

**WARD:** **CONTACT OFFICER:** Paul Chick

**SITE ADDRESS:** Former Filton Airfield Filton South Gloucestershire

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**APPLICATION NO:** 14/05445/K Other Consultations

**EXPIRY DATE:** 20 November 2014

*Mixed use development on 143.13 hectares of land comprising: residential development for up to 2,675 dwellings and apartments (comprising 2,635 x Use Class C3 and 40 x Live Work Units - Sui Generis); up to 24ha of stand-alone employment land (comprising up to 17ha Use Class B1a and up to 7ha Use Class B1b/c, B2 and B8); Retail/Food and Drink facilities in Employment Hub up to 900sqm (Use Class A1/A3/A4); 120 Bed Hotel up to 3,800 sqm (Use Class C1); Rail Halt (0.45ha Use Class Sui Generis); Education provision to include a Secondary School (8.28ha) (to incorporate Built Sports Centre up to 1,550sqm Use Class D2), 2 no. Primary Schools (total 5ha) and 2 no. Children's Nurseries (total 0.8ha) (all Use Class D1); Mixed-Use Centre to comprise Community Facilities up to 3,000sqm; Dental Surgery up to 800sqm; Health Centre up to 2,100sqm (All Use Class D1); 70 Bed Extra Care Facility up to 12,500sqm (Use Class C2); Public House up to 800sqm (Use Class A4); Opticians up to 600sqm (Use Class A1/A2); Retail/Services/Food and Drink facilities up to 500sqm (Use Classes A1, A2, A3 and A5); Business Offices up to 500sqm (Use Class B1) and Retail Supermarket up to 2,787sqm gross (Use Class A1); together with; supporting infrastructure and facilities including demolition, ground works and remediation, highways, utilities, landscaping, sustainable urban drainage system, wildlife water basins and public open space. Outline application including access, with all other matters reserved.*

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**RECOMMENDATION:** Other

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

**APPLICANT:**

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**Development Control Committee A – 3 June 2015****Application No. 14/05445/K: Former Filton Airfield Filton South Gloucestershire****BACKGROUND**

This outline planning application is a proposal for the development of the northern part of the Cribbs Patchway New Neighbourhood (CPNN), an allocated site within the adopted South Gloucestershire Council Core Strategy (December 2013) for the development of 5,700 dwellings, 50 hectares of employment land, open spaces, schools and community facilities. With the exception of access, all other matters are reserved. The City Council is not making the decision in these circumstances, but making formal comments relating to the impacts of the development on Bristol.

An indicative master plan is enclosed as part of the supporting documents.

Members will recall that an application for the western portion of the CPNN which proposed up to 1,000 dwellings, a primary school and a mixed use centre including a food store of up to 2,000 sq m floorspace was considered at the A Committee meeting of 3<sup>rd</sup> December 2014. Committee objected on the grounds that the new store would harm the vitality and viability of Crow Lane (Henbury) Centre. South Gloucestershire Council approved the application at a committee meeting on 12<sup>th</sup> March 2015.

Prior to the above, an application to consider development of 1,100 dwellings on the southern part of the Cribbs Patchway New Neighbourhood to the south and south west of Filton Airfield was considered by the Development Control (North) Committee at the meeting of 15th January 2014. The application was approved by South Gloucestershire Council at the end of January 2014 however the related Section 106 Agreement has not yet been signed.

**KEY ISSUES**

The key issues from the perspective of Bristol City Council are economic impact, retail impact and transport/highway matters.

**ECONOMIC IMPACT**

The adopted SGC Core Strategy allocates 50 ha of employment land within the CPNN, whereas this application proposes the development of 24 Ha of employment land. Dedicated employment land was not provided within the first two applications referred to above. This raises the issue whether there are strategic employment implications for the sub-region as a result of this proposed reduction of allocated employment land.

In response to this issue, the Economic Development Team has advised that it does not consider that the reduction in the employment land allocation at the Airfield from 50 ha to 24 ha presents a major risk to the aims of the wider Filton Enterprise Area, for two reasons:

- (i) At least one other major employment site, the ex-Rolls Royce East Works, is set to move forward again, and potentially offers a substantial quantum for B2/B8 uses.
- (ii) The need to provide a wider range of jobs in local services which will be readily accessible to the CPNN community. The strategy should be to build maximum flexibility into the future mix of employment uses, that will address both the local employment needs of the new CPNN community and the strategic development needs of the aerospace, defence and related engineering sectors.

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The future needs of the aerospace and engineering sector are very difficult to forecast in terms of optimum mix of office, research and development, and manufacturing / assembly facilities, due to the general volatility in global markets and intra UK and EU competition factors.

Provision of B1 workspace specifically aimed at local community-based entrepreneurs (both new start-ups and existing self-employed or growing micro businesses seeking full or part-time use of workspace and training facilities) should be given a greater emphasis and quantum. The application does include 500 sq m of 'Business Offices' (B1) and reference to an 'Employment Hub' (up to 900 sq m) for retail food and drink facilities, plus live work units, but it is not clear if or how this segment of local community enterprise support is being addressed.

[This last point is concerned with local rather than strategic employment issues and an objection on this basis would be unreasonable.]

**RETAIL IMPACT**

A retail statement was submitted with the application by Mary Davidson Associates (MDA) to assess the retail impact of the proposal on existing stores and centres outside the CPNN area.

In terms of the impact on nearby centres, the statement comments that 5.1% impact on the Co-Op at Henbury and a 5.5% impact on the Iceland store at Henbury in 2027. However, the statement also adds that the additional retail convenience expenditure generated within the CPNN area is also likely to be spent within existing stores and centres in the wider area, and this additional expenditure has not been factored into the results. As a consequence, the predicted diversion figures are likely to be an over-estimation. The statement concludes that this level of predicted impact is not significant and is within an acceptable impact range given the health and role of these centres.

The findings of the retail statement are considered acceptable, the quantum of retail floorspace proposed for the development is in proportion to the needs of the new community and no objections are raised to the retail impact of the proposed development on Henbury or any other existing centre in Bristol.

**TRANSPORT/HIGHWAYS**

The Transport Development Management Team has commented as follows:

**Initial Response, 10 December 2014:**

TDM objects to the application in its current form due to a *"Failure of the applicant to address the scoping requirements of Bristol City Council's highway officers, confirmed in writing in April 2014."*

*"Consequently, a failure of the application to demonstrate the impact of the development on Bristol's highway network, notably the A38 and B4056 routes, as well as the areas of Horfield, Southmead and Henleaze."*

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Other matters were also considered to be unacceptable to BCC at that time in relation to the following:

- *Lack of acknowledgement within the submission of the non-motorised linkage to/from Bristol to the south of the site;*
- *A proposed phasing strategy that fails to deliver high quality public transport access to the south at an early stage of development.*
- *The suggestion of Fishpool Hill providing a route into the development*

**Further Response, 24 March 2015:**

Following further dialogue with SGC, a number of the above concerns were addressed, most notably in terms of the confirmation of the development's impact on Bristol's highway network. In relation to this the applicant provided BCC with a Technical Note detailing the additional flows generated by the development upon which to consider impacts and mitigation. This is detailed later. However, the following matters were still considered at that time to be outstanding which were included in a further response to SGC:

*“Phasing – BCC officers have no surety that this development or indeed the entire CPNN will be appropriately timed to provide an advantage to sustainable modes of transport from the outset of the development.”*

*“Legal Agreements – It has been requested by SGC that BCC are absent from both the Landowner s106 Framework Agreement and each subsequent developer s106 agreement. At present BCC express serious concerns with such an approach.”*

*“Off-site mitigation – Directly following from the above matter, whilst progress has been made regarding improvements to the A4018 corridor and a sum of money agreed towards sustainable transport measures and mitigation to the west of CPNN, the same cannot be said to the east for the A38 and B4056 corridors which are both directly affected by the Airfield proposals.”*

**Current Position****Impact of BAE development upon Bristol's Highway Network**

The impact of the scheme in terms of peak hour network flows is illustrated in the tables below, with the highway links on Bristol's network shown **bold** and SGC's and the HA's network shaded grey. These two tables are split into the impact to the south west of the development, principally along the A4018 and the impact to the east, along the A38 and B4056 corridors.

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BAE Development peak hour impact (south west of CPNN)

Link – South West of CPNN	Direction	AM Peak Flows	PM Peak Flows
M5 north of J17	NB	91	113
	SB	102	168
M5 south of J17	NB	163	92
	SB	146	120
A4018 Wyck Beck Rd, north of Crow Lane	NB	120	101
	SB	195	207
B4055 Station Rd, south of A4018	NB	61	57
B4057 Crow Lane, west of Passage Road	EB	4	3
	WB	95	79
A4018 Passage Road, south of Crow Lane	NB	100	95
	SB	89	120
A4018 Falcondale Road, south of Greystoke Avenue	NB	93	83
	SB	63	92
A4018 Westbury Road, south of Westbury Hill	NB	55	40
	SB	53	88

BAE Development peak hour impact (south east of CPNN)

Link –South East of CPNN	Direction	AM Peak Flows	PM Peak Flows
A38 north of Hayes Way	NB	63	167
	SB	276	106
B4057 Gypsy Patch Lane, east of A38	WB	95	76
	EB	185	34
A38 south of new site access	NB	537	294
	SB	352	479
A4174 east of A38	WB	276	117
	EB	75	108
B4056 Southmead Road, south of A4174	NB	60	48
	SB	19	40
B4056 Henleaze Road, south of Southmead Road	NB	16	25
	SB	7	12
A38 Filton Road, south of A4174	NB	198	108
	SB	142	173
A38 Gloucester Road, north of Monks Park Avenue	NB	210	108
	SB	129	163
A38 Gloucester Road, south of Monks Park Avenue	NB	190	106
	SB	111	136
B4468 Kellaway Avenue, south of Gloucester Road	NB	29	2
	SB	12	4
A38 Gloucester Road, north of Muller Road	NB	149	102
	SB	92	124
B4469 Muller Road, south east of Gloucester Road	NB	18	13
	SB	18	62
A38 Gloucester Road, south of Muller Road	NB	132	89
	SB	74	62

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It is now possible for BCC officers to consider this information in further detail and in liaison with counterparts at SGC in order to agree how the Infrastructure Delivery Plan (IDP) can best deliver mitigation and provide linkages to the south east of the development within the BCC area, in order for CPNN to demonstrate accordance with adopted SGC Core Strategy Policy CS26.

Mitigation / Accessibility Enhancements

Much of Bristol's highway network to the south of CPNN is constrained by its width, the density of the urban environment and the need to ensure safe crossing facilities and access for the most vulnerable highway users. The potential of road widening to accommodate additional traffic is not an option due to the extent of private land that would need to be acquired to realise this, added to the increased congestion that such capacity enhancements to the north would generate further south within the city.

Instead, it is considered by BCC officers in line with policy that the only realistic option to enable additional movement along these corridors generated by the development is by sustainable modes which are less polluting, take up the least road space per head and enable more sustainable forms of development which contributes to a better environment and in so doing reducing the risks to public health. The delivery of enhanced public transport, walking and cycling routes is embedded within national and local planning & transport policies and is therefore pivotal to the success of CPNN if it is to become a sustainable development.

BCC officers require that the following matters are addressed through the delivery of mitigating infrastructure to support CPNN within Bristol's highway network and are currently in dialogue with officers at SGC to enable the delivery of the following infrastructure which will be funded through the £5,800 per dwelling for transport which SGC are set to agree with the various developer consortia through a CPNN framework agreement under s106.

Improvements to BCC's network along the A4018 and to the west:

Significant progress has been made towards developing improvements to public transport accessibility and reliability along the A4018 corridor to the west of the development. This will be subject to detailed microsimulation modelling in due course. However, the current extent of agreed works is provided below:

- 1) Implementation of network management and bus priority measures along the A4018, including:
  - a. Signalisation of the A4018 Wyck Beck Road / Knole Lane / Crow Lane roundabout
  - b. Signalisation of the A4018 Passage Road / Greystoke Avenue junction
  - c. Further network management measures along Falcondale Road and Westbury Road
- 2) Delivery of a cycle route along Fishpool Hill / Brentry Lane
- 3) Delivery of a cycle route between Cribbs Causeway and Station Road, Henbury
- 4) Associated traffic management within the areas of Henbury and Westbury-on-Trym

**Development Control Committee A – 3 June 2015****Application No. 14/05445/K: Former Filton Airfield Filton South Gloucestershire**Improvements to BCC's network along the A38, B4056 and to the south

In keeping with SGC's adopted Supplementary Planning Document (SPD) and following confirmation of the impact of the CPNN development on Bristol's highway network to the south and east of the development, BCC's requirements in this area are as follows:

- 1) Public Transport, walking and cycling enhancements along the A38 Gloucester Road and B4056 Southmead Road corridors towards Bishopston and Henleaze, respectively.
- 2) The delivery of an early public transport connection to the BAE site via Charlton Road;
- 3) The delivery of high quality cycle corridors along the following routes:
  - a. Charlton Road / Pen Park Road between CPNN and Southmead Hospital
  - b. Between BAE site and Southmead Road (in the vicinity of the BAWA site)
  - c. B4056 Southmead Road between A4174 and Eastfield Road

The above infrastructure currently forms part of an ongoing dialogue with officers at SGC and it is expected that an agreed sum of money will form a legal agreement between the two authorities to allow for the above infrastructure to be delivered in a timely fashion and at an early enough stage to have a positive impact upon the travel habits of residents / users of the new development.

**Internal Layout & phasing**

Fundamental to the success in sustainability terms of the CPNN is the requirement for early and direct Public Transport, walking and cycling corridors to be delivered within and around the site, avoiding convoluted and unattractive routes. The initial proposed phasing of the BAE application appeared to run contrary to this, with the vast majority of the early phasing of the development being from Hayes Way.

This is a matter where SGC highway officers from both authorities are in agreement. SGC have very recently shared some initial phasing plans for the whole of CPNN which attempt to address this and other concerns surrounding the internal layout and infrastructure. At the time of writing, BCC officers are currently reviewing this documentation and will therefore be in a position to update members verbally at committee on officers' views on this submission.

**A38 access and operation**

When assessed by signal engineers at BCC, the initial proposed access junction to the A38 was found to be an unworkable and complex solution which would do more to hinder public transport rather than help the convenient passage of buses through the junction. This would potentially negatively impact on BCC's network through failing to provide sufficient advantage to public transport in such a way as to make it an attractive alternative to car use.

Following the submission of a Transport Assessment Addendum on the 8<sup>th</sup> May, the applicant has sought to address these concerns by providing a solution which incorporates a bus-gate ahead of the junction with the A38 to enable public transport an advantage over general traffic and in doing so minimising delays to bus passengers exiting the site. At the time of writing BCC officers are still assessing the various modelling outputs of this solution and intend to update members verbally at committee in relation to this matter.

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Further to this it is understood that SGC have requested that the Combination Ground access be pursued in order to carry the revised MetroBus (North Fringe to Hengrove) route under the A38 and along North Way, serving the East Works site eventually joining Gypsy Patch Lane, avoiding considerable potential delay in the process.

**Network Management**

Linked to the above matter, BCC highway officers are insistent that the highway network and in particular bus corridors operate Urban Traffic Control (UTC) using the Split Cycle Offset Optimisation Technique (SCOOT) in order to maximise the efficiency of the corridor and ensure that advantage is provided to buses to reduce journey times whilst effectively managing queuing and congestion. SGC are yet to confirm which method of signal control will be utilised although have indicated that they do not wish to manage signal junctions in isolation.

**CONCLUSION**

The primary issue with this application is transport and BCC Transport officers have been working with their counterparts at SGC on this matter. Significant progress has been made and there are no substantial issues that need to be resolved.

This is an application within SGC where BCC are commenting rather than making the decision, and the recommendation is that SGC (who are due to determine this application on 4<sup>th</sup> June) take BCC's comments into account before making their decision.

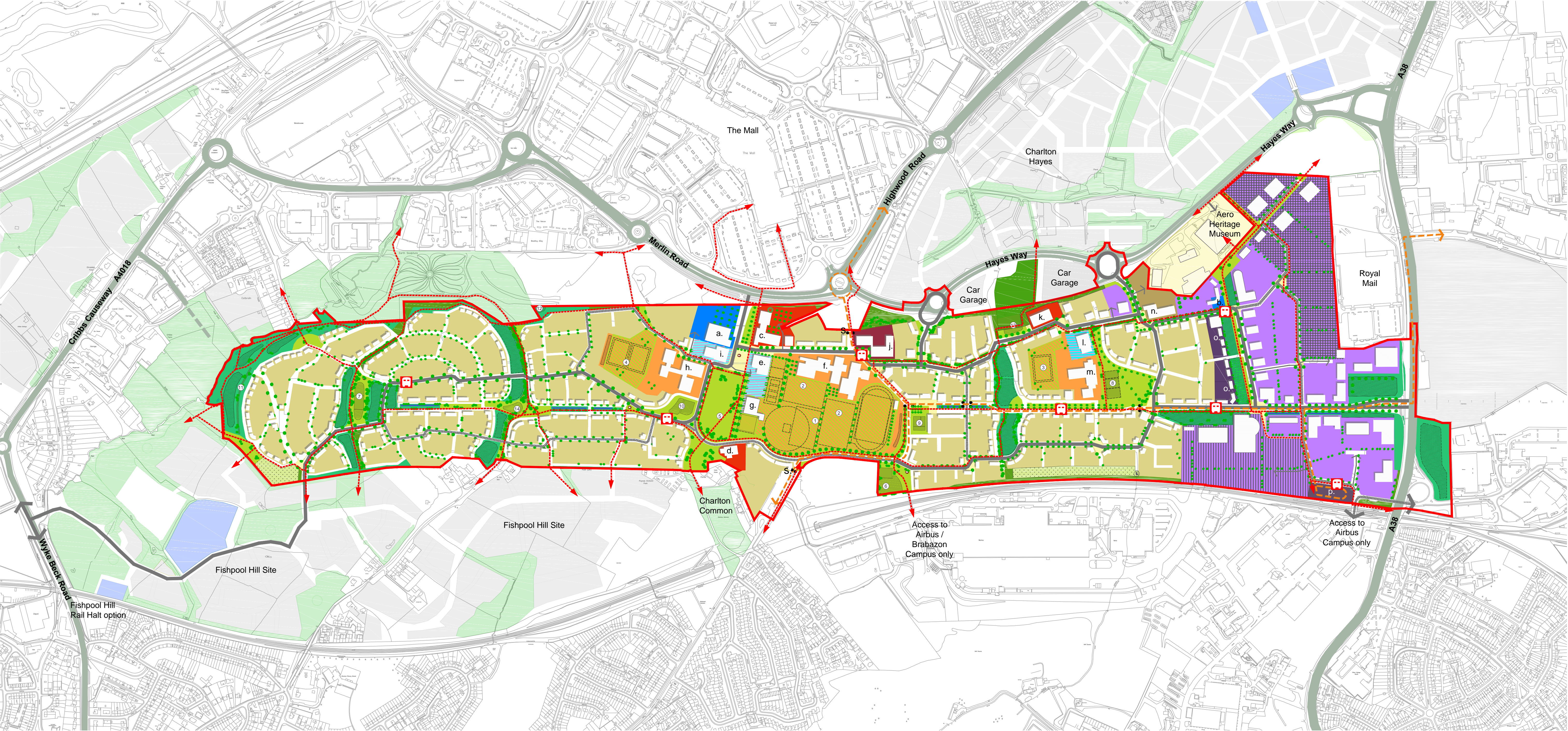
**RECOMMENDATION**

**COMMENT**

That South Gloucestershire Council is requested to have regard to the comments set out in this report before determining the planning application before them.

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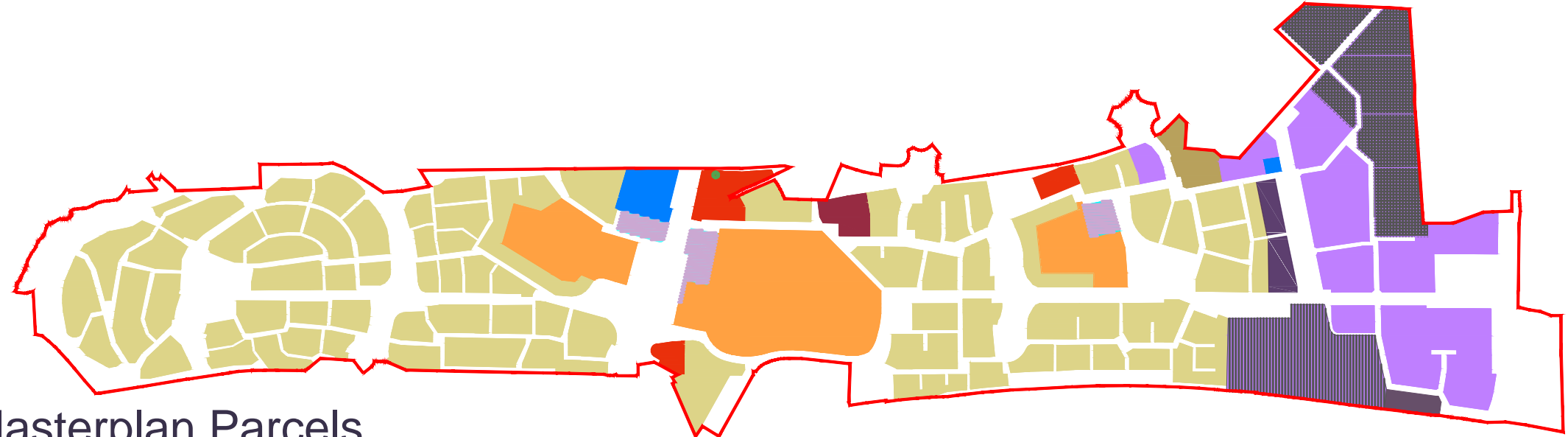


Masterplan Key

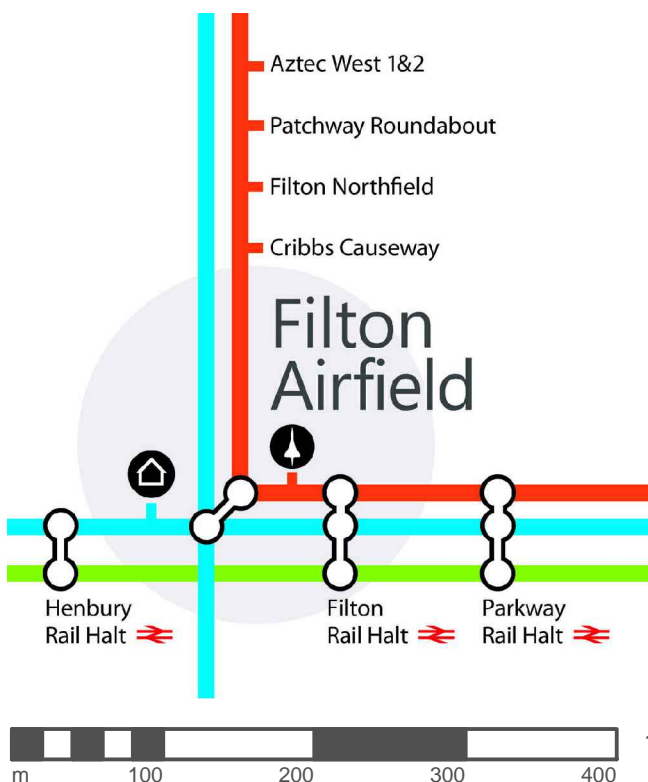
- Residential Development Parcels
- Extra Care Facility
- Education Development Parcels
- Retail Use Development Parcels
- Mixed Use Development Parcels
- Hotel / Leisure Development Parcel
- Community Use Development Parcels (Nurseries & Community Centre)
- Employment B1(a/b/c) & B2 Development Parcels
- Employment area where B8 uses could be located
- Employment B1(a) HQ Office Development Parcel
- Live / Work Development Parcels
- Rail Halt Safeguarded site
- Development parcels, POS, mixed use for sites under construction, seeking planning permission or with permission

- Open Space Areas, inc -
- Informal Open Spaces / Parks
  - Formal Sports Use (Bowling Green)
  - Formal Sports Dual Use in Schools
  - Semi-Natural Spaces
  - Wooded areas
  - Sustainable Urban Drainage Basins
  - Allotments
  - Equipped Play Areas / Youth play locations
  - Green Runway, inc swales
  - Primary Road Network
  - Secondary Road Network
  - Public Transport Priority Route
  - Key Pedestrian and/or Cycle linkages
  - Bus Gate locations

- a Retail Supermarket
- b Retail / Cafe / bar in employment hub building
- c Mixed Use Parcels (including Health Centre, small retail units, chemist, dentist)
- d Public House
- e Library & Community Centre
- f Secondary School
- g Sports Hall - dual use (school / public)
- h West Primary School (3 Form Entry)
- i West Nursery (72 places)
- j 70 Bed Residential Extra Care Site
- k Mixed Use converted 16u shed
- l East Nursery (72 Places)
- m East Primary School (2 Form Entry)
- n Hotel
- o Live / Work units
- p Rail Halt Site
- 1 Dual Use Sport Pitches and Courts (school / public) including -
  - 2 Senior Lit Astro Turf & 3G pitch
- 3 East Dual Use Mini Pitch (school / public)
- 4 West Dual Use Mini Pitches (school / public)
- 5 Charlton Park
- 6 Skate Board Park and surfaced court
- 7 West Park NEAP, surfaced court & Toddler Play
- 8 East Park NEAP, surfaced court & Toddler Play
- 9 Brabazon Park LEAP & Toddler Play
- 10 Charlton Park NEAP & Toddler Play
- 11 Henbury Trym Trim Trail Play Equipment
- 12 Viewpoint LEAP Play Equipment
- 13 Filton Wood LEAP Play Equipment
- 14 Fishpool Park Toddler Play



CLIENT :	BAE Systems		
DRAWING TITLE :	Filton Airfield Masterplan		
DRAWN BY :	CD	CHECKED BY :	CW
ISSUE DATE :	29/09/2014	STATUS :	
PROJECT NO. :	13-030	DRG NO. :	520
		REVISION:	G



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