of the landscape, and sites of nature conservation or archaeological importance and where appropriate, proposals should make a positive contribution to the objectives of the Forest of Avon. Proposals will also be considered against all the relevant environmental protection policies concerning environmental pollution, the water environment, flood risk, contaminated land and unstable land.
- 11.20** These are sensitive uses where privacy for those visiting sites is as important as for those living close by and this will need to be reflected in the detailed design of any proposal, particularly of any boundary treatment.
- 11.21** The Council envisages that the most sustainable strategy for meeting additional burial provision will comprise small scale extension to existing sites and additional small scale cemeteries conveniently located to meet local needs so as to minimise the need for travel by car e.g. Yate. The requirement for safe and convenient road access (Policy T12) will preclude proposals located on unsuitable rural roads.
- 11.22** In addition to the above, Section 5 of the Cremation Act 1902 sets down the statutory restrictions upon the siting of a crematorium.
- 11.23** Applicants seeking to develop private burial facilities should include information demonstrating how excess material from graves will be dealt with.

Implementation and Monitoring:

South Gloucestershire Council (potentially in association with private operators), Parish Councils, and through Development Control.

Emergency Services

Ambulance

- 11.24** Following the re-opening of the Falfield Ambulance Station, the Avon Ambulance Service currently have no further proposals in South Gloucestershire. This position is to be reviewed in the light of proposals for development set out at Policy H1.

Fire

- 11.25** Avon Fire Authority is currently in the process of reviewing the adequacy of service provision within the area. The review and any subsequent proposals may be affected by the level of development proposed in the Local Plan. As such it is not currently possible to identify whether or not there are any



proposals in South Gloucestershire which would require inclusion in the local plan, though significant proposals are not anticipated on the basis of the level of development proposed. This position will be kept under review.

Police

- 11.26** Avon and Somerset Constabulary have indicated that they currently do not have any proposals that affect South Gloucestershire, although the provision of local stations and a district headquarters is subject to regular review. Any proposal will need to be considered against relevant plan policies, including Policy LC4 (Proposals for Education and Community Facilities within the Existing Urban Areas and Defined Settlement Boundaries).

Service Infrastructure

Introduction

- 11.27** This section of the Plan sets out policies and proposals that relate to gas, electricity, water, drainage, sewage treatment, telecommunications and postal services.

Aim

- 11.28** The overall aim is to ensure the satisfactory provision of service infrastructure to meet the needs of South Gloucestershire in the period to 2011 in a manner that is consistent with the concept of sustainable development.

Objectives

- 11.29** The Local Plan objectives in respect of the provision of these services are:-
1. to ensure that infrastructure is provided and renewed with the minimum of adverse environmental impact to meet the needs of existing and proposed development;
 2. to locate new development in locations which are capable of minimising the need for provision of new service infrastructure.

Water Supply

- 11.30** Bristol Water has indicated that their only proposals for South Gloucestershire involve the laying of trunk mains in the Easter Compton, Almondsbury, Chipping Sodbury, Stoke Gifford and Emersons Green areas. Further major development within the District is likely to generate demand



for further mains services. Severn Trent who supply water in the parish of Hill, consider existing facilities to be adequate and do not anticipate any problems with water supply in that area.

Sewage

11.31 Wessex Water have indicated that they have no current proposals to expand or construct new facilities, or to close existing facilities. This situation will be reviewed in the light of proposals set out elsewhere in the plan. Restrictions on development in the vicinity of sewage treatment works due to odour nuisance, and addressing the environmental impact of foul and surface water drainage in new development are considered against policies and guidance contained in the Environmental protection chapter (see para. 4.178).

11.32 The Council will seek to ensure that all new residential development sewers are constructed to adoptable standards and adopted.

Telecommunications

S5 DEVELOPMENT OF TELECOMMUNICATIONS FACILITIES OR APPARATUS OTHER THAN THAT COVERED BY PERMITTED DEVELOPMENT RIGHTS UNDER THE TOWN AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT) ORDER 1995 (AS AMENDED) WILL BE PERMITTED PROVIDED THAT:-

- A. DEVELOPMENT WOULD NOT UNACCEPTABLY PREJUDICE RESIDENTIAL AMENITIES; AND**
- B. IN THE CASE OF RADIO MASTS THERE IS NO POSSIBILITY OF ERECTING ANTENNAE ON AN EXISTING BUILDING OR OTHER STRUCTURES WHERE THAT WOULD MEET THE TECHNICAL NEEDS OF THE OPERATOR AND MINIMISE IMPACT ON THE ENVIRONMENT; AND**
- C. PROPOSALS ARE SITED, DESIGNED AND LANDSCAPED SO AS TO MINIMISE ANY NEGATIVE IMPACT ON THE BUILT OR NATURAL ENVIRONMENT IN SUCH A WAY AS TO ACHIEVE AN ACCEPTABLE BALANCE BETWEEN THE TECHNICAL NEEDS OF THE OPERATOR AND CONSERVATION OF THE ENVIRONMENT; AND**
- D. THERE IS NO POSSIBILITY OF SHARING FACILITIES WHICH WOULD MEET THE TECHNICAL NEEDS OF THE APPLICANT AND MINIMISE IMPACT ON THE ENVIRONMENT.**

WHERE PROPOSALS WOULD HAVE AN ADVERSE IMPACT ON THE LANDSCAPE OR ON SITES HAVING NATURE CONSERVATION OR ARCHAEOLOGICAL VALUE OR BUILDINGS OR FEATURES OF



HISTORIC, ARCHITECTURAL OR TOWNSCAPE INTEREST, THEY WILL ONLY BE PERMITTED WHERE THEY MAKE A SIGNIFICANT CONTRIBUTION TO THE TELECOMMUNICATIONS NETWORK AND THERE IS NO SUITABLE ALTERNATIVE LOCATION OUTSIDE THESE AREAS WHICH MEETS THE TECHNICAL NEEDS OF THE OPERATOR.

- 11.33** The Council recognises the importance of telecommunications, both to local communities and the national economy, and is also aware of the technical constraints on operators and the requirement to provide a public service. The Council thus aims to encourage sustainable telecommunications development, which minimises impact on interests of acknowledged importance. This includes landscape and nature conservation, historic environments, archaeological sites, and residential and visual amenity. This approach accords with guidance in PPS1, PPG8, and DTLR Order 2001/2718. The issue of potential risks to health from electromagnetic fields is referred to in para 4.180 of the Plan. Current guidance from the ODPM does not identify microwaves associated with telecommunications networks as a health risk. This position will be kept under review.
- 11.34** In determining applications for large scale telecommunications development the Council, in accordance with guidance contained in PPG8, will require applicants to submit details of: siting and design; the significance of the proposal to the operator's network; and attempts to identify opportunities for mast sharing or erecting apparatus on existing buildings or structures. In assessing the information submitted the Council will take account of whether or not alternative sites are legally acquirable, accessible, serviceable with electricity, relevant health and safety standards and any other technical considerations. In assessing attempts by operators to share masts or sites the Council will also take account of technical considerations such as radio frequencies and band widths related to mast antennae positions, the line of site, radio range and cell patterns. The Council has produced a Supplementary Planning Document on Telecommunications Network Infrastructure.
- 11.35** A significant proportion of telecommunications related development is covered by Permitted Development Rights as amended by DTLR Order 2001/2718, though some apparatus requires prior approval of the Council over siting and appearance. Where approval is required the Council will require developers to demonstrate what attempts have been made to minimise impact through appropriate siting and design of appearance in terms of materials, colour, height, etc. In all instances the main material considerations will be the technical needs of the operator as demonstrated by the applicant and the need to facilitate development.

***Implementation and Monitoring:
Through Development Control.***



Postal Services

- 11.36** The Royal Mail Group, including the Post Office, Royal Mail and Parcelforce Worldwide has sought to relocate many of its major operations to South Gloucestershire. Royal Mail has developed a distribution warehouse within the Western Approaches Distribution Park at Severnside. A dedicated railhead facility and warehouse for the Royal Mail has also been completed at Bristol Parkway Station, Stoke Gifford. The Post Office has also indicated a need to expand the post office premises in Kingswood by up to 8,000 sq.ft.
- 11.37** The Post Office is aware of the valuable contribution Sub Post offices make to rural communities, and is endeavouring to retain the present network. However, due to increasing competition from stores and supermarkets in nearby towns some post offices have been forced to close resulting in an overall reduction in the service in the rural areas. Where closure is threatened every effort is made to recruit new staff to maintain the service. Where this is not possible another alternative is to introduce part time Post Offices. The Post Office has no plans to close Post Offices in the District. The Council acknowledges the valuable contribution Sub Post Offices make to all communities and will apply its planning policies sympathetically in order to ensure that these services are sustained locally.

Gas

- 11.38** British Gas are continuing their programme of reinforcing existing gas supplies to residential areas, where practical and economically viable. British Gas state that existing supplies are robust and capable of supporting growth, particularly in the Bristol North Fringe and are able to respond to development proposals at short notice.

Electricity

- 11.39** The electricity distribution network operators within the Plan area are Aquila Networks (formerly Midlands Electricity) and Western Power Distribution (formerly South West Electricity), whilst the National Grid Company plc and Nuclear Electric plc also operate in the District.
- 11.40** Aquila have indicated that existing facilities are adequate and that they have no major proposed work programmed in South Gloucestershire. The only proposed development in the area is by Western Power Distribution for sub stations at Cribbs Causeway and Stoke Gifford. This position is to be reviewed in the light of development proposals set out elsewhere in the Plan.
- 11.41** BNFL who run Oldbury Power station have no major proposals programmed for Oldbury. Minor works are likely to be covered by the Town and Country Planning (General Permitted Development) Order 1995.
- 11.42** National Grid Transco may have a need for a further substation in South Gloucestershire to meet their operational needs.



- 11.43** The above paragraphs 11.39 – 11.42, as well as paragraphs 11.17 – 11.23 and paragraph 11.31, should be read in conjunction with Policy EP1 Environmental Pollution. Paragraphs 11.39 - 11.42 should also be read in conjunction with Policies L12 – L13 of the Environment Chapter relating to conservation areas and Policy S5 of this chapter, where the Council are particularly keen to encourage the undergrounding of cables.

Appendices



Appendix	Page
1 Definition of Large Sites	343
2 Environmental Initiatives in the Severn Estuary	344
3 Community Forest Objectives	345
4 Sites of National Nature Conservation/ Geological Importance	346
5 Criteria for the Designation of Sites of Nature Conservation Interest & Regionally Important Geological Sites	348
6 Criteria for the Designation of Community Nature Areas	351
7 Historic Parks, Gardens and Battlefields in South Gloucestershire	352
8 Scheduled Ancient Monuments in South Gloucestershire	355
9 Conservation Areas within South Gloucestershire	357
10 Criteria for Inclusion on the South Gloucestershire List of Buildings of Local Architectural or Historic Interest	358
11 Employment Land Availability (April 2004)	359
12 Joint Replacement Structure Plan 2002 - Policy 14 Avonmouth/ Severnside	361
13 Sites with Planning Permission for Residential Development (April 2004)	363
14 Sites the Subject of a Council Resolution to Approve Residential Development (April 2004)	364
15 Town Centres and Out of Centre Stores - A1 Retail Floorspace (August 2004)	365
16 Town Centre Primary Shopping Frontages in A1 (Retail) and Non A1 Use (August 2004)	367
17 Mineral Resource Areas – South Gloucestershire Minerals and Waste Local Plan 2002 (Policies 1 and 2)	370



Appendix 1

Definition of Large Sites - Policy D1

Large residential sites:	10 houses or more or 0.5ha and over (Land Availability Survey definition)
Large employment sites:	0.4ha
Large retail sites:	1,500sq m
Large leisure sites:	1,000sq m



Appendix 2

Environmental Initiatives in the Severn Estuary - Policy L3

Title	Responsible Group	Purpose	Funding
1. Catchment and Waste	Environment Agency	The Water Environment	Environment Agency
2. Shoreline Management Plan (SMP)	Severn Estuary Coastal Cell Group	Coastal defence planning	Part Government Part Local Authority
3. Standing Conference of Severnside Local Authorities (SCOSLA)	Local Authorities	Consideration of strategic issues affecting the Severn Estuary	Local Authority
4. Les Esturiales	Local Authorities	To further the environmental objectives of the five estuaries of the Severn, Douro, Gironde, Oder and Tagus, currently by production of a multi-media package	European Union/ Local Authority
5. Severn Estuary Partnership	Voluntary interest groups with local authority and private sector support	Implementation and management of the Severn Estuary Strategy	Private sector, local authorities, Environment Agency and nature conservation agencies
6. Habitat Management Plan (HMP)	"Relevant" authorities	To achieve compliance with the European Union Habitat Directives	"Relevant" authorities, scientific support from nature conservation agencies
7. Scheme of Management for the Special Protection Area (SPA) for the Severn Estuary	Association of Severn	Monitoring the Scheme Estuary Authorities	All "Relevant" of Management



Appendix 3

Community Forest Objectives - Policy L5

The corporate objectives which each Community Forest has adopted are to:

- ❖ improve the landscape, including reclamation of derelict land, to create a visually pleasing and varied countryside;
- ❖ increase opportunities for access, sport and recreation and for artistic and cultural events;
- ❖ protect the best and most versatile agricultural land from irreversible development, ensure that farming manages to re-create attractive landscape and wildlife areas and that opportunities for farm diversification are increased;
- ❖ protect areas of high quality landscape and areas of historical or archaeological interest;
- ❖ regenerate the environment within green belt, or equivalently protected areas, and help to ensure that it is permanently green and open;
- ❖ protect sites of nature conservation value and create new opportunities for educational use of the area and ensure that community forests can be used for the environmental education needs of the surrounding schools;
- ❖ establish supplies of local timber and encourage development of timber-based industries, employment opportunities and woodland products;
- ❖ improve the economic well-being of towns and cities through the creation of more appealing locations for industry and commerce;
- ❖ improve the environment near housing and local industry, enhancing the value of properties and businesses;
- ❖ encourage a high level of local community commitment to the concept and community involvement in the implementation;
- ❖ seek private sector support to implement the community forests and to invest in the area.

In the Forest of Avon an additional objective is:

- ❖ contribution to the implementation of the Rio Principles and Helsinki Guidelines for the sustainable management of existing woodlands and forests, to reforestation and afforestation and to 'primary environmental care' by local communities.

Source: Bristol/Avon Community Forest Plan January 1995



Appendix 4

Sites of National Nature Conservation/Geological Importance - Policy L7

Parish	Name	Grid Ref
Almondsbury Almondsbury	Cattybrook Brickpit SSSI	ST594835 & ST592832
Aust Aust	Aust Cliff SSSI	ST565894 & ST570899
Aust	Severn Estuary SSSI (part of) – Aust to New Passage	ST555881
Aust/Oldbury-on-Severn	Severn Estuary SSSI (part of) – Littleton Wharf	ST598929
Bitton Bitton	Congrove Field and the Tumps SSSI	ST713698 & ST719702
Charfield Charfield	Cullimore's Quarry SSSI	ST721927
Cold Ashton Cold Ashton	Monkswood Valley SSSI	ST754710
Cromhall Cromhall	Slickstones Quarry SSSI	ST704916
Falfield Falfield	Brinkmarsh Quarry SSSI, Whitfield	ST674913
Falfield	Buckover Road Cutting SSSI	ST665906
Hanham Abbots Hanham Abbots	Bickley Woods SSSI	ST644703
Hanham Abbots	Cleeve Wood SSSI	ST655703
Hawkesbury Hawkesbury	Hawkesbury Quarry SSSI	ST771873
Hawkesbury	Hawkesbury Meadow SSSI	ST754874
Hawkesbury	Lower Woods SSSI	ST743876
Hawkesbury	Upton Coombe SSSI	ST789877
Hawkesbury	Yarley Meadows SSSI	ST757888
Hill Hill/Oldbury-on-Severn	Severn Estuary SSSI (part of) – Oldbury Pill	ST602927
Horton Horton	Bodkin Hazel Wood SSSI	ST780850
Marshfield Marshfield	St Catherine's Valley SSSI	ST760725



Parish	Name	Grid Ref
Oldbury-on-Severn		
Oldbury-on-Severn	Severn Estuary SSSI (part of) – Shepperdine to Littleton Wharf	ST604955
Oldbury-on-Severn/Aust	Severn Estuary SSSI (part of) – Littleton Wharf	ST598929
Oldbury-on-Severn/Hill	Severn Estuary SSSI (part of) – Oldbury Pill	ST602927
Pilning & Severn Beach		
Pilning & Severn Beach	Severn Estuary SSSI (part of) – New Passage	ST526833
Sodbury		
Sodbury	Barnhill Quarry SSSI	ST725827
Tortworth		
Tortworth	Damery Road Section SSSI	ST705943
Tytherington		
Tytherington	Tytherington Quarry SSSI	ST662888
Wickwar		
Wickwar	Bishop's Hill Wood SSSI	ST733873
Winterbourne		
Winterbourne	Winterbourne Railway Cutting SSSI	ST651799



Appendix 5

Criteria for the Designation of Sites of Nature Conservation Interest and Regionally Important Geological/Geomorphological Sites - Policy L8

Sites of Nature Conservation Interest

Scientific Site Characteristics

Naturalness	Areas of semi-natural habitat are often the most important for nature conservation because they support the highest number of native British species.
Size	Generally, larger sites are of greater nature conservation value.
Diversity	This refers to the range and diversity of wildlife species, habitat and/or geological features present on the site.
Rarity	This considers how common or uncommon the species, habitats or geological features present on the site.
Fragility	Some sites are more vulnerable to change and damage by external influences.
Recreatability/ Irreplaceability	Many areas of semi-natural sites once lost or damaged cannot be recreated elsewhere in hundreds of years.
Typicalness or Representativeness	It is desirable to safeguard a sequence and range of habitat types and geological features. Particularly good examples of "typical" or "representative" features should be conserved including those of a typically rural character, eg calcareous grassland and of a typically urban character, eg disused railway lines.
Geographical Position	The geographical position of a site may enhance its value, for example because of its position within a wildlife network.
Important Populations of Species	Some sites are important because they sustain a 'significant' population of a particular species.
Age/Continuity of Land Use	Some sites have valuable characteristics derived from their old age and/or long continuity of land use.



Regionally Important Geological/ Geomorphological Sites

A. Scientific Value

The site contains one or more of the following:

- rocks,
- rocks/deposits,
- quaternary deposits/features,
- sedimentary structures,
- fossils,
- tectonic structures,
- minerals,
- geomorphological features,
- modern sedimentary environment/processes.

Which are categorised as either:

- unique,
- unique/good examples in the former county of Avon,
- unique/good examples in the District.

B Educational Value

B1. Teaching of Earth Science

The site is suitable for use:

- B1.1 at pre-National Curriculum level,
- B1.2 at National Curriculum level,
- B1.3 at Advanced level,
- B1.4 at Higher Education level (college/undergraduate level),
- B1.5 in continuing/adult education courses,
- B1.6 in research,
- B1.7 and is close to an educational establishment,
- B1.8 to promote public awareness.

B2. Access/Safety

B2.1 The site is safe for visiting

The site has:

- B2.2 public access,
- B2.3 limited access,
- B2.4 no access without permission,
- B2.5 disabled access,
- B2.6 car parking facilities,
- B2.7 facilities nearby (for example shops, pubs),
- B2.8 good visual access.



C Historical/Cultural Value

The site:

- C1. is significant for advances in earth science,
- C2. has connections with local geologists/geomorphologists,
- C3. has historical/industrial archaeological associations,
- C4. has ecological interest,
- C5. has recreational use,
- C6. has a long recorded history,
- C7. has interpretation resources/materials available for it.

D Aesthetic Value

- D1. This site is of high aesthetic value.

E Conservability

- E1. The site is durable and can be easily conserved.



Appendix 6

Criteria for the Designation of Community Nature Areas - Policy L8

Community Nature Areas consist of areas of habitat that through deliberate management or benign neglect:

1. contain elements of significant wildlife;
2. are accessible to the public; and
3. are amenable to community involvement in their management.

They would tend to be small and close to residential areas. Such areas are of nature conservation importance in ways that mean that existing high wildlife value is not a necessary pre-requisite for selection.



Appendix 7

Historic Parks, Gardens and Battlefields in South Gloucestershire - Policy L10

** English Heritage List of Registered Parks and Gardens*

HER No.	Parish	Park/Garden	Grid Ref
4375	Almondsbury	Berwick Lodge	ST 562 807
2352	Almondsbury	Hollywood Tower	ST 575 814
3330	Almondsbury	Knole Park	ST 590 830
4222	Almondsbury	Oaklands	ST 603 837
11070	Almondsbury	Over Court	ST 587 823
11067	Alveston	Manor House, Gaunts Earthcott	ST 634 842
11066	Alveston	Old Church Farm	ST 632 866
11076	Alveston	Woodhouse	ST 614 853
2362	Badminton	Badminton*	ST 810 840
3974	Bitton	Bitton Old Vicarage	ST 682 694 C
10296	Bitton	The Lons	ST 676 702 C
4357	Bitton	Upton Cheyney Manor	ST 692 699
11064	Bitton	Westover House	ST 678 698
11080	Cold Ashton	Battlefields House	ST 724 704
4382	Cold Ashton	Hamswell House	ST 732 715
10077	Dodington	Dodington*	ST 755 797 C
2314	Dodington	Sands Court	ST 746 789
1614	Doynton	Doynton House	ST 718 737
4315	Doynton	Tracy Park	ST 713 718
3347	Dyrham and Hinton	Dyrham*	ST 743 757
1577	Falfield	Eastwood Park	ST 676 927
11079	Falfield	Heneage Court	ST 688 936
6411	Frampton Cotterell	Northwoods	St 639 825
1521	Hanham Abbots	Hanham Court	ST 649 704
1431	Hawkesbury	Old Vicarage	ST 767 869
4381	Hill	Hill Court	ST 643 954 C
4874	Horton	Horton Court	ST 766 850
3030	Iron Acton	Acton Court	ST 677 843



HER No.	Parish	Park/Garden	Grid Ref
4365	Iron Acton	Algars Manor	ST 678 831 C
11046	Little Sodbury	Little Sodbury Manor	ST 759 828 C
11059	Mangotsfield	Cleeve Hill	ST 645 775
11060	Mangotsfield	Cleeve Wood House, Downend	ST 645 775
4374	Mangotsfield	Page Park	ST 655 761 C
2053	Marshfield	Ashwicke Hall	ST 795 720 C
4254	Marshfield	The Rocks	St 791 705
4373	Oldbury on Severn	Kington House	ST 622 912
11062	Oldland	St Annes Vicarage	ST 668 712
3475	Olveston	Down House	ST 612 874
4366	Olveston	Tockington Manor	ST 612 866
4380	Olveston	Old Down House	ST 611 877
11069	Olveston	Olveston Court	ST 598 871
11058	Siston	Blue Lodge	ST 693 742
4215	Siston	Siston Court	ST 686 754
4252	Siston	Warmley House*	ST 669 729
11065	Sodbury	Lilliput Court	ST 725 817
2120	Sodbury	Lyegrove House	ST 780 819 C
4241	Stoke Gifford	Stoke Park*	ST 620 770 C
4379	Thornbury	Marlwood Grange	ST 632 889
11071	Thornbury	Park House	ST 637 901
11073	Thornbury	Severn View	ST 656 892
4214	Thornbury	Thornbury Castle*	ST 634 907
4374	Thornbury	Westwing School	ST 623 897
3580	Tormarton	Tormarton Court	ST 765 787
1581	Tortworth	Tortworth Park*	ST 695 924 C
11063	Wick and Abson	Manor House, Wick	ST 695 725
4385	Wick and Abson	Wick Court	ST 701 728
11057	Wickwar	Hill House	ST 722 886
11077	Winterbourne	Crest Hotel	ST 628 785
11078	Winterbourne	Frenchay Hospital	ST 638 777
3421	Winterbourne	Fromeshaw/Lake House	ST 642 779
11075	Winterbourne	Hambrook House	ST 640 783
3420	Winterbourne	Manor House, Frenchay	ST 641 782
11068	Winterbourne	Old House, Frenchay	ST 640 777



HER No.	Parish	Park/Garden	Grid Ref
11061	Winterbourne	The Mount	ST 654 805
3474	Winterbourne	Whiteshill House	ST 654 793
4371	Winterbourne	Winterbourne House	ST 651 813
4384	Yate	Hall End Farm	ST 713 872
9385	Yate	Rockwood	ST 722 840
11074	Yate	Stanshawes Court/Kingsgate Park	ST 715 818

C = Grid Ref to centrepoint of Historic Parks and Gardens

Battlefields in South Gloucestershire - Policy L10

HER No.	Parish	Battlefields	Grid Ref
9647	Cold Ashton	Battle of Lansdown	ST 723 702 C

C = Grid Ref to centrepoint of Historic Parks and Gardens



Appendix 8

Scheduled Ancient Monuments in South Gloucestershire - Policy L1 1

HER No.	Parish	Monument No.	Title	Grid Ref
1463	Alveston	45	Barrow SW of Vattingstone Lane	ST 6260 8830
1477	Alveston	101	Ruin of St Helen's Church, Rudgeway	ST 6320 8650 C
1455	Aust	52	Elberton Camp	ST 6080 8840
1245	Bitton	86	Bitton Roman Camp	ST 6820 6980
1238	Bitton	165	Round Barrow on Barrow Hill	ST 6780 6940
2001	Cold Ashton, Doynton	65	Freezing Hill Earthwork	ST 7200 7140 – ST 7230 7110
1582	Cromhall	67	Bloody Acre Camp	ST 6895 9155
1505	Cromhall	178	Roman Villa at Cromhall NW of Tapwell Bridge	ST 6850 6970
1960	Dyrham & Hinton	68	Dyrham Camp	ST 7415 7672
2080	Hawkesbury	41	Starveall Round Barrow	ST 7963 8819
2081	Hawkesbury	42	Starveall Long Barrow	ST 7490 8790
2112	Horton	69	Horton Camp	ST 7640 8450
1497	Iron Acton	112	Churchyard Cross	ST 6770 8370
1539	Iron Acton	186	Acton Court	ST 6770 8420
2103	Little Sodbury	70	Sodbury Camp	ST 7600 8270
1568	Oldbury on Severn	12005	Oldbury Camp – an Iron Age fort at Oldbury on Severn	ST 6093 9272 ST 6120 9270 ST 6099 9282
1424	Oldland	166	Moated site at Barrs Court	ST 6590 7200
1469	Olveston	179	Oval Enclosure on Strode Common	ST 6240 8750 C
1081	Olveston	10505	Olveston Court Moat Complex and Earthworks	ST 5981 8709 ST 5991 8700
1356	Pucklechurch	6	Round Barrow on Shortwood Hill	ST 6841 7598
1950	Pucklechurch	153	King Edmund's Palace	ST 7020 7660
14031	Pucklechurch	28872	Brandy Bottom Colliery, part of Parkfield Colliery	ST 6819 7718
1576	Rockhampton	181	Hillfort on Camp Hill	ST 6580 9270
1433	Siston	28518	William Champion's Brassworks at Warmley	ST 6680 7280 C
1487	Thornbury	12007	Hillfort and associated Romano-British occupation at Little Abbey, Alveston	ST 6500 8870 ST 6492 8888
4451	Tormarton	4451	Round Barrow 1200yds (1100m) E of Lapdown Barn*	ST 7793 7814



HER No.	Parish	Monument No.	Title	Grid Ref
4451	Tormarton	1973	Round Barrow 1200yds (1100m) E of Lapdown Barn*	ST 7795 7817
1968	Tormarton	47	West Littleton Down Round Barrow	ST 7698 7697
13604	Tortworth	28831	Cross in St Leonard's Church, Tortworth	ST 7043 9335
1499	Tytherington	77	The Castle	ST 6640 8840 C
2065	Wickwar	164	Bridge (known as Horsebridge) 400yds (360m) NE of Wickwar	ST 7290 8880
17976	Wickwar	36042	Hall End Roman Town	ST 7054 8738
1347	Winterbourne	79	Bury Hill Camp, Moorend	ST 6520 7910

* Lapdown Round Barrow occurs as two sites on the HER, but constitutes one SAM.

C = Grid Ref to centrepoint of SAM



Appendix 9

Conservation Areas within South Gloucestershire - Policy L12

Acton Turville	Lower Almondsbury
Beach	Marshfield
Bitton	Olveston
Chipping Sodbury	Pucklechurch
Church Lane, Winterbourne	Siston
Cold Ashton	Thornbury
Doynton	Tockington
Dyrham	Tormarton
Frenchay	Tytherington
Great Badminton	Upton Cheyney
Hambrook	West Littleton
Hanham Abbots	Warmley
Hawkesbury	West Littleton
Horton	Whitfield Tabernacle
Iron Acton	Wickwar
Little Badminton	



Appendix 10

Criteria for Inclusion on the South Gloucestershire List of Buildings and Structures Which Make a Significant Contribution to the Character and Distinctiveness of the Locality - Policy L15

In assessing whether a building or structure merits inclusion on the list, the following questions will be asked:

- 1) Is the building or structure the work of a particular architect of regional or local note?
- 2) Has it qualities of age, style, materials or any other characteristics which reflect those of at least a substantial number of buildings in the area?
- 3) Does it relate by age, materials or in any other historically significant way to adjacent listed buildings, and contribute positively to their setting?
- 4) Does it, individually or as part of a group, serve as a reminder of the gradual development of the settlement in which it stands, or of an earlier phase of growth?
- 5) Does it have a significant historic association with established features such as the road layout, burgage plots, a town park or a landscape feature?
- 6) Does the building or structure have landmark quality, or contribute to the quality of recognisable spaces, including exteriors or open spaces within a complex of public spaces?
- 7) Does it reflect the traditional functional character of, or former uses within, the area?
- 8) Has it significant historic associations with local people or past events?
- 9) Does its use contribute to the character or appearance of a Conservation Area?
- 10) If a structure associated with a designed landscape such as walls, terracing, or minor garden buildings, is it of identifiable importance to the historic design?

These criteria are based on guidance in Conservation Area Practice (English Heritage 1995) but they will be applied throughout the District not just in Conservation Areas. It is the Council's view that any one of these characteristics could provide the basis for considering that a building is of special architectural or historic interest provided that its historic form and qualities have not been seriously eroded by unsympathetic alteration.



Appendix 1 1

Employment Land Availability (April 2004) Policies E1 and E4

Safeguarded Employment Areas (Policy E4):

	(ha)
1. Land comprising and adjoining the British Aerospace and Rolls Royce establishments to the west and east of the A38 at Filton	6.00
2. The Patchway Trading Estate	
3. Cribbs Causeway	5.42
4. Aztec West	5.25
5. Land at Woodlands Lane, Bradley Stoke	
6. Thornbury Industrial Estate	
7. Pucklechurch Trading Estate, Pucklechurch	
8. Arnolds Fields Trading Estate, Wickwar	0.50
9. Old Cider Mill, Wickwar	
10. Severnside, west of M49 Motorway	33.16
11. Emersons Green, Area B, Mangotsfield	8.49
12. Adjacent Abbey Wood Station, Filton	
13. Longwell Green	2.60
14. Bath Road, Bridgegate	1.00
15. Stover Industrial Estate, Yate	
16. Beeches Industrial Estate, Yate	
17. Badminton Road Trading Estate, Yate	
18. Great Western Business Park, Yate	
19. Westerleigh Business Park, Yate	
20. Coopers, Westerleigh Road, Yate	
21. Bowling Hill, Chipping Sodbury	
22. Station Road, Yate	
23. Broad Lane, Yate	
24. Land at Coldharbour Lane	2.40
25. Parkway Business Park	1.31
26. Hewlett Packard	10.90
27. Ministry of Defence, Filton	
28. Midland Way, Thornbury	
29. Station Road, Charfield	
30. Hatters Lane, Chipping Sodbury	
31. The Ridge, Yate	
32. North of Douglas Road, Kingswood	
33. Ansteys Road, Hanham	



	(ha)
34. Station Road, Kingswood	
35. Tower Road, Warmley	
36. Old Gloucester Road, Hambrook	4.38
37. Parkway North	
38. Hanham Business Park	
39. McBride, Bath Road, Bridgegate	

Proposed Employment Sites (Policy E1):

	(ha)
Northfield Filton Aerodrome, Patchway	14.00
Stover Road, Yate	2.50
Emersons Green, land east of the A4174 Avon Ring Road	45.00

Others:

	(ha)
Combination Ground, Gloucester Road, Filton	9.70

TOTAL	152.61



Appendix 12

Joint Replacement Structure Plan 2002 Policy 14 – Avonmouth/Sevenside

At Avonmouth/Sevenside, provision will be made for the expansion of a broad range of employment uses over a long-term period, on a scale appropriate to the capacity of the transport network and the environment.

The scale and nature of provision for such uses in the area will be identified and reviewed as development progresses, as part of an integrated, comprehensive approach to development, transport and the environment that reconciles:

1. the need to safeguard and enhance the natural environment and secure investment in new infrastructure at appropriate stages with the progress of development;
2. the need to realise the development potential of both the Bristol and South Gloucestershire parts of the whole area;
3. the need to enhance prospects for regeneration;
4. the need to safeguard and realise long-term economic development potential;
5. the need for extensive opportunities for the expansion of B2/B8 uses, in particular related to the use of the dock and rail facilities, and the need to maximise the use of rail through industrial location in accord with Policy 57;
6. the need to promote the re-use of redundant and derelict sites;
7. the role of Avonmouth/Sevenside as a major location for the processing and storage of hazardous materials and the associated health and safety implications for the location and type of new development;
8. the need to link development with improvements in the transport infrastructure to prevent congestion on the highway network and in particular to avoid the overloading of (i) the adjacent trunk road network, particularly M5 junctions 16-18, and (ii) local roads, in ways which would seriously threaten safety and the environment; and
9. the possible scope for residential and other uses in accord with the locational strategy and subject in particular to the implications for the capacity of the transport infrastructure serving the wider Avonmouth/Sevenside area and to the provision of comprehensive public transport services, and the need to resolve any danger posed by flooding.



Provision will therefore be made for:

- ❖ the construction of the M49 Intermediate Junction, a spine road linked to the M49 junction between Avonmouth and Severn Beach and forming a realigned A403, the Kingsweston Lane links and other necessary local improvements, through development funding;
- ❖ a co-ordinated package of public transport measures to include facilities for new bus services along the main routes from the Bristol urban area and North Fringe, the selective development of the existing heavy rail system, including consideration of the Hallen/Henbury/Filton line for passenger use, and the future consideration of an LRT extension; the package to be integrated with the agreed pattern of land uses in a manner which ensures that the rate and type of development supports the transport proposals, provides a practical and viable alternative to the car and avoids congestion and environmental damage;
- ❖ safe cycling and walking into and within the area;
- ❖ an intermodal national rail freight terminal at Merebank, further development of rail sidings into industrial sites, and the development of opportunities for port related freight to be transported by rail; and
- ❖ the continued development of port operations and associated activities at Avonmouth provided there are no unacceptable environmental impacts, with priority being given to intensifying the re-use of land already developed.



Appendix 13

Sites with Planning Permission for Residential Development (April 2004)

Ref	Location	No. of Dwellings Under Construction or Not Started
1112	Oaktree Avenue, Pucklechurch	24
1154	Bradley Stoke	240
1273	Land off Dragon Road, Winterbourne	1
1301	Stoke Park Hospital	64
1316	Filton College, Filton Avenue, Filton	70
1322	Land off Bradley Stoke Way, Bradley Stoke	87
1327	Land at Pretoria Road, Patchway	9
1328	162-164 Gloucester Road, Patchway	16
1329	Clarendon House and Frenchay Mews, Frenchay	8
1330	Kynetton House, Mumbleys Lane, Thornbury	15
1332	Catbrain Lane, Cribbs Causeway	60
3008d	Land adjacent 29 Cock Road, Woodstock	4
3120	Bridgegate Service Station and Land r/o London Road, Bridgegate	39
3135N	Area A North, Emersons Green	3
3149	Land at Willsbridge Lodge, Court Farm Road, Longwell Green	20
3154	Land at Siston Hill, Siston	250
3183	Former DRG Factory, Carsons Road, Shortwood	13
3211	Land off Southway Drive, Warmley	25
3213	296, 298, 300 Badminton Road, Downend	16
3215	Land r/o 256 New Cheltenham Road, Kingswood	15
3216	Land adjacent 5 Ducie Road, Staple Hill	12
3217	Land at 26 Orchard Road, Kingswood	15
3219	Land r/o 35-47 Cleeve Hill, Downend	16
3220	Builders Yard and Land off Syston Way/Wesley Hill, Kingswood	57
3221	302-306 Badminton Road, Downend	36
3224	22 Woodstock Road, Kingswood	13
3227	G S Garage Site, Tower Road South, Warmley	21
3228	Haulage Depot, 181 High Street, Hanham	10
3229	Land off Golden Valley Lane, Bitton	20
3230	Sunnymead, Torrance Close, Warmley	11
Total		1,190



Appendix 14

Sites the Subject of a Council Resolution to Approve Residential Development (April 2004)

Ref	Location	No. of Dwellings
1/323	The Lime Works, Itchington Road, Tytherinton	18
3/187	Hanham Hall Hospital, Whittucks Road, Hanham	124
3/222	Mounthill Nursery, Court Road, Kingswood	15
3/223	Willsbridge House, Willsbridge Hill, Willsbridge	20
3/225	Summit Youth Centre, Orchard Road, Kingswood	33
3/226	DSO Depot, Hanham Road, Kingswood	20
3/231	Simplex Site, High Street, Oldland Common	24
3/232	65-69 High Street, Staple Hill	23
3/233	1-11 Fountain Square, Broad Street, Staple Hill	12
Total		289



Appendix 15

Town/District Centres and Out of Centre Stores - A1 Retail floorspace - August 2001.

Location	A1 Floorspace				Convenience				Comparison				Service				Vacant			
	Total A1	No A1	A1	Floorspace	%	No	Units	Floorspace	%	No	Units	Floorspace	%	No	Units	Floorspace	%	No	Units	Floorspace
Town/District Centres																				
Chipping Sodbury	2,438.0	58	388.4	15.9	19.8	1,409.8	81.2	32	57.1	15.8	11	179.0	7.3	2	3.8					
Qomond	3,438.7	30	1,358.4	53.2	20.0	1,254.8	38.0	13	43.3	28.2	9	30.0	2.7	2	8.7					
Strawson Green	3,333.3	13	5,253.0	53.2	15.4	4,351.3	44.0	8	81.5	18.5	2	110.0	1.1	1	7.7					
Fliton	2,870.3	13	779.1	29.2	38.9	1,417.5	53.1	4	22.2	411.0	15.4	8	33.3	2.3	1	5.8				
Hamham	2,713.8	42	1,492.2	42.3	19.0	819.2	30.2	20	47.8	807.2	22.4	12	28.8	5.1	2	4.8				
Wingwood	10,001.3	93	3,175	28.8	17.2	8,434.2	59.5	49	52.7	915.7	3.4	18	19.4	3.5	10	10.3				
Staple Hill	8,525.3	37	3,025.8	47.4	27.8	2,597.4	39.3	42	43.3	404.3	7.8	12	13.3	5.2	9	10.3				
Thornbury	7,922.9	75	2,398.4	30.2	14.7	4,015.3	50.7	43	57.3	1,081.9	13.4	15	20.0	4.0	8	3.0				
Year	18,190.8	38	4,228.8	28.1	33	10,712.4	88.2	82	72.1	1,989.9	7.4	14	18.3	0.3	2	2.3				
Totals	82,782.7	500	22,287.2	25.5	18.8	33,144.0	52.8	279	54.8	5,517.7	8.3	99	15.8	2.9	85	7.0				
Edge of Centre Stores																				
Year Edge of Centre	7,003.0	3	3,943.0	58.3	88.7	3,080.0	43.7	1	33.3	0.0	0	0.0	0.0	0	0.0					
Thornbury Edge of Centre	2,100.0	1	2,100.0	100.0	100.0	0.0	0	0.0	0.0	0.0	0	0.0	0.0	0	0.0					
Wingwood Edge of Centre	2,500.0	2	2,100.0	80.0	50.0	500.0	20.0	1	50.0	0.0	0	0.0	0.0	0	0.0					
Totals	11,603.0	6	8,043.0	69.3	88.7	3,580.0	30.7	2	33.3	0.0	0	0.0	0.0	0	0.0					
Emerging Town Centres																				
Savley Stoke Town Centre	2,228.0	1	2,228.0	100.0	100.0	0.0	0	0.0	0.0	0.0	0	0.0	0.0	0	0.0					
Totals	2,228.0	1	2,228.0	100.0	100.0	0.0	0	0.0	0.0	0.0	0	0.0	0.0	0	0.0					



Location	A1 Floorspace				Convenience				Comparison				Service				Vacant			
	Total A1 Floorspace m ²	No. A1 Units	A1 Floorspace m ²	%	Total A1 Floorspace m ²	No. A1 Units	A1 Floorspace m ²	%	Total A1 Floorspace m ²	No. A1 Units	A1 Floorspace m ²	%	Total A1 Floorspace m ²	No. A1 Units	A1 Floorspace m ²	%	Total A1 Floorspace m ²	No. A1 Units	A1 Floorspace m ²	%
Cribbs Causeway Retail Park	58,277.0	28	11,744.0	20.2	2	7.7	48,533.0	79.8	24	92.3	0.0	0.0	0	0.0	0.0	0.0	0	0.0	0	0.0
Longwell Green Retail Park	30,580.0	15	8,038.0	19.7	1	8.7	24,551.0	80.3	14	93.3	0.0	0.0	0	0.0	0.0	0.0	0	0.0	0	0.0
Abbey Retail Park	12,404.0	8	0.0	0.0	0	0.0	12,404.0	100.0	8	100.0	0.0	0.0	0	0.0	0.0	0.0	0	0.0	0	0.0
Retail Park Totals	101,270.0	47	17,782.0	17.6	3	8.4	83,488.0	82.4	44	92.8	0.0	0.0	0	0.0	0.0	0.0	0	0.0	0	0.0
Other Out of Centre Sites	15,519.0	3	5,389.0	34.8	2	88.7	10,130.0	85.4	1	33.3	0.0	0.0	0	0.0	0.0	0.0	0	0.0	0	0.0
The Mall, Cribbs Causeway	88,322.7	117	272.0	0.4	5	4.8	85,401.8	98.5	104	88.9	748.9	1.1	8	8.8	0.0	0.0	0	0.0	0	0.0
Totals	280,487.4	874	58,859.2	21.3	108	18.0	195,748.8	75.2	424	82.9	8,288.8	2.4	107	15.9	1,808.8	0.7	35	5.2		

Notes:

* Floorspace figures for The Mall relate to the gross internal area (GIA). This measurement of floorspace is comparable with net floorspace figures quoted for other centres. The Council makes every effort to ensure the accuracy of the floorspace data presented which is to the Council's best knowledge the most accurate and up to date figures available.

Source: Town Centres and Retailing in South Gloucestershire - South Gloucestershire Council - Strategy and Information Team - August 2004



Appendix 16

Town Centre Primary Shopping Frontages Policy RT9 - August 2004

Primary Frontage Areas SGLP RT9	Total Frontage	Total A.1 Frontage	% A.1 Frontage	Frontage in Non A.1 Use	% Frontage in Non A.1 Use
Chipping Sodbury Town Centre					
High Street Odd No's 21 & 47 (north side)	129.8m	100.9m	77.7%	28.9m	22.3%
High Street Even No's 40 & 52 (south side)	52.7m	20.7m	39.3%	32.0m	60.7%
Broad Street Even No's 58 & 36 (south side)	113.7m	48.2m	42.4%	65.5m	57.6%
Horse & Odd No's 1-5 & 9 (inc. 1 & 2 Units)	20.0m	14.5m	72.5%	5.5m	27.5%
Primary Frontage Chipping Sodbury	331.2m	194.2m	58.7%	137.0m	41.3%
Downend Town Centre					
1-33 Badminton Road (west side)	114.5m	61.6m	53.8%	52.9m	46.2%
2-6a Downend Road	24.7m	24.7m	100.0%	0.0m	0.0%
1-6 Willow Shopping Centre	40.6m	40.6m	100.0%	0.0m	0.0%
Primary Frontage Downend	180.2m	126.9m	70.4%	53.3m	29.6%
Emmersons Green Town Centre					
Units 1 to 3	72.8m	72.8m	100.0%	0.0m	0.0%
Units 4 to 6	68.5m	68.5m	100.0%	0.0m	0.0%
Units 8 to 10 and Unit 7	104.2m	69.5m	66.7%	34.7m	33.3%
Salisbury	95.0m	95.0m	100.0%	0.0m	0.0%
Primary Frontage Emmersons Green	340.5m	305.8m	89.8%	34.7m	10.2%
Filton Town Centre					
St. James' Church Units 1 to 3, 5, 6, 8, 9	81.7m	81.7m	100.0%	0.0m	0.0%
122 to 128 Gloucester Road	44.8m	27.8m	62.1%	17.0m	37.9%
1 to 3 Church View	29.2m	29.2m	100.0%	0.0m	0.0%
Primary Frontage Filton	155.7m	138.7m	89.1%	17.0m	10.9%



Primary Frontage Areas SGLP, RT9	Total Frontage	Total A.1 Frontage	% A.1 Frontage	Frontage in Non A.1 Use	% Frontage in Non A.1 Use
Hamham Town Centre					
33-77 High Street (north side)	204.2m	129.2m	63.3%	74.5m	36.5%
45-85 High Street (south side)	132.1m	82.2m	62.3%	56.2m	42.5%
Primarily frontage Hamham	343.4m	211.2m	61.5%	130.8m	38.1%
Kingswood Town Centre					
Kingswood SC, 1-37 - 43 Regent Street	336.5m	316.0m	93.9%	20.5m	6.1%
1-33 Regent Street (north side)	98.5m	79.5m	80.7%	19.0m	19.3%
63-123 Regent Street (north side)	158.6m	95.2m	60.0%	63.4m	40.0%
3-74 Regent Street (south side)	135.7m	124.2m	91.5%	61.5m	45.3%
Primarily frontage Kingswood	779.2m	614.2m	78.8%	164.4m	21.1%
Staple Hill Town Centre					
1-33 Broad Street (north side)	115.5m	84.0m	72.7%	31.5m	27.3%
1-11 The Square (inclusive)	78.0m	61.5m	78.8%	16.5m	21.2%
2-60 Broad Street (south side)	131.0m	163.0m	124.4%	13.0m	9.9%
111-141 High Street (north side)	114.0m	47.0m	41.2%	67.0m	58.8%
58-130 High Street (south side)	246.5m	165.5m	67.1%	81.0m	32.9%
Primarily frontage Staple Hill	735.0m	521.0m	70.9%	214.0m	29.1%
Thornbury Town Centre					
High Street Odd No's 1-53	121.5m	113.4m	93.3%	78.1m	64.3%
High Street Even No's 14-28	90.0m	66.0m	73.3%	24.0m	26.7%
St Mary Street Odd No's 2-25b	113.7m	88.7m	78.1%	24.0m	21.1%
St Mary Street Even No's 14-16	12.4m	12.4m	100.0%	0.0m	0.0%
St Mary's Way Odd No's 1-11	96.4m	90.9m	94.3%	5.5m	5.7%



Primary Frontage Areas SGLP, RT9	Total Frontage	Total A.1 Frontage	% A.1 Frontage	Frontage in Non A.1 Use	% Frontage in Non A.1 Use
St Mary's Way Even No's 2-16	85.2m	85.2m	100.0%	0.0m	0.0%
Horseshoe Lane Odd No's 1-7	44.8m	44.8m	100.0%	0.0m	0.0%
Horseshoe Lane Even No's 2-10	30.4m	24.2m	81.2%	5.5m	18.1%
The Plain No's 1-4 (inclusive)	43.7m	36.2m	74.2%	12.5m	25.7%
Primary frontage Thornbury	713.2m	563.6m	79.0%	149.6m	21.0%
Yate Town Centre					
5 and 6 North Parade (inclusive)	29.5m	29.5m	100.0%	0.0m	0.0%
1-23, 2-18 North Walk	129.1m	103.1m	79.2%	26.0m	20.1%
17 and 21 South Parade	44.0m	44.0m	100.0%	0.0m	0.0%
1-33, 3-16 South Walk	146.5m	146.5m	100.0%	0.0m	0.0%
1-23, 4-12 East Walk	199.5m	189.0m	94.2%	11.5m	5.8%
1-19, 2-36 West Walk	208.1m	186.6m	89.7%	21.5m	10.3%
Primary Frontage Yate	756.7m	687.7m	92.2%	69.0m	7.8%
Total Length of Primary Frontage	4,264.3 m	3,393.7 m	77.6%	875.6m	22.4%

Source: Town Centres and Retailing in South Gloucestershire - South Gloucestershire Council - Strategy and Information Team - August 2004



Appendix 17

Safeguarding Mineral Resources and Non-Mineral Development

South Gloucestershire Minerals & Waste Local Plan May 2002

POLICY 1

WITHIN THE MINERAL RESOURCE AREAS IDENTIFIED ON THE PROPOSALS MAP, NON-MINERAL DEVELOPMENT WHICH WOULD STERILISE OR UNDULY RESTRICT THE FUTURE EXTRACTION OF THOSE MINERAL DEPOSITS WHICH ARE, OR ARE LIKELY TO BECOME, OF ECONOMIC IMPORTANCE, WILL ONLY BE PERMITTED WHERE:

- A IT IS PRACTICABLE AND ENVIRONMENTALLY ACCEPTABLE TO EXTRACT THE MINERAL PRIOR TO, OR IN PHASE WITH, THE DEVELOPMENT; OR
- B FUTURE WORKING OF THE MINERAL WOULD NOT BE ENVIRONMENTALLY ACCEPTABLE; OR
- C THE LAND IS IDENTIFIED FOR NON-MINERAL DEVELOPMENT IN THE DEVELOPMENT PLAN; OR
- D THERE IS AN OVERRIDING NEED FOR THE DEVELOPMENT ON A SPECIFIC SITE WHICH OUTWEIGHS SAFEGUARDING, OR PRIOR EXTRACTION, OF THE MINERAL DEPOSIT.

POLICY 2

PROPOSALS FOR NON-MINERAL DEVELOPMENT WHICH WOULD BE UNACCEPTABLY AFFECTED BY EXISTING MINERAL WORKING, OR THE WORKING OF SITES PROPOSED IN THIS PLAN, WILL NOT BE PERMITTED.

- 4.5** As mineral resources are finite, it is important that potential resources of economic significance are not sterilised by non-mineral development and, also, that new sensitive non-mineral development, such as residential development, does not encroach on existing or potential mineral sites to the detriment of its own amenity. Mineral Resource Areas have, been identified on the Proposals Map to take account of the presence of existing mineral workings and areas which contain resources which could become of economic importance, although the safeguarding of these resources does not imply that planning permission for mineral working will necessarily be forthcoming. These Areas have been adopted from the Mineral Consultation Areas identified in the Mineral Working in Avon Local Plan.



- 4.6** Although non-mineral development proposals put forward within these Resource Areas will be subject to the policies of the South Gloucestershire Local Plan, they will be allowed to proceed. A cross-reference to the Resource Areas in the Minerals Local Plan will also be included in the South Gloucestershire Local Plan for information, so as to make non-mineral developers aware that within these areas mineral issues will be a material planning consideration in determining applications. Mineral sterilisation considerations will not apply, however, for non-mineral proposals which come forward on land allocated for development in the South Gloucestershire Local Plan (or its predecessors whilst they remain extant), as these will have already been taken into account in assessing the appropriateness of the land for development. Similarly, although Policy 1A will still be applicable, the principle of adverse impact between development on allocated land and existing/proposed mineral workings should not arise. However, and particularly where sensitive development is proposed, the details of each planning application will need to be assessed to ensure that any potential adverse impact can be avoided or mitigated.
- 4.7** As the mineral content of a Resource Area cannot be accurately assessed without a site investigation, applicants wishing to develop land for non-mineral purposes may be required to supply mineral related information to enable the Council to assess the nature and extent of the mineral deposit.
- 4.8** Where development which would sterilise a mineral resource is allowed to go ahead, prior extraction of the mineral may be desirable so as to prevent this sterilisation. However, prior extraction will only rarely be practicable in South Gloucestershire given the type of mineral resources within the area.



Glossary of Terms

A1/A2/A3 Uses

The terms are drawn from the Town and Country Planning Use Classes Order 1987. A1 refers to shops. A2 refers to financial and professional services such as bank and building societies. A3 refers to use for the sale of food and drink for consumption on the premises or hot food takeaways.

Abstraction

Extraction of water from the ground.

Affordable Housing

The terms “affordable housing” or “affordable homes” are used to encompass both low-cost market and subsidised housing (irrespective of tenure, ownership – whether exclusive or shared – or financial arrangements) that will be available to people who cannot afford to rent or buy houses generally available on the open market (Circular 6/1998 Planning and Affordable Housing).

Aggregates

Sand, gravel, crushed rock and other bulk materials which are suitable for use in the construction industry as concrete, mortar, finishes or roadstone or for use as a constructional fill or railway ballast.

ALC - Agricultural Land Classification

A classification used to rate the quality of land for agriculture. Grades 1, 2 and 3A are the best and most versatile.

Aquifers

Water bearing rock and sub-soil

Area of Outstanding Natural Beauty (AONB)

An area of particularly attractive landscape and unspoilt character which should be protected and enhanced as part of the national heritage. It is designated by the Countryside Commission under the National Parks and Access to the Countryside Act 1949.

B1/B2/B8 Uses

These terms are drawn from the Town and Country Planning Use Classes Order 1987 which provides the framework for controlling changes of use. B1 refers to "Business" uses. These would include: offices, research and development and industrial uses which can be carried out in any residential area without detriment to amenity B2 refers to general industrial uses and B8 to storage and distribution uses including warehousing.

Biodiversity

The range of plant and animal species present in an area. It can refer to global, regional or local systems.



Catchment Population

Population that can be reached within the range of a service or location.

Census

A national count of the population including information about people's age and sex, their homes and their jobs. It is carried out by the Office for National Statistics (previously the Office of Population Census and Surveys) under an Act of Parliament and there are strict guarantees about confidentiality. It usually takes place every ten years, the last was on 21 April 2001.

COMAH

Control of Major-Accident Hazards.

Commitments

Undeveloped sites with planning permission (or a resolution to grant planning permission subject to the completion of a legal agreement) or allocated for development in a statutory Local Plan.

Comparison Shopping

Shopping for less frequently purchased items, usually involving comparisons between alternative choices. It includes shopping for clothes and footwear, do-it-yourself, household, electrical and recreational goods and jewellery.

Compensatory Benefits

Benefits from a developer to the wider community, through funding or provision of infrastructure, land or services. This might be open space to replace an area lost through development, or transport infrastructure to compensate for the traffic problems and additional pollution resulting from the development.

Concept Statement

Sets out the main quality objectives that should guide a development, the starting point for the design process. The concept statement is a concise, diagrammatic illustration of ideas with the potential to make the most of a site and might be followed by a more detailed development brief.

Conservation Areas

Areas of special architectural or historic interest designated by local authorities under the Planning (Listed Building and Conservation Areas) Act 1990.

Convenience Shopping

Shopping for food, alcoholic drink, tobacco, newspapers, magazines, matches, soap and other cleaning materials.

Demographic

Relating to the population and its characteristics.

Department of the Environment (DoE)

Former department of central government which until 1997 issued Planning Policy Guidance Notes (PPGs) and Circulars on planning matters and was responsible for administering the Development Planning System (see below).



Department of Environment, Transport and the Regions (DETR)

Superseded the DoE in 1997 and subsequently replaced by the Department for Transport, Local Government and Regions (DTLR) and the Department for Environment, Food and Rural Affairs (DEFRA).

Department for Environment, Food and Rural Affairs (DEFRA)

Central government department created in 2001 encompassing some former DETR functions and all former Ministry of Agriculture Fisheries and Food (MAFF) functions.

Department for Transport, Local Government and Regions (DTLR)

Central government department created in 2001 which encompassed most of the former DETR functions. Subsequently replaced by the Office of the Deputy Prime Minister (ODPM) in May 2002.

Development

“The carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material changes in the use of any building or other land.” (Town & Country Planning Act (1990) Part III Section 55).

Development Brief

A document produced to provide information about preferred option(s) for the development of a site. It can be produced by the Council, developer and/or a third party. Ideally it is agreed by all parties and adopted as Supplementary Planning Guidance (now Supplementary Planning Document).

Development Plan System

The system of structure and local plans (including minerals and waste local plans) prepared by local authorities as a framework for development and land use decisions in their area. This system is now being phased out and replaced by Local Development Frameworks under the Planning and Compulsory Purchase Act 2004.

Distribution Park

Developments comprising distribution depots and warehouses associated with the storage, transport and supply of goods (see B8 uses above).

District Centre

Neighbourhood centre usually containing at least one food supermarket or superstore, and non-retail services such as banks, building societies and restaurants.

Edge-of-Centre-Location

A location within easy walking distance (i.e. 200-300 metres) of the primary shopping area.

EMF

Electromagnetic fields



Empty Homes Initiative

Initiatives being developed by local authorities involving voluntary and private sectors to encourage owners to bring back into use residential properties that have been empty for a prolonged period.

Energy Efficient Modes of Transport

Consumption of energy is measured in terms of megajoules primary energy consumed per passenger km. The following modes are among those more energy efficient than the car (1.5-3.0): cycling (0.6), walking (0.16), bus (0.5), rail (0.3-1.5).

Environment Agency

Government agency responsible for environmental regulation. Its legal duty is to protect and improve the environment of England and Wales. Created in 1996.

EPA

The Environmental Protection Act (1990).

Environmentally Sensitive Area (ESA)

A designated area where the wildlife and landscape are of special importance and are particularly vulnerable to change arising from agricultural intensification. DEFRA offers incentives to farmers to maintain traditional practices.

Government Office for the South West (GOSW)

The integrated Government Regional Office for the South West, based in Bristol and Plymouth, with the following Directorates: Education, Industry and Trade, Environment and Transport, and Strategy and Resources.

Green Belt

A planning designation designed to prevent urban sprawl by protecting open land around or between urban areas (see para 4.2 for full definition).

Greenfield Site

Land which has not been previously developed for urban development or other urban land uses, most often comprising land last used for agriculture and located outside existing built up areas of a settlement. (A full definition of “previously-developed” land is set out in PPG3 Annex C.)

Greenhouse Gases

The major greenhouse gases are carbon dioxide, largely from the burning of fossil fuels (including petrol) with some contribution from methane, nitrous oxides and CFCs. Increasing levels of greenhouse gases from non-natural sources are being produced. The build up of these gases in the upper atmosphere increases the planet’s insulation and threatens to cause global warming. The Intergovernmental Panel on Climate Change (IPCC) estimates that if nothing is done to limit greenhouse gases, the global average temperature could increase by 0.2°C and 0.5°C each decade over the next 100 years.



Gross Floor Area

The total floor area of a building.

Gross Retail Floorspace

The total enclosed floor area of a store including space used for storage, handling goods, own production (e.g. bread baking, administration, staff rooms, lobbies, plant rooms, cloakrooms and amenity rooms).

Goundwater Protection Zones (GPZs)

Maps of GPZs are produced by the Environment Agency to protect the quality and quantity of groundwater.

Gypsy

A person with a nomadic lifestyle who travels for economic purposes (circular 1/94 Gypsies and Planning). See policy H12

Heavy Goods Vehicle (HGV).

Goods vehicle weighing more than 7.5 tonnes.

Heavy and Special Industries

Industries involving alkali processes, treatment of metals and minerals and processes involving materials, chemicals and other obnoxious substances. Included with Class B2 General Industrial Uses (Town and Country Planning Use Classes Order 1987).

High Occupancy Vehicle Lane (HOV lane)

In South Gloucestershire the allocation of road space at peak time to vehicles carrying 2 or more passengers, to maximise “through put” of people rather than vehicles (HGVs with more than two passengers excluded). Use by motorcyclists and cyclists allowed.

Historic Environment Record (HER)

Digest of known archaeological sites and structures within South Gloucestershire. Previously referred to as the Sites and Monuments Record (SMR).

Housing Need

A level of socially desirable housing, the demand for which is not reflected in the open market, normally due to a lack of income in relation to prevailing house prices or rents. It can therefore only usually be met through an element of subsidy.

Housing Provision

An assessment of the number of new dwellings that should be provided in an area.

HMOs

Houses in Multiple Occupation

HSE

Health and Safety Executive



Impaired Mobility

Impaired mobility is experienced by people who have difficulty in travelling. This could apply to someone who has a disability or who is physically encumbered with for example, shopping, luggage, or a child and buggy.

Infilling Development

Development that takes place between existing groups of buildings, normally within a built up area.

Infrastructure

The utilities, transport and other communication facilities and community facilities required to support housing, industrial and commercial activity, schools, shopping centres and other community and public transport services.

Intertidal Zone

The foreshore area of the shore which is covered by water between the low and high tide-mark.

Joint Strategic Planning and Transportation Unit (JSPTU)

Until the Planning and Compulsory Purchase Act 2004 came into effect, the JSPTU was supported by the four Unitary Authorities of Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire and was responsible to a Joint Committee comprising Members from each of these authorities. The Unit prepared the Joint Replacement Structure Plan. As a result of the 2004 Act the JSPTU is currently undergoing transition and the former Joint Committee has been reconstituted as the Planning, Transport and Environment Group of the newly formed West of England Partnership.

Kiss and Ride

Dedicated area of land, at a rapid transit station, a railway station or a transport interchange, which enables cars to stop conveniently and without detriment to road safety, in order that car passengers can alight and transfer to another mode of transport.

Land Take

The land used or required for specific development.

LAQMAs

Local Air Quality Management Areas.

Legibility

The degree to which the area is readily navigated by visitors, influenced primarily by landmark buildings and other features, road layout and the positioning of buildings in relation to the street, which help people to identify where they are and how best to reach their destination.

LRT - Light Rapid Transport

Fast modern tram system running on rails or concrete guideways.



Listed Buildings

Buildings of special architectural or historic interest designated by the Department of Culture, Media and Sport under the Planning (Listed Building and Conservation Areas) Act 1990.

Local Agenda 21 Programmes

A process involving the community in preparing action plans and schemes to promote sustainability as part of a local agenda for the 21st century, endorsed at the 1992 UN Conference on the Environment and Development, held in Rio de Janeiro (the Earth Summit).

Local Centre

Small group of shops, usually including a newsagent, a general grocery store, a sub-post office and other small shops of a local nature.

Local Environment Agency Plans (LEAPS)

The Environment Agency uses LEAPS to deliver environmental improvements at the local level. They are non-statutory action plans based on river catchments. They contribute to sustainable development through integrated environmental management and improvement; prioritizing the Agencies work in the area, promoting openness and accountability, developing closer links with the community, realizing the environmental potential of the area and forming joint action and partnerships for environmental improvement.

Locational Policy

A statement indicating the approach to development and/or conservation issues in specified areas.

Mixed Use Development

Developments that include a mixture of more than one of the following; housing, employment, leisure, shopping and community facilities.

National Nature Reserve (NNR)

An area of high nature conservation value designated under the National Parks and Access to the Countryside Act 1949 or the Wildlife and Countryside Act 1981.

NRPB

National Radiological Protection Board

Net Retail Floorspace

Internal area used for selling and displaying goods and services. It includes floor area to which customers have access, counter space, checkout space, and window or other display space.

NLUD

National Land Use Database



North Fringe of Bristol

The area of land in South Gloucestershire adjoining the northern part of the boundary with Bristol City and contained within the M5, M4 and M32 motorways, including Filton, Patchway, Stoke Gifford and Bradley Stoke.

OPCS

Office of Population Censuses and Surveys (from 1 April 1996 incorporated into the Office of National Statistics ONS).

Out-of-Centre-Location

A location that is clearly separate from a town centre, but not necessarily outside the urban area.

Out-of-Town Location

An out-of-centre development on a green-field site, or on land not clearly within the current urban boundary.

Park and Ride

Dedicated car parking provision served by a bus, rapid transit and/or rail service usually to the centre of a large town or city.

Planning Guidance

Non-statutory strategy and policy documents which inform or amplify policies in the South Gloucestershire Local Plan. These will include old style Supplementary Planning Guidance, Supplementary Planning Documents prepared under the new planning system and set out in the Council's Local Development Scheme, town centre strategies, parish plans, design guidance, concept statements, site development briefs and master plans. These will normally be prepared by the Council, or endorsed by it where they are prepared by third parties.

Planning Policy Guidance (PPG) / Planning Policy Statement (PPS)

PPGs have been issued by the Office of the Deputy Prime Minister (and its predecessors) (in some cases jointly with other Government departments) and set out the national policy context for Structure and Local Plans. PPGs are gradually being replaced by Planning Policy Statements (PPS). Plans are expected to take PPG/PPSs into account. A full list of current PPG/PPSs appears at the end of this glossary.

Previously-Developed Land

Land which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition covers the curtilage of the development. Previously-developed land may occur in both built-up and rural settings. The definition includes defence buildings and land used for mineral extraction and waste disposal where provision for restoration has not been made through development control procedures. For a more comprehensive definition see PPG3 "Housing" Annex C.



Primary Shopping Frontage

Core area within town centre containing main shops.

Ramsar Site

A wetland site of Special Scientific Interest which is designated by the Secretary of State for the Environment under the Ramsar Convention as being of international importance.

Rapid Transit

Generic term for a modern fast moving publicly available high quality, reliable and efficient transport system utilising a dedicated path or having a high degree of priority over other forms of transport, encompassing for example light rapid transit, guided light transit or guided bus network/system.

Regeneration

The process of putting new life back into often derelict older urban areas through environmental improvements, comprehensive development and transport proposals.

Regional Planning Guidance for the South West (RPG 10)

RPG10 was published by the Government Office for the South West in Sept 2001. It provides the regional spatial framework within which local authority development plans and local transport plans in the South West should be prepared. As the result of the new Planning and Compensation Act, RPG10 now forms part of legal development plan and is known as the Regional Special Strategy for the South West (RRS10).

Retail Warehouse

Large single level store specializing in the sale of household goods and bulky DIY items, catering mainly for car-borne customers.

Retail Warehouse Park

A group of at least 3 retail warehouses.

Revised Deposit

A second period of deposit (consultation) which allowed further opportunity to comment on changes made to the Plan after the first deposit and prior to the Public Local Inquiry.

Rhines

Lowland drainage channels

R.U.P.P.s

Roads Used as Public Paths

Rural "Exceptions" Scheme

Schemes for affordable housing which are allowed in certain circumstances as an exception to some restrictive planning policies (see policy H9).



Scheduled Ancient Monument

Site of national archaeological importance which appears on the Schedule of Ancient Monuments compiled by the Secretary of State for Culture, Media and Sport.

Science Park

A low density, campus style employment centre for high-technology industries including an academic innovation centre and relevant ancillary facilities (see policy E1 for fuller description).

Secondary Shopping Frontage

Supporting streets within a shopping centre occupied by smaller, often independent, traders, financial and professional services and/or food and drink uses.

Severn Levels

Flat low lying areas of South Gloucestershire below the 10 metre contour, which consist of estuarine alluvial deposits on the coast, and moors and peat deposits inland.

Shoreline Management Plan (SMP)

A sustainable strategy for coastal defences in the Severn Estuary which sets objectives for future management of the shoreline. It helps to inform the statutory planning process and the wider ranging coastal zone management process.

Sites of Special Scientific Interest (SSSI)

A specifically defined area under section 28 of the Wildlife and Countryside Act 1981 designated by English Nature within which protection is afforded to ecological or geological features.

South West Regional Assembly (SWRA)

The SWRA is, inter alia, the regional planning body for the South West and advises the Government Office of the South West on the content of regional planning guidance. The SWRA is currently developing a new Regional Spatial Strategy for 2006 - 2026 which will set a regional framework for development.

Special Area of Conservation (SAC)

A site designated under the EU Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora as of special importance.

Special Protection Area (SPA)

A site designated under Article 4 of EC Directive 19/409 as being of particular importance for the conservation of rare and/or migratory wild birds. A site which is in the process of designation is known as a "potential" Special Protection Area (pSAC).

Strategic Highway Network

Highway routes for long distance and medium distance traffic, including the trunk road system (which includes motorways), managed by the Highways Agency



Supermarkets

Single level, self-service stores selling mainly food, with trading floor space of less than 2,500 square metres, often with car parking.

Superstores

Single level stores selling mainly food, or food and non-food goods, usually with more than 2,500 square metres trading floorspace, with supporting car parking.

Sustainability

The meanings and interpretation of this term are discussed at the beginning of Chapter Two of this Plan.

Sustainable Drainage Systems (SuDs)

SuDs are physical structures designed to receive surface water runoff in order to reduce the negative impact of development on the water environment. They can usually be incorporated into the planted or paved area of the development.

South West Area Multi-Modal Study (SWARMS)

Full title “The London to South West to South Wales Multi-Modal Study”. The Study is looking at existing and future problems of travel between London and Bristol, the Severn Estuary, Exeter and Penzance. It will recommend what can be done to address the problems found. The Study will cover the transport needs of both passengers and freight.

T&CPA

The Town and Country Planning Act

Trans European Network (TENS)

An integrated, multi-modal transport infrastructure network, provided for under Article 154-156 of the European Commission Treaty. The network aims to benefit the movement of passengers and goods across the European Union and to third countries.

Travel Plan

A written document applying to an individual company, educational establishment or local authority, which sets targets for the reduction of car use by employees for journeys made to and from work and at work and sets out a range of measures to achieve these targets.

Tree Preservation Orders (TPOs)

A TPO is an order made by the local planning authority in respect of a tree or woodland. The principal effect is to prohibit the cutting down, uprooting, topping, lopping, willful damage or willful destruction of the tree without the local planning authority's consent.

Tidal Barrage

An obstruction in a tidal stream, which is designed to control tidal flow in order to change the environment or harness the energy of the tide.



Town Centre

Traditional centre which provides a broad range of facilities and services, and acts as a focus for the community and public transport.

Traffic Management

Range of measures designed to reduce the undesirable effects of motor traffic on the environment in terms of air pollution, noise and vibration, improve safety and encourage walking, cycling and the use of public transport. Includes traffic signals, bus priorities, parking controls, traffic calming, zebra and pelican crossings, one way systems, road closures etc.

Transport Policies and Programmes (TPP)

The submission for grant and spending approval made each July by Local Authorities to central Government for transport capital projects in the next financial year.

Travelling Showpeople

People who are self-employed business people who travel the country holding fairs. Most are members of the Showman's Guild of Great Britain (see policy H12).

Urban Fringe

The area of land immediately adjacent to the outer edge of large built up areas before the open countryside is reached.

Warehouse Club

Out-of-Centre businesses specialising in bulk sales of reduced priced goods in unsophisticated buildings with large car parks. Access may be limited to business, organisations or classes of individuals.

Windfall Sites

Sites which come forward on ad-hoc basis and are not identified either in local plans or through other formal planning policies, but which are nevertheless approved for development, sometimes following a planning appeal.



Planning Policy Guidance Notes/ Planning Policy Statements

PPS 1	Delivering Sustainable Development 2005
PPG 2	Green Belts (revised) January 1995
PPG 3	Housing (revised) March 2000
PPG 4	Industrial and Commercial Development and Small Firms November 1992
PPG 5	Simplified Planning Zones November 1992
PPS 6	Planning for Town Centres 2005
PPS 7	Sustainable Development in Rural Areas 2004
PPG 8	Telecommunications (revised) December 1992
PPG 9	Nature Conservation October 1994
PPS 10	Planning for Sustainable Waste Management July 2005
PPS 11	Regional Spatial Strategies 2004
PPS 12	Local Development Frameworks 2004 *
PPG 12	Development Plans December 1999 *
PPG 13	Transport March 2001
PPG 14	Development on Unstable Land April 1990
PPG 14A	Annex 1: Landslides and Planning March 1996
PPG 15	Planning and the Historic Environment September 1994
PPG 16	Archaeology and Planning November 1990
PPG 17	Sport and Recreation July 2002
PPG 18	Enforcing Planning Control December 1991
PPG 19	Outdoor Advertisement Control March 1992
PPG 20	Coastal Planning September 1992
PPG 21	Tourism November 1992
PPS 22	Renewable Energy 2004
PPG 22A	Annexes to PPG22 October 1994
PPS 23	Planning and Pollution Control 2004
PPG 24	Planning and Noise September 1994
PPG 25	Development and Flood Risk July 2001

* PPS12 replaces PPG12 except that PPG12 remains in operation for development plans prepared under the 1999 Development Plan Regulations. This includes the South Gloucestershire Local Plan.