

CONTACT OFFICER: Paul Chick

SITE ADDRESS: Land East Of Coldharbour Lane Stoke Gifford Bristol South Gloucestershire
BS16 1UX

APPLICATION NO: 14/03677/K Other Consultations

EXPIRY DATE: 13 August 2014

Request for comment on application in adjoining authority for the development on 14.8 hectares of land seeking outline permission for the erection of up to 550 no. dwellings with associated infrastructure to include full permission for Phase I of development, consisting of the erection of 282 no. dwellings (of the 550 no. total), 250m2 of Retail and/or Community Meeting Space (mixed Class A1 Retail / Class D2 Assembly and Leisure), site access/spine road, car parking, open space, landscaping and drainage

RECOMMENDATION: OBJECTIONS raised

South Gloucestershire Council
Environment And Community
Services
PO Box 2081
Bristol
BS35 9BP

Development Control Committee A – 3 December 2014**Application No. 14/03677/K : Land East Of Coldharbour Lane Stoke Gifford Bristol South Gloucestershire BS16 1UX****BACKGROUND**

This application is a proposal for the development of Land East of Coldharbour Lane (LECL), an allocated site within the adopted South Gloucestershire Council Core Strategy (December 2013). The site is one of three strategic housing sites, along with Harry Stoke and Cheswick Village, which aim to deliver up to 2,600 homes within the early phases of the Core Strategy.

The application is made by Taylor Wimpey to South Gloucestershire Council seeking outline permission for the erection of up to 550no. dwellings with associated infrastructure and also contains full permission for Phase 1 of the development; consisting of the erection of 279no. dwellings (of the 550no. total), 250sq.m of retail and/or community meeting space (mixed use class A1 retail / D2 assembly and leisure), site access/spine road, car parking, open space, landscaping and drainage infrastructure.

The application site forms an area of open space/agricultural land and car parking, east of Coldharbour Lane, abutting the Bristol City boundary to the south and a road called The Crescent to the north. The Phase 1 element of the application relates to the area south of the cemetery. A separate planning application for the southern-most section of the site, which sits within the Bristol boundary, has also been made (ref.14/01514/F). This seeks consent for the laying out of open space and landscape works, connected to the housing proposal, and the outcome of that application is being delayed until the determination of the Taylor Wimpey proposal, which is due to go before the relevant planning committee at South Gloucestershire Council on 4th December 2014.

The purpose of this report is to confirm Bristol City Council's official comments, as the adjoining Local Planning Authority (LPA), in relation to the Taylor Wimpey proposals going before South Gloucestershire Council.

KEY ISSUES**(A) VISUAL IMPACT ON THE HISTORIC LANDSCAPE ENVIRONMENT**

The proposed development is located to the northeast of the Registered Historic Stoke Park, including the Dower House. The application was supported by visual representations of how the development would appear from various viewing points, given its elevated position on the hill. Considering these viewing points and the accurate representation of the development; officers are satisfied that the proposal would not have a detrimental visual impact on the historic landscape.

(B) ISSUES RELATING TO TRANSPORT AND MOVEMENT

The Transport Development Management Team provided their initial comments, setting out the background to their assessment, in July and these can be found at Appendix 1. Since then the team has been involved in extensive negotiations regarding the transport implications of the Taylor Wimpey proposal and Transport Development Management's latest comments are as follows:

"At the current time, TDM have little option but to advise that members recommend refusal of this application for the following reasons:

The applicant has failed to address its impacts in the absence of a meaningful and proportionate contribution towards a package of mitigation improvements at the Frenchay Park Road / Broom Hill junction in conjunction with other major proposals for growth in this area.

Consequently, the failure of the applicant to address these impacts will result in additional congestion

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at the junction to the detriment of road safety and public transport reliability. Secondly, this results in the failure of the development to demonstrate that it will actively encourage access by walking, cycling and public transport in line with current policy.

The mitigation package as it stands is therefore considered to be insufficient and contrary to paragraphs 29-35 of the NPPF, the Joint Local Transport Plan, policy BCS10 of the adopted Bristol Core Strategy and Policy DM23 of the Bristol's adopted Site Allocations and Development Management Policy.

Frenchay Park Road / Broom Hill mini-roundabout junction:

Of the four major planned housing developments that are forthcoming in this area (LECL, Blackberry Hill, Glenside Campus and St Matthias Campus), the LECL proposal has the greatest single impact at the Frenchay Park Road / Broom Hill junction of 31% of the total committed growth. This translates to 69 additional southbound vehicular movements through the junction in the morning peak, amounting to a 12.5% increase in traffic on this approach arm and a similar number of northbound movements during the PM peak. This is significant and left unmitigated will increase queuing on both the northern and eastern arms of the junction, whilst the southern arm will experience a similar increase in delays during the evening peak.

This junction has a history of delays to public transport and collisions between vehicles and cyclists and this has been demonstrated to the applicant's consultants through accident data and video footage providing clear evidence of the amount of conflict and congestion currently occurring.

Highway officers consider that it is not an option for BCC to allow the situation at this junction to worsen considerably as a result of the upwards of 1,300 new homes that are allocated for this area. This would lead to a significant increase in congestion, reduce the reliability of public transport and most importantly reduce safety for vulnerable non-motorised users. A further unseen detriment to public health would also arise given the reduced air quality coupled with the failure to encourage active travel.

Highway officers have therefore taken what is considered a fair and equitable approach to addressing these cumulative impacts and an assessment has taken place of the morning peak hour traffic generation of the above four developments and how they are forecasted to impact upon this junction.

BCC improvement scheme:

The improvements sought by BCC for this junction aim to a) improve safety considerably for pedestrians and cyclists, b) build in resilience to allow for better network management of congestion, and as a result c) achieve greater public transport reliability through the installation of traffic signals and widened footway provision. These objectives are central to transport planning policy and it is considered that to leave the junction in its current state will fulfil none of these aims whilst reducing safety further. BCC engineers have costed an indicative scheme of around £750,000 to address this junction, subject to the necessary contingencies, public consultation and design fees, of which it is required that the LECL development contributes £232,500 (31% of the above costs) through a tripartite section 106 agreement with South Gloucestershire Council.

BCC highway officers are disappointed and to some extent dismayed that the applicant views this as primarily a 'capacity scheme' given that the principle of network management is to create a safer and more efficient highway network for all users which is responsive to congestion whilst encouraging non-car modes of transport and improving bus reliability.

The scheme put forward by BCC will sit alongside the cycle / footway scheme BCC are currently considering along Broom Hill which will result in a safe and continuous fully segregated cycle route

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between Stoke Park and Cabot Circus. This is a demonstrably laudable objective and therefore it is not considered unreasonable to encourage developers to contribute towards this strategy where they generate significant traffic.

Applicants' suggested Improvement scheme

A scheme was submitted on behalf of Taylor Wimpey to address BCC's concerns consisting of some coloured surfacing and an illuminated bollard in the vicinity of the Duchess Gate with the intention of alerting motorists to cyclists.

However, this would fail for three reasons. Firstly, its minor nature will not mitigate the impacts of a 12.5% increase in traffic along Frenchay Park Road; secondly it would fail to encourage cycling along what is the last remaining unsegregated section of cycle route between Bristol City Centre and Stoke Park; and thirdly, its piecemeal nature bears no relationship to the more comprehensive strategy needed to mitigate major housing growth at this junction. Indeed the provision of coloured surfacing is irrelevant to such a busy and congested environment to sufficiently alert motorists to the presence of the cyclists, especially outside of daylight conditions, which is the case during both peak periods for five months of the year.

The submitted scheme also requires that all cyclists are to use the road in this location. Officers find this suggestion deeply flawed and concerning in that it fails to recognise: a) the nature and characteristics of the road as has been demonstrated b) personal injury accident data specifically affecting cyclists at this location and c) the policy requirement to encourage cycling as a safe and viable alternative to car use. Some roads are conducive to cycling, however this junction is certainly is not, handling over 2,000 vehicular movements during each peak hour.

St Matthias development:

With reference to the above the recently approved development of 217 homes at the St. Matthias Campus (BCC Planning Committee 12th November) in Fishponds was approved subject to a £148,515 contribution towards improving this junction in recognition of its impact as part of over £400,000 of highway contributions in addition to section 278 works. The package agreed for St Matthias is wide-ranging and includes improved provision for all modes whilst addressing safety concerns in a number of locations in an arguably more sustainable (adjacent to a town centre) location than LECL. In addition to the above, the St Matthias development will provide a CIL contribution of over £763,000 which contributes towards MetroBus as per BCC's approved 123 List.

Conclusion:

Whilst the LECL development is required by South Gloucestershire Council to contribute towards the North Fringe - Hengrove NFH MetroBus package, aside from a £50,000 agreed contribution to BCC towards improving surfacing along the Frome Valley Route, the LECL development currently fails in principle to address its vehicular impacts on Bristol's highway network.

Unfortunately, given that agreement has not been reached on a contribution towards the junction referred to above, we have no option but to recommend refusal of the application as a result of the failure of the scheme to mitigate its impacts to the detriment of highway safety and in the interests encouraging the use of non-car modes of transport in accordance with NPPF, the former Avon Authorities JLTP and Bristol's adopted Core Strategy and Development Management Policy documents."

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Gloucestershire BS16 1UX

RECOMMENDATION

Given the outstanding concerns raised by Transport Development Management, it is recommended to members that Bristol City Council, as the adjoining LPA, maintains its objection to the Taylor Wimpey proposals; recommending South Gloucestershire Council Planning Committee refuse the application for the reasons stated above.

BACKGROUND PAPERS

Transport Development Management
Transport Development Management

25 July 2014
21 November 2014



Strategic Transport *Transport Development Management Application Response*

To: Kevin Morley, North Area Planning Team
From: Laurence Fallon, Transport Development Management
Ext: x36846
Date: 25 July 2014
Address: Land East Of Coldharbour Lane, Frenchay
Application No: PT14/1260/O
Proposal: Development on 14.8 hectares of land seeking outline permission for the erection of up to 550 no. dwellings with associated infrastructure to include full permission for Phase I of development, consisting of the erection of 282 no. dwellings (of the 550 no. total), 250m² of Retail and/or Community Meeting Space (mixed Class A1 Retail / Class D2 Assembly and Leisure), site access/spine road, car parking, open space, landscaping and drainage infrastructure.
Recommendation: **Further information required**

Principle

This site is allocated within South Gloucestershire Council's Core Strategy for the period 2006–2027, adopted in December 2013. Whilst it is accepted that additional housing and development in this area is needed and indeed allocated local and national policy requirements are clear in their requirement for suitable and safe connections to the surrounding area.

In view of the above, measures to reduce the impact of the private car for trips must therefore be provided to mitigate the increase in vehicular trips arising from this development. This should be in the form of provision of realistic alternatives to private car use, including public transport improvements and adequate alternative routes for pedestrians and cyclists to allow for a reduction in vehicle trips on this network.

Summary of BCC Transport Development Management's position

BCC have considered the impact of the LECL development of 550 homes in line with requirements set out in the DfT's *Guidance on Transport Assessment, 2007*.

Unfortunately the Transport Assessment submitted with the application fails to recognise the impact of this major development upon Bristol's highway network, in particular along routes such as Frenchay Park Road, Broom Hill and through Stapleton. TDM have therefore requested that the applicant provide further analysis.

Frenchay Park Road / Broom Hill roundabout – current situation

The above junction currently suffers from considerable existing peak hour congestion, long queues and a poor air quality and safety record which will be exacerbated by the proposed development.

This is most marked during the morning peak hour period, often result in static queues to the east of the junction beyond Blackberry Hill and along Manor Road as far as its junction with Snowdon Road.

Similarly, considerable peak hour queues occur on a daily basis on both the northern and southern Frenchay Park Road arms of the junction, the former as a result of morning peak hour commuter traffic travelling from the direction of Frenchay towards central and east Bristol, whilst in the evening peak hour commuting and educational traffic travelling back from UWE and the north fringe to east and central Bristol. Added to this in the evening peak are the northbound movements originating from central and west Bristol which queue often as far as Stapleton village en route towards Frenchay and Fishponds.

This is also not helped by the lack of alternatives to car use in this location and the barrier to walking / cycling caused by the Frome Valley, as buses become delayed (as a result of congestion) whilst the level of protection for pedestrians and cyclists is considerably poor. To ignore this issue would result in a failing of the development to encourage the level of non-motorised trips that would be expected of such a major housing development.

Development Impact

It is clear that whilst there are key trip attractors in the city centre and the northern fringe, the issue of cross Bristol movements is also key and requires to be considered. This is supported by census data.

Some initial recent assessment work has been submitted on behalf of the applicant to aid BCC's understanding of the development's impact in this location. This assessment confirms close to a 10% increase in traffic upon the most congested arms of the roundabout during both the morning peak and evening peak hour periods. This amounts to around 100 additional vehicles in each peak hour period and is considered to be significant.

Without mitigation, the proposed development will lead to a severe worsening of conditions in this area in relation to congestion, highway safety and air quality whilst failing to offer residents of the development adequate facilities to undertake trips by sustainable modes to and from the development.

Consequently, and without suitable mitigation and alternatives to private car travel for journeys to the south of the development, it is considered that to fail to mitigate this impact would be contrary to the requirements of the NPPF, the current Joint Local Transport Plan (JLTP), Policy BCS10 of Bristol's adopted Core Strategy (2011) and the Transport Development Control criteria contained in Bristol's adopted Site Allocations and Development Management Policy DM23 (2014).

Promotion of sustainable modes of Travel

The provision of a direct, level route for pedestrians and cyclists between the site and the existing linkages in and around the Oldbury Court / Fishponds area would considerably reduce the number of vehicular trips already on the network as well as the impact of this development for journeys to and from the site from the south and east of the development. Such a route is identified between the two areas and is likely to comprise the provision of a route through the southern section of the site. A contribution is requested in order for BCC to investigate potential routes in this area, in a similar fashion to that already agreed as part of the Frenchay Hospital redevelopment.

TDM have identified to the applicant that the Frome Valley is a significant barrier to walking and cycling movements between the site and the areas to the south and east of the site and is partly a reason for the considerable congestion that occurs on the connecting road network in this location referred to above. Highway officers have made it clear to the applicant and counterparts at SGC that contributions will be sought towards the improvement of walking and cycling facilities in this vicinity to better link the proposed site with the surrounding areas within Bristol, in particular the city centre via the established Frome Valley route

A contribution of £50,000 is required towards the provision of improved pedestrian / cycle linkage between the site and areas to the south and east of the development, in recognition of the development as an attractor as well as a generator of non-motorised trips. This is a similar requirement to that agreed for the nearby Frenchay Hospital redevelopment for housing.

Requirements for Transport Infrastructure within the BCC area

In the event that South Gloucestershire Council are minded to recommend approval of this development, BCC will require as a minimum, pending and without prejudice to further analysis.

1) for the applicant to devise and fund / deliver a scheme of improvements to improve safety at the junction of Frenchay Park Road and Broom Hill

It is demonstrated below how these requirements are in compliance with the requirements of the CIL (Community Infrastructure Levy) section 122 as follows:

a) Necessary to make the development acceptable in planning terms

The impact of additional traffic along Frenchay Park Road, particularly at its junction with Broom Hill which is of growing local concern in respect of safety and congestion requires further consideration in terms of how this route can be improved to ensure the safety of pedestrians and cyclists living in the development and that the reliability of bus services is not compromised by traffic generated by the proposed development.

b) Directly Related to the development

The quantum of development traffic forecasted use this route in the absence of any remediation measures is forecasted by the application as just under 100 additional trips during each of the morning and evening peak hour periods.

In relation to capacity issues at the mini-roundabout junction of Frenchay Park Road and Broom Hill, and in the absence of any remediation, this level of traffic would result in a severe increase in the level of congestion occurring during the morning peak and evening peak hour periods to the detriment of road safety, the sustainability of this development and ultimately the environmental quality of the area.

The above increase in traffic movements are considered to be material as they would be made at the times of day when there is the greatest demand on the local highway network from all highway users including school children, pedestrians, cyclists and public transport users.

c) Fairly and reasonably related in scale and kind to the development:

The proposed application is promoted by Taylor Wimpey as a sustainable development that can contribute to housing need within the area north of Bristol. It is therefore considered reasonable that there is likely to be a significant demand for traffic movements to and from the site in the direction of the city centre and east Bristol via Frenchay Park Road, Stapleton village and Blackberry Hill. Likewise, it is conceivable that occupiers of the proposed residential units will migrate eastwards towards employment opportunities in east Bristol.

2) for the applicant to provide a financial contribution to BCC of £50,000 to improve walking and cycling links in this area. This approach is consistent with what has been agreed for the s106 supporting the development at Frenchay Hospital

It is demonstrated below how these requirements are in compliance with the requirements of the CIL (Community Infrastructure Levy) section 122 as follows:

a) Necessary to make the development acceptable in planning terms

The existing road network around the site does not at present offer a convenient, safe or direct route to the site for pedestrians and cyclists to access the proposal site from the direction of the key cycle routes which provide accessibility to the wider area. Nor is it viable for these modes of transport in terms of its topography (Blackberry Hill), the speed and volume of traffic (Frenchay Park Road / Manor Road), and the constrained carriageway widths and lack of cycle provision along this route.

Consequently, it is considered that without improvement to pedestrian and cycle linkage in this area, the development would fail to maximise the opportunity for access to the site by non-car modes of transport in line with current policy.

b) Directly Related to the development

The development proposes a housing development of 550 units, which is likely to house a population of more than 1,200 inhabitants. In order to access facilities to the east of the site whilst encouraging the use of more sustainable modes of travel, it is incumbent upon the applicant to demonstrate how sustainable travel will occur between the site and trip-end destinations, including the city centre as well as local centres (Frenchay & Fishponds) which provide essential facilities.

Given the red line boundary within the site it is considered to be within the gift of the development to either provide or fund the provision of improved linkage between the

site and its surrounding area.

c) Fairly and reasonably related in scale and kind to the development

It is probable that demand for the usage of an improved route between the site and Frome Valley would increase considerably were there to be an attractive route for pedestrians and cyclists. The above improvements are therefore considered to be practical and in keeping with the objectives of the proposed site travel plan to realise the objective of a modal shift away from single occupancy car use.

Revision	Date	Drn	Ckd
S	1.Plots 169-171 amended to comments	28.03.14	SP JK
T	1.PE41S house type revised to match PE41S used on job 21320.	07.04.14	JK JTO
U	1.Revised to council comments following meeting on 21.05.14.	04.06.14	JK JTO
V	1.Revised to affordable housing officer's comments.	18.06.14	JK JTO
W	1.Revised to council comments.	20.08.14	JK JTO
X	1.Full planning layout detail added such as side gates, private paths, parking numbers, etc.	03.09.14	JK JTO
Y	1.Amended to client comments rec. 15.09.14.	30.09.14	JK JTO
Z	2.Amended to council comments rec. 15.09.14 and to subsequent meeting with council and client.	30.09.14	JK JTO
AA	1.Amended to fire tender assessment and client comments.	01.10.14	JK JTO
AB	1.Bin store access amended to 41-57. 2.41-57 car park amended to bin access. 2.Bin store locations amended.	06.10.14	JK JTO
AC	3.Shed's re sized as per client email.	07.10.14	JK JTO
AD	1.Shed location to plot 204 amended. 22/10/14. New h/type variation created. 2.Plots 240-250 parking rev'd 3.Layout updated as per Chris Rose comments 04/11/14.	29.10.14	JK JTO
AE	1.Woodland path added in NE corner. 2.POS amended to the front of plots 251-252.	14.11.14	JK JTO



House type	No.	Sq.ft	Sq.m	Total Sq.ft	Total Sq.m	Storeys	Beds	
PA22	4	689	64	2756	256	2	2	
AT33	4	733	68	2932	272	2	2	
PA34	14	866	80	12124	1128	2	3	
PA44	4	1170	109	4680	435	2	4	
PT41	2	1222	114	2444	227	2	4	
PB41G	19	1252	116	23788	2210	2.5	4	
PA48	9	1399	127	12521	1145	2	4	
PD41H	10	1496	139	14960	1390	2	4	
PT43	2	1538	143	3072	285	2	4	
PB33G	19	1149	107	21831	2028	2.5	3	
PC32	23	1299	121	29877	2776	3	4	
PT42	1	1222	114	1222	114	2	4	
PE41S	18	1335	124	24030	2232	3	4	
PD47S	6	1506	140	9036	839	2	4	
PB52	8	1759	163	14072	1307	2.5	5	
sub total	143			179145	16643			
OM Apartments								
Apartment B	1 bed flat	6	515	48	3090	287	F	1
	2 bed flat	6	722	67	4332	402	F	2
Apartment F	1 bed flat	6	525	49	3150	293	F	1
	1 bed flat	3	587	55	1761	164	F	1
Apartment G	1 bed flat	3	536	50	1608	149	F	1
	2 bed flat	3	635	59	1905	177	F	2
Apartment H	1 bed flat	2	582	54	1164	108	F	1
	1 bed flat	2	553	51	1106	103	F	1
	1 bed flat	4	536	50	2144	199	F	1
	2 bed flat	2	635	59	1270	118	F	2
sub total		37			21530	2000		
Rented								
AA23	18	808	75	14544	1351	2	2	
AA31	10	910	85	9100	845	2	3	
AA43-S1	2	1170	109	2340	217	2	4	
AA43-S2	1	1170	109	1170	109	2	4	
AA43-S3	1	1170	109	1170	109	2	4	
AB41	6	1148	107	6888	640	2	4	
sub total		38		35212	3271			
Intermediate								
AA23	11	808	75	8888	826	2	2	
AA31	5	910	85	4550	423	2	3	
sub total		16		13438	1248			
Rented Apartments								
Apartment B	1 bed flat	12	515	48	6180	574	F	1
	2 bed flat	11	727	68	7997	743	F	2
Apartment E	1 bed flat	5	544	51	2720	253	F	1
	2 bed flat	6	795	74	4770	443	F	2
Apartment G	1 bed flat	3	582	54	1746	162	F	1
	1 bed flat	4	553	51	2212	205	F	1
	1 bed flat	4	536	50	2144	199	F	1
sub total		45			27769	2580		
HA Subtotal		99	35.5%					
TOTAL		279			277094	25743		
GROSS SITE AREA			24.31 acres		9.84 ha			
Landscaping and Additional POS			6.73 acres		2.72 ha			
Play Space			0.58 acres		0.23 ha			
Highways Infrastructure			1.84 acres		0.75 ha			
Balancing Pond			0.79 acres		0.32 ha			
Mixed Use			0.10 acres		0.04 ha			
Substation			0.01 acres		0.00 ha			
Gas Line			0.19 acres		0.07 ha			
NET SITE AREA			14.08 acres		5.70 ha			
COVERAGE (net net area)			19683 sq ft / acres		4518.56 sq m / ha			
DENSITY (net net area)			19.8 no./acre		49.0 no./ha			

	Phase 1 Application Boundary
	Phase 2 Residential Boundary
	Rented Housing
	Intermediate Housing
	Fence 1.8 Closeboard
	Fence 1.8 Panel
	Railings 1m
	1.5m Piers with 1m Black Metal Railings
	1.5m Brick Piers and Timber Panel Wall
	1.5m Screen wall
	Hedge
	1.8m x 1.8m pavers (600 sq. paving slabs)
	External Bin Store
	Demarcation Strip 80x80 Tropic Cobble Penum Grey or similar approved
	Feature Building
	Front access & part M Access 900 wide using 450 sq. slabs
	Plot Numbers
	Timber Bollard
	Single Pedestrian Gate (1m)
	Refuse Collection Point
	Rectangular Block Paving 200 x 100 x 80 Colour - Natural
	Rectangular Block Paving 200 x 100 x 80 Colour - Grey
	Retail Units
	Timber shed with secure lock
	Proposed Gas Main & Easement
	New Exclusion Zone
	Grasscrete for fire tender access
	Safe Route to Schools

Project
Land East of Coldharbour Lane

Drawing Title
Planning Layout SKETCH
Phase 1

Date
23.04.13

Scale
1:1000 @ A1

Drawn by
TF

Checked by
JTO

Project No
21915

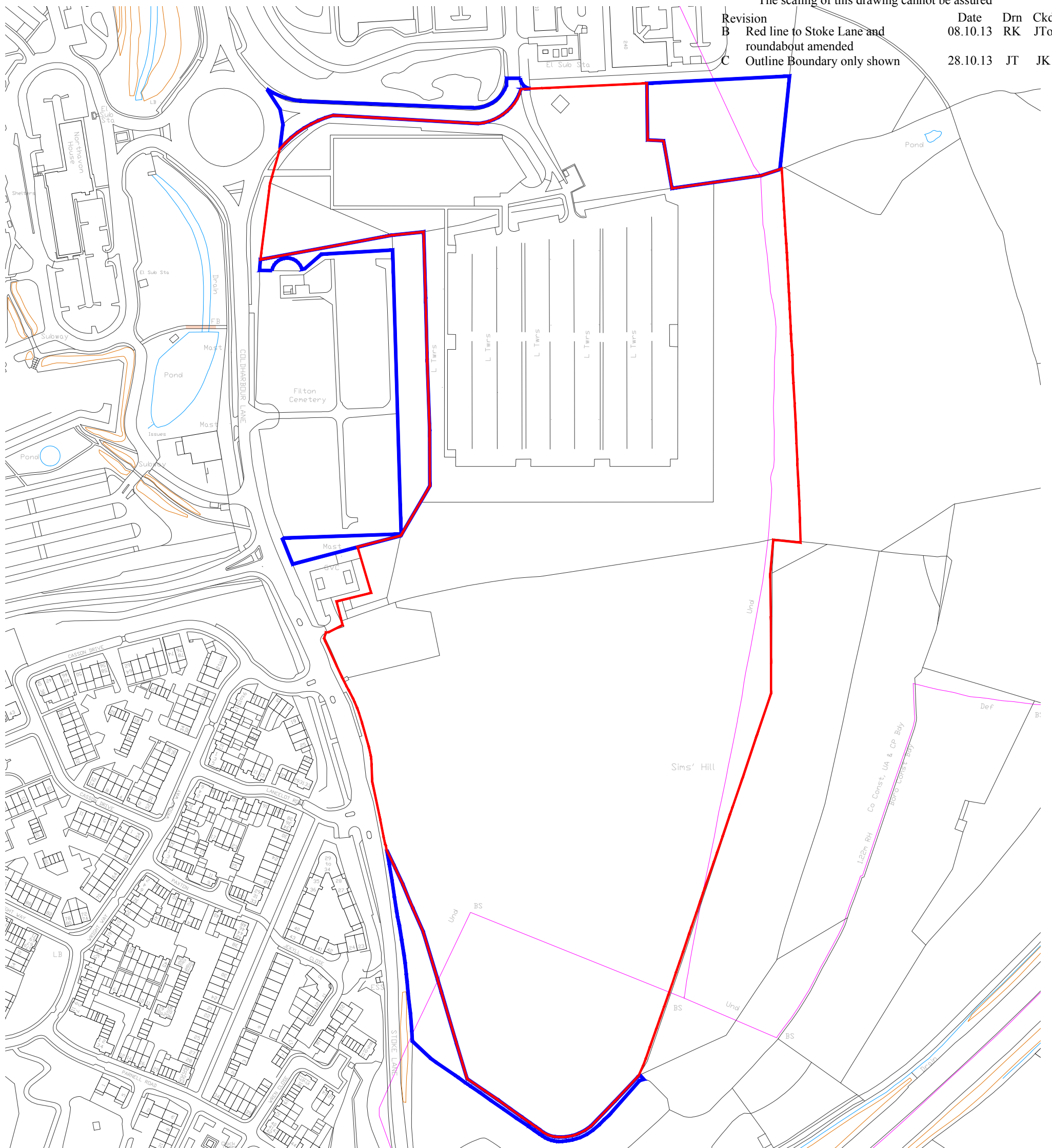
Drawing No
PL-03

Revision
AE



The scaling of this drawing cannot be assured

Revision	Date	Drn	Ckd
B	08.10.13	RK	JTo
C	28.10.13	JT	JK



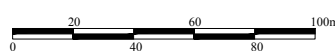
Project
Land East of Coldharbour Lane

Drawing Title
**Site Location Plan
Outline Application**

Date	Scale	Drawn by	Check by
20.06.2013	1:2500 @ A3	TF	JT
Project No	Drawing No	Revision	
21915	PL-01	C	

LEGEND

-  Site Boundary
-  Site Ownership



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