

WARD: Lockleaze **CONTACT OFFICER:** Amy Prendergast
SITE ADDRESS: Romney House Romney Avenue Bristol BS7 9TB

APPLICATION NO: 18/00703/P Outline Planning

DETERMINATION DEADLINE: 21 May 2018

Outline application for demolition of existing buildings/structures and comprehensive redevelopment comprising up to 268 dwellings (Use Class C3) including affordable homes, vehicular, pedestrian and cycle access from Romney Avenue and Hogarth Avenue, car parking, public open space, landscaping and other associated works. Approval sought of Access and Layout. (Major Application)

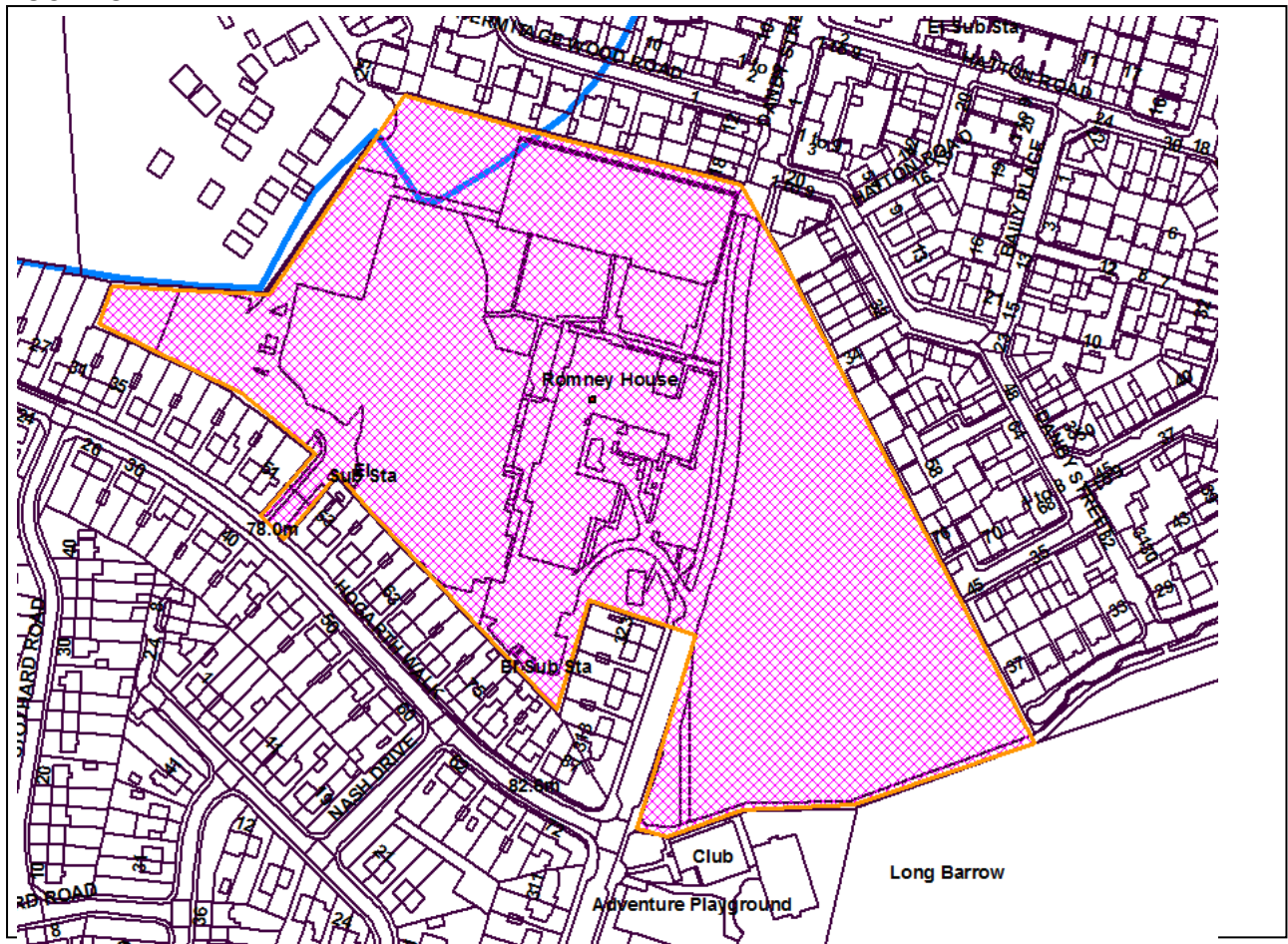
RECOMMENDATION: GRANT subject to Planning Agreement

AGENT: Turley
40 Queen Square
City Centre
Bristol
BS1 4NT

APPLICANT: Bristol City Council
C/o Agent

The following plan is for illustrative purposes only, and cannot be guaranteed to be up to date.

LOCATION PLAN:



Development Control Committee A – 25 July 2018**Application No. 18/00703/P : Romney House Romney Avenue Bristol BS7 9TB****SUMMARY**

The application for outline planning permission, ref: 18/00703/P brought before Committee is for the demolition of the former school and office site in North Lockleaze and development for up to 268 homes, made up of a mix of flats and dwellinghouses. This includes 30% affordable housing, on a site which has been allocated within the local plan for approximately 250 houses, with 77% of these affordable homes being for social-rent and 23% for shared-ownership.

The outline application looks at access and general layout only. All other matters are reserved.

The North West corner of the site is located within South Gloucestershire and subsequently an identical application has also been submitted to South Gloucestershire's Local Planning Authority.

Thirty eight representations were received in total following public consultation from residents, twenty one in opposition to the scheme, five in support and twelve neutral comments. A summary of the main issues raised in representations received is set out below. Full copies of the comments received are available on the Council's Planning Register.

The application has not been referred to Committee by a Councillor, but due to the level of public interest and the fact the application is a Bristol City Council Housing Scheme where Bristol City Council is both the applicant and land owner, it is considered appropriate for this application to come before the Committee.

The parameter plans, indicative layout plan and overall context are such that the Local Planning Authority is satisfied that this particular land use, quantum of development and associated highway impacts are acceptable and can be accommodated on the site. Therefore following receipt of additional information in relation to drainage, air quality and sustainability, Officers are satisfied that the outline application for access and general layout only is acceptable (subject to a number of conditions and obligations/financial contributions if planning permission were to be forthcoming).

In this instance, as Bristol City Council is the applicant and the land owner; and in its capacity as Local Planning Authority (LPA), Bristol City Council is also the determining body for the planning application. A small part of the site is also located within South Gloucestershire, making this a cross boundary application. As a result of these complexities involving the land sale and ownership the structure for the future disposal of the application site is not yet finalised and cannot be fully finalised before Committee.

Once the land disposal structure has been progressed to a sufficient stage this will enable the LPA to consider properly the preferred legal mechanism to secure the planning obligations/contributions which would likely be through a Grampian style Condition (further detail is set out in Key Issue K below) attached to any planning consent requiring the future landowner/Housing Delivery Company/other third party to enter into a s106 legal agreement (or appropriate alternative mechanism).

In order to prevent delay as disposal of this land progresses, the application is brought to Committee now for consideration by Members with a resolution to GRANT planning permission delegated to officers subject to the satisfactory resolution as considered by the Local Planning Authority regarding a Grampian Condition or suitable alternative legal mechanism to secure the required obligations and to finalise suitably worded conditions.

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The application site is located on the northern edge of Lockleaze and is allocated within the Site Allocations and Development Management Policies (Site BSA0403) for housing development.

The site was previously occupied by Lockleaze School, up until its closure in 2004 when the site has been occupied by City Council offices. The site is a brownfield site.

The majority of the site lies within the Bristol City Council (BCC) authority boundary with part of the North West corner located within the authority of South Gloucestershire (S. Glos). The whole site is owned by BCC, who is also the applicant.

On the north western side, the site borders onto a former playing field (in South Gloucestershire) where planning permission has been granted for a residential development on the site of these playing fields, which is currently under construction.

To the east are the green open spaces of Stoke Park, an historic designed landscape of national importance included by Historic England on the Register of Parks and Gardens of Special Historic Interest (Grade II).

To the South are the post-war residential streets of Lockleaze.

The site is within easy walking distance of shops at Gainsborough Square and Cheswick Village. The shops and services on Filton Avenue are also within walking distance.

The site is partially located with the Stapleton and Frome Valley Conservation Area. The eastern part of the site is designated as a Wildlife Corridor and a public right of way, footpath BCC/80, is within the site boundaries. A cycle path also runs through the site.

RELEVANT HISTORY

History of most relevance to this application includes the following:

10/05550/FB: Construction of a new bus link from the north end of Romney Avenue, to the northern fringe development to comprise a 6 metre carriageway and footway. Ancillary works include a replacement car park for Romney House and tie-ins to existing highway network. Planning permission granted, 7 April 2011

A Screening Opinion request was submitted to Bristol City Council on 3 January 2017. The Council issued its formal Opinion on 15 February 2017 confirming that an Environmental Statement was not required (ref 17/00065/SCR).

Outline planning application 18/00704/P, on a nearby site in Lockleaze (land at Constable Road/Crome Road) has also been submitted by BCC and is of relevance as it is for the development of up to 81 dwellinghouses, also within Lockleaze.

Application PT15/0510/F was for the approved development adjacent, within the administrative boundary of S.Glos.

As part of the site falls within S. Glos, an identical outline planning application has also been submitted to S. Glos. (S. Glos. ref: PK18/0989/O)

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During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development. Overall, it is considered that the approval / refusal of this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010.

COMMUNITY INVOLVEMENT

The Government's National Planning Policy Framework emphasises the importance of planning applicants carrying out involvement on their emerging proposals.

Paragraph 66 states:

'Applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community.

Proposals that can demonstrate this in developing the design of the new development should be looked on more favourably.'

For major developments proposals should be discussed with neighbours and other nearby occupiers/owners of properties/land at the earliest possible stage in developing the proposal.

A Statement of Community Engagement has been submitted for this outline major application.

Engagement activities included discussions and meetings with the Lockleaze Network Group and local councillors; the distribution of consultation awareness raising materials; a series of public exhibitions, and a dedicated project page on the Bristol City Council website.

A full summary of the feedback received during the multi-phased consultation and how the schemes have changed in response to the consultation feedback is included within the Statement of Community Engagement which can be found on the Council's website.

Further consultation should be carried out with any subsequent reserved matters application that may be submitted in the future.

APPLICATION

Outline planning permission is sought for the construction of 268 dwellings (Use Class C3) at the site, including 30% affordable homes. 77% of these affordable homes will be for social-rent and 23% will be for shared-ownership.

Approval at this stage is only sought for access and the general layout which is indicated on the plans marked 'for approval'. While scale is reserved for future consideration, as it has been key to establishing the layout, a Density and Scale parameter plan forms part of the application. This plan identifies general parameters for building heights, but does not specify individual building heights, lengths etc. as this level of detail is reserved for future consideration.

Appearance, detailed layout (including parking), landscaping are all reserved for future consideration. While more detailed plans are provided with the application, these are "indicative" only and provided for information. Were the Committee minded to approve this application, these would not form

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“approved” plans.

RESPONSE TO PUBLICITY AND CONSULTATION

The application was advertised via a site and press notice (expiry date 21 March 2018) and 309 neighbouring premises were directly consulted by individual notification letter (expiry date 02.04.2018).

Over the course of this planning application a revised Sustainability Statement, Flood Risk Report, Ecology Report and an Air Quality Assessment have been submitted. Further consultation on the revised documentation received was not required.

Comments from Councillors are set out in full under heading ‘Other Comments’.

In total 38 representations have been received to date which include 21 objections, 5 comments in support of the application and 12 neutral comments.

A summary of the main issues raised in representations received is set out below. Full copies of the comments received are available on the Council’s Planning Register.

Objections

Transport and Movement

- Concern regarding number of links through and impact on privacy and safety of existing residents. Existing links misused by mopeds which are noisy and dangerous.
- Detailed design of the cycle and pedestrian links will be required to ensure prams and mobility scooters can pass whilst also including measures to exclude motor cyclists
- Concern regarding width of Hogarth Walk as entrance to the site
- Insufficient parking
- RPZ could be introduced to help with parking problems that may arise
- Significant increase of traffic
- There should be enhancement of local bus services
- Shortened bus gate could result in increased misuse, including accidental misuse. Additional measures and appropriate warnings required for ongoing management of the bus gate in order to minimise misuse.
- Can the traffic modelling with regard to the possible removal of the bus gate be made publically available?
- Assurance needed that the bus gate will stay and not become a through road so the road does not become a rat run

Case officer response: Please see Key Issue B of this committee report. The traffic modelling has now been made publically available as requested.

Design/Amenity

- The flats by Danby Road are too tall
- Given elevated ground level, the proposed buildings could result in overshadowing, overbearing impact, a loss of privacy and overlooking.
- Increased amount of traffic will result in noise and disturbance
- Reduced dig needed to reduce the height of the development.
- Housing must respect gardens of adjacent properties.

Case officer response: Please see Key Issues C and D of this committee report

Affordable homes

- Not enough affordable homes.
- Number of flats/ houses available on a shared ownership basis is too low.

Case officer response: Please see Key Issue A of this committee report

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Trees/Nature Conservation

- Tree planting detail is needed
- Nature corridor will be ineffective
- Bat survey been done?
- Impact on wildlife

Case officer response: Please see Key Issues E and F of this committee report

Surface water run off/Contamination

- Concern regarding surface water run off
- Air quality detail is needed.
- The Ground Investigation Report by T and P seems to suggest there is contamination of the land and that the development will not be economically viable
- Asbestos fibres in soil could be inhaled by local residents during construction phase.

Case officer response: Please see Key Issue H and J of this committee report

Other

- Developer should undertake condition survey of existing properties to establish the precise state of the properties prior to commencement of the works to ensure works don't cause any damage to these properties. [Case Officer response: This is not a material planning consideration]
- New screening opinion needed [Case Officer response: a Screening Opinion has been provided. As the general layout and extent of development has not changed, a new Screening Opinion is not considered necessary]
- Construction work will result in harm to health [Case Officer response: This is not a material planning consideration]
- Is there reserve funding if the project goes over budget [Case Officer response: This is not a material planning consideration]
- There must be effective control of HMOs [Case Officer response: [See Key Issue A]
- Pressure on local services/facilities [Case Officer response: See Key Issue A]

Support

- The plans are well thought out and considered
- Welcome addition of new housing addressing need in Lockleaze
- Welcome affordable housing
- Building line responds to long wood meadows

Local Ward Councillors: Councillor Gill Kirk and Councillor Estella Tincknell comments (in full):

"We welcome the first phase of a £178m regeneration and development plan in Lockleaze that will bring much needed housing to the Romney House site. Despite recent and welcome improvements to Gainsborough Square, the economic and social vitality of Lockleaze has been undermined over the past decade, since large areas of housing were knocked down and not replaced. We welcome the Mayor's commitment to reverse this decline and invest in new housing again on brownfield sites. This will help to address the urgent local housing needs in Lockleaze, and the shortage of homes across Bristol. We believe new homes will help to support our local shops, services, businesses and community organisations, and we want the new housing delivery to offer balanced, liveable, sustainable communities which do not price local people out. We want to see close attention paid to the level of infrastructure that can sustain a growing population and minimise adverse impact on roads and traffic.

We have been pleased to see a high level of local public engagement and consultation on the designs for the Romney house site, with a dedicated housing delivery team focusing on Lockleaze, an on-line consultation survey, and two public meetings in Lockleaze in the Autumn and Winter of 2017. Public comments were taken into account and designs adapted in line with the feedback received.

We would like to make the following recommendations for conditions:

1. Genuinely affordable housing - and a wider range of options.
2. Effective control of HMOs.
3. Commitment to local lettings/purchase wherever possible.
4. Effective traffic management to minimise impact on the wider area, both on the Lockleaze estate and in Cheswick Village.

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5. Access to public transport links and sustainable forms of travel.
6. 'Designed-in' parking schemes and funding agreements to mitigate parking problems.
7. Partnership working with the local community.
8. Action on school places and access to GP and primary care services.

More specifically:

1. We welcome the affordable element of the housing and, if possible, we would like to see it enhanced further, maximising the availability of shared ownership and other affordable options.
2. Equally important is to use all measures available to the council to ensure new homes intended for families do not become HMOs, which would push rents and house prices up. Unregulated HMOs can create a serious imbalance in communities and create pressures of over-occupation, particularly on parking and traffic that a development is not designed for. Lessons must be learnt from Cheswick estate where many homes are now occupied by students.
3. We would also like to see a commitment to local lettings and purchase wherever possible, to ensure local people have access to the new housing.
4. Impact on traffic and highways must be carefully considered in this new development, especially due to its close proximity to Cheswick village. We therefore welcome the £6.6m external investment that will address infrastructure needs to support housing delivery in Lockleaze. There will inevitably be increased traffic on Hogarth Walk, Romney Ave, Shaldon Rd and the Muller Rd corridor. Strategic improvements to road layout, traffic flow, enhanced bus routes, investment in improved bus stops, sustainable transport links, and walking and cycling routes must be included to ensure these problems can be mitigated. The shorter Romney Bus gate will need improved signage and better public education.
5. Lockleaze is relatively poorly served by public transport at this point in time. There is a regular 24 bus service but the 72 service does not run on Sundays and later evenings. The 72 service has been designed largely to service students travelling to UWE and is likely to need greater capacity in the future to meet the needs of Lockleaze's growing population. We would like to see the council working closely with bus operators. Enhancement of local bus services would encourage and maximise use of public transport. We would like to see the council begin early negotiations with bus operators about improving routes and regularity of buses serving the new development, as evidence shows if new residents begin to use public transport from the start, they are less likely to become car reliant. Even where residents continue to choose to own cars, good design and integrated transport can reduce car reliance, encouraging people use public transport more, and 'active travel' (walking and cycling) where possible. Reducing car journeys is an achievable aspiration that will also benefit public health and reduce air pollution. Car sharing and car clubs can also contribute to this goal.
6. Accommodation of parking is one of our key concerns, especially as the new development will be very close to Cheswick village which has an existing parking problem. We must learn the lesson that lower parking provision does not always reduce car ownership, and seek to mitigate any possible parking pressures. We would like to see conditions in place to require developers to better evidence their parking provision, demonstrating that parking can be accommodated (through design) without harm to highway safety or the public realm. We also need to ensure staff students and employees from large local organisations and employers do not park inappropriately in the development, to the detriment of residents' parking. We are pleased to see that transport planners have been brought into the discussions much earlier and have liaised closely with the architects / urban designers to achieve a design that designs-in parking (and therefore designs-out rogue parking), maximising parking for residents whilst ensuring sufficient clearance / width is available for vehicles to pass. There will need to be an element of yellow-line control / physical barriers to prevent parking in public spaces and blockage to through roads. This would necessitate making financial agreements with developers as a contingency to dealing with parking pressures.
7. We have heard a range of concerns from local residents, particularly from residents in Cheswick village, about the proposed development relating to levels of parking, design and functionality of the proposed bus gate, the height, overshadowing and overlooking of parts of the development especially impacting nearby Danby St, public open space proposals and the level of connectivity required for pedestrians and cyclists. However we recognise the good standards of design incorporated in the development that create streets welcoming to cyclists, pedestrians and

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encourage safety for children to play outdoors, we would like to see further investment in play areas, outdoor space, and local social amenities that would support community cohesion.

8. We would like to see officers working closely with the appropriate bodies to ensure school place and GP provision keep up with the pace of expanding communities.

Finally, we would like to reiterate our support for the Mayor's commitment to new housing in Lockleaze, and welcome this new development. We would like to see ongoing liaison with local residents to ensure their views are recognised and the new development integrates well with the existing community."

OTHER COMMENTS

Comments received are summarised where appropriate. Full comments are available on the Council's website.

BCC Internal Consultees

Bristol City Council Transport Development Management provided extensive comments, which form the basis of Key Issue C below. Full comments can be found on the Council's website.

BCC's Nature Conservation Officer has commented as follows:-

The eastern part of the site includes nearly all of the designated Wildlife Corridor site, Lockleaze School Playing Fields. Citing the relevant Development Plan policies, it is noted that development should integrate existing wildlife corridors and where this is not practicable it should provide suitable mitigation in the form of on-site, functional Wildlife Corridor(s). Development should also provide mitigation for any habitats, species or features of value associated with the Wildlife Corridors, where they are harmed or lost. This should take place on the development site wherever possible.

Subject to appropriate ecological mitigation, which can be secured via conditions and contributions, no objection is raised to this application.

Arboricultural Team has commented as follows:-

Bristol City Councils Arboriculturist has advised that on reviewing the Arboricultural Impact Assessment produced by Bosky Trees on the 7th March 2017 there is no objection to the proposed tree removals or the protection measures identified.

Condition should be attached for tree protection in accordance with the supplied method statement and replacement planting of 67 trees in line with Bristol's Tree Replacement Standard (BTRS). A scheme of replanting would need to be submitted and approved at reserved matters stage when landscaping is being considered. This replanting scheme would need to include a minimum of 67 trees.

Contaminated Land Environmental Protection has commented as follows:-

Further monitoring is recommended particularly for the identified hotspots, but there is not a major issue overall. It is suggested waiting until demolition of the existing building is completed to do this, so a visual inspection of the former building can be undertaken and further testing in this area is undertaken if deemed required.

Ground gas testing for the deeper made ground on the east side is recommended. Following a review of the total organic carbon contents and the descriptions in the logs, no objection to the option of using the desk based method outlined in CL:AIRE Research Bulletin RB17 (November 2012).

Natural soakaways are a possibility in one area of the site. There are a few minor exceedances of guideline criteria so if the soils in this area are moved to under hardstanding the soakaway should be acceptable.

A lot of the marginally elevated material should be able to be dealt with by materials management (i.e. placing it beneath hardstanding), this would form part of any future remediation strategy.

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No new/additional information submitted, so recommended a number of conditions are applied to any future planning consent.

BCC Air Quality Officer has commented as follows:-

Following case officer advice an Air Quality Assessment (AQA) was provided. Bristol City Councils Air Quality Officer has advised that there is no need for further detailed assessment of air quality impacts from the proposed development.

The operational impact has been described as not significant. Section 6 of the AQA does however highlight that there is still a requirement for mitigation to be included by design following Environmental Protection UK and the Institute of Air Quality Management good design and best practice measures. This should include, but not be limited to:

- setting back of the development buildings from roads by at least 5 m;
 - provision of a detailed travel plan setting out measures to encourage sustainable means of transport (public, cycling and walking) via subsidised or free-ticketing, improved links to bus stops, improved infrastructure and layouts to improve accessibility and safety; and
 - provision of pedestrian and cycle access to the new developments, including cycle parking.
- These are important measures given the location of the site, potential planned future development in the area and existing air quality on some surrounding roads covered by the air quality management area. Every opportunity for development in the area to reduce reliance on travel by individual motor vehicles and to increase uptake and accessibility of active travel and public transport measures should be taken.

During construction and demolition phases, impacts from the generation of dust will need to be considered with mitigation being specified as part of a CEMP. Whilst current plans are not proposing any form of on-site centralised combustion plant, if this should be proposed in the future the impacts of emissions on air pollution would need to be considered at that stage.'

BCC Landscape Officer has commented as follows:-

“The layout provides the potential for a comprehensive landscape scheme and the application is supported at this outline stage.”

BCC Pollution Control Officer has commented as follows:-

The team note that there is potential for existing local residents to be disturbed by the development of the site and subsequently were permission forthcoming the team would like a construction management plan to be secured via a condition.

BCC Public Right Of Way (PROW) has commented as follows:-

Public footpath BCC/80 is within the site boundaries. The PROW team has not raised any specific objections subject to a contribution to replace the current broken fence and to divert the PROW.

BCC Flood Risk Manager has commented as follows:-

Following case officer advice a revised Flood Risk Assessment and Drainage Strategy was submitted. On receipt of these revised documents, the Flood Risk Team raises no objection on flood risk and surface water drainage grounds subject to a condition relating to sustainable drainage systems.

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Sustainable Cities Team has commented as follows:-

Following case officer advice, a revised Energy Strategy and Sustainability was submitted. The Sustainable Cities Team was consulted as part of the assessment of the application and on receipt of these revised documents, the team raised no objection on sustainability grounds subject to a number of conditions.

Bristol Waste Company has commented as follows:-

Bristol Waste was consulted as part of the assessment of the application and have not raised any specific objection to the application subject to further detail being provided at reserved matters stage. In Bristol Waste's full comment, which is available online, they set out advice and guidelines that should be considered/ followed with any future submission.

External Statutory Consultee Responses

South Gloucestershire Council (S. Glos.) has commented as follows:-

An identical application has been submitted to S. Glos. and as a result, consultees within S. Glos have provided comments and recommended their own conditions to the officer of the identical application at S. Glos.

Whilst communication has taken place with S. Glos. throughout the process, please see full comments from the relevant teams within S. Glos report once completed. At this stage, it has yet to be determined whether the identical application will go to the S. Glos Planning Committee for determination, or be dealt with under delegated powers.

The Crime Prevention Design Advisor (CPDA) has provided the following comments:

'Sections 58 and 69 of the National Planning Policy Framework March 2012 both require crime and disorder and fear of crime to be considered in the design stage of a development.

- Theft of mopeds/bikes and associated nuisance is an issue in N. Bristol. The plans indicate numerous routes for pedestrians and cycles throughout the site, as well as the bus gate which runs through the centre. Consideration should be given to use of moped/bike 'barrier' on access points to these routes, which meet Equalities Act requirements.
- In addition to camera control of the bus gate, physical measures to control access should be considered. To prevent unauthorised use.
- The linear park in the centre is isolated with limited natural surveillance and therefore noting to deter anti-social behaviour. Planting should be confined to low level growth to avoid creation of hiding places and reduced visibility/natural surveillance.
- A management plan for the communal gardens and the linear parks will be required.
- Measures should be in place to ensure parking spaces for residents are used by residents/legitimate users to minimise conflict/distress if not used properly.
- The pedestrian/cycle route which runs along the rear of Hogarth Walk houses will create vulnerability to the residents if not considered appropriately.
- Consideration should be given to applying for Secured by Design (SBD) certification as this would ensure minimum standards of physical security, which has been proven to reduce the number of burglaries where implemented.

The Avon Garden Trust and The Garden Trust were consulted and the Avon Gardens Trust (a member of The Gardens Trust) has responded on behalf of The Gardens Trust to the consultation. Comments received are as follows:

'Stoke Park is a nationally important landscape because it is a well-documented, rare completed example of a work by a leading eighteenth century landscape gardener, architect and general polymath, Thomas Wright. Laid out between 1748 and 1766 it is a prime example of a park of the eclectic Rococo period in English landscape history.... The boundary of the registered landscape and

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Park is the field boundary shown on the 1880s OS Map in the Heritage Statement.”

Following a site visit the Trust has advised that

The proposed residential development “...would have limited visual impact on the setting of the registered historic landscape of Stoke Park and have less than substantial harm to its significance. Consequently we raise no objections to this application.”

Sport England was consulted as part of the assessment of the application and has provided the following comment:

Sport England comments are based on the understanding that the “...proposal prejudices the use, or leads to the loss of use, of land being used as a playing field or has been used as a playing field in the last five years, as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015 (Statutory Instrument 2015 No. 595). The consultation with Sport England is therefore a statutory requirement.”

On this basis, Sport England has considered the application in light of the National Planning Policy Framework (NPPF) (in particular Para. 74) and against its own playing fields policy.

It concludes that the playing field loss proposed would impact the playing pitches and areas for sport in general. No replacement playing field land is currently proposed within the application.

The Football Foundation, on behalf of The FA objects as (i) there is no assessment that demonstrates an excess of playing fields in the catchment area and (ii) the proposal infringes the playing field and affects the quantity/quality of pitches/safety of participants (a loss of a 11v11 youth grass pitch)

Before we recommend an objection is withdrawn, we would expect a mitigation package to be discussed, reviewed and agreed at an alternative site.

Concern is also raised regarding the intention to demolish the sports hall. Based on BCC's up-to-date/robust strategy for indoor/built sport facilities, it concludes that the sports hall cannot be considered surplus to community sport requirements and there are indications that there is a shortfall of sports halls within Bristol City Council's administrative area. In addition, England Badminton is also concerned with the potential closure of sports halls within Bristol and the impact this would have on existing badminton clubs.

Sport England objects to the application because it is not considered to accord with any of the exceptions to Sport England's Playing Fields Policy or with Paragraph 74 of the NPPF. Potential mitigation options have been highlighted in the above response.

In objecting to this statutory planning application, Sport England makes reference to the High Court decision to quash a planning consent for development adjoining the East Meon cricket ground in East Hampshire District (High Court Ref: Case No: CO/1894/2014). In summing up the case, the Inspector said: In my judgment, the officers and the Planning Committee failed to have proper regard to the representations of Sport England in its capacity as statutory consultee". Sport England would therefore request that the local planning authority give due weight to the concerns raised by Sport England with regard to this proposal, given our status as a statutory consultee.

Should the local planning authority be minded to grant planning permission for the proposal, contrary to Sport England's objection then in accordance with The Town and Country Planning (Consultation) (England) Direction 2009, the application should be referred to the Secretary of State, via the Planning Casework Unit.

[Case Officer Response: this is addressed within Key Issue A]

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The Coal Authority has commented as follows:-

The application site does not fall with the defined Development High Risk Area and is located instead within the defined Development Low Risk Area. This means that there is no requirement under the risk-based approach that has been agreed with the LPA for a Coal Mining Risk Assessment to be submitted or for The Coal Authority to be consulted

Environment Agency (Sustainable Places) has commented as follows:-

No comment received

Avon Fire & Rescue Service has commented as follows:-

Residential developments will require additional hydrants to be installed and appropriately-sized water mains to be provided for fire-fighting purposes.

For this scheme Avon Fire and Rescue Service suggest 8 hydrants are required at the cost of £1500 per hydrant. This could be secured via a contribution.

RELEVANT POLICIES

Planning Obligations SPD

National Planning Policy Framework – March 2012

Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocations and Development Management Policies (SADMP) (Adopted July 2014).

In determining this application, the Local Planning Authority has had regard to all relevant policies of the Bristol Local Plan and relevant guidance.

Planning (Listed Buildings and Conservation Areas) Act 1990

KEY ISSUES

(A) PRINCIPLE OF DEVELOPMENT

Legislation allows for the consideration of outline applications, to establish certain development principles on sites, and in this case the applicant has applied for approval of access, general layout as well as the nature of the development referred to in the description of development. Notwithstanding this, in assessing the application the Local Planning Authority has to be satisfied that this particular land use and quantum/density of development can be accommodated on the site, and conditions can be applied to any outline permission to ensure that this is the case. Furthermore, any future Reserved Matters application would be subject to further consultation of local residents and stakeholders.

Residential Use

The Core Strategy Policy BCS5 promotes the construction of new homes on previously developed sites across the city. Policy BCS3 refers to areas within “The Northern Arc”, which includes Lockleaze. It encourages higher density and mixed forms of development in the Northern Arc’s most accessible and sustainable locations. It stipulates that the emphasis will be on making kore efficient use of underused land with development including provision of around 3,000 new homes.

The site was previously occupied by Lockleaze School, up until its closure in 2004, since which time it has been occupied by City Council Offices. The site constitutes a previously developed brownfield site and the principle of residential development is subsequently considered acceptable and in

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accordance with Core Strategy policies BCS3 and BCS5, which encourage a more efficient use of land.

The application site is allocated for housing (site reference: BSA0403) within the Site Allocations and Development Management Policies (2014), with the estimated number of homes being 250. As noted within the site allocation explanation, the housing allocation is appropriate as it accords with the regeneration aims of core strategy policy BCS3 (northern Arc and Inner East – Regeneration), it will contribute to meeting the Core Strategy target of providing 26,400 new homes in the period 2006-2026 and reflects the national and local policy approach to locating new homes on previously developed sites or no land which does not need to be retained as part of the City's green infrastructure/open space provision. The principle of residential development on this site is strongly supported through the Development Plan.

Mixed and Balanced Communities

The site is located within the Lockleaze North Lower Super Output Area (LSOA) within the Lockleaze Ward. An up-to-date picture of the proportion of different residential accommodation types in the LSOA can be obtained by assessing the 2011 Census data. The Lockleaze North LSOA has a proportion of flats to houses at 22% flats and 78% houses.

The above census data would lead to the conclusion that in this instance, there is an imbalance between flats and houses within the local area and that there is more of a need for flats and smaller residential accommodation than family sized houses. However, it is acknowledged that there is a city wide need for family homes and there will be no loss of existing residential units at the site, with the proposal overall contributing towards a significant net increase in housing stock in the local area. Given the outline nature of the proposal, layout and scale are currently reserved and thus specific housing sizes and layouts are not provided at this stage. However, while the exact ratio of houses to flats has not yet been determined, Parameter Plan 2, which is marked for approval, suggests the proportion of flats would not fall below 30% and the proportion of houses would not fall below 50%.

From the information provided, it is clear that the proposed development will provide up to 268 new homes. Given the indicative plans provided, it is clear that the proposal will include a mix of property types and make a significant contributing towards meeting the Core Strategy's minimum target of providing 26,400 new homes in the period 2006-2026 in accordance with housing allocation and other relevant policies.

It is recognised that some concerns have been raised regarding the potential conversion of properties to Houses in Multiple Occupation (HMOs) and the potential impact on the community and local services. Officers would highlight that planning control would apply to the conversion of properties to large HMOs. However the change of use from Use Class C3 dwellinghouses to Use Class C4 (small houses in multiple occupation i.e. those which can accommodate 3-6 unrelated persons) is "permitted development" and as such would not require the submission of a formal application.

Density

Within the site's allocation, an estimated number of homes for the site is 250. The application proposes the delivery of up to 268 homes, which is in excess of this figure. Parameter Plan 2 also sets out that the site would provide a minimum density of 50 dwellings per hectare (dph) in accordance with Bristol City Council Policy BCS20 (Effective and Efficient Use of Land). The indicative layout plan that accompanies the application has a density of 51.7 dwellings per hectare (albeit the final figure will not be known until Reserved Matters stage) and it has been demonstrated that this quantum of development can, in principle, be appropriately accommodated on the site. Conditions can be applied to any outline planning permission to ensure that this is the case.

The surrounding area is generally around 30 dph. The proposed scheme would therefore deliver an

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appropriate uplift in housing density in this locality whilst respecting the wider context and bearing in mind other issues, such as the characteristics of the site, the local context, amenity issues and transport/highways issues in accordance with Core Strategy policy BCS20. The density proposed, is considered acceptable in this location and will allow provision of an appropriate mix of houses and flats.

Affordable housing

As set out above, the development proposes incorporates 268 dwellings (Use Class C3) and therefore it is required to comply with affordable housing policy BCS17 of the Core Strategy, which requires the provision of up to 30% affordable dwellings.

The proposed scheme proposes 30% affordable housing overall, with a tenure split of 77% social rented housing and 23% intermediate (shared ownership) affordable housing.

As a small proportion of land within the north western boundary of the site falls within S. Glos. administrative boundary, there are implications for S. Glos. in terms of affordable housing. In order to address this issue, indicative plans indicate that up to eight houses could be provided on the part of the site which is located within S. Glos. Assuming this is the case, S. Glos has requested that 30% of the eight homes on the S. Glos. land are affordable units, which equates to two affordable units. Officers consider this to be an acceptable solution, which meets S. Glos' requirements but also maintains a BCC policy complaint scheme across the development site, which is welcomed. Affordable housing will be secured via a Grampian style condition requiring the developer to enter into a s106 agreement prior to the commencement of development, or a suitable alternative legal mechanism (subject to legal advice).

The loss of old playing fields and sports hall

Sport England was consulted as part of the assessment of the application and has objected to the loss of sports playing fields and old sports hall. Please see a summary of these comments above under subheading 'Other Comments'.

As set out above, the site is allocated for housing (site reference: BSA0403).

We are aware that Sport England objected to the proposed allocation of site BSA0403 during the preparation of the SADMP setting out that there was a lack of evidence of any exceptional circumstances that justified the permanent loss of the playing fields and considered that the allocation should be deleted and the playing field and sports facilities on the site retained. This was considered during preparation of the SADMP, with BCC concluding that the allocation to be appropriate regarding playing field matters on the grounds that Lockleaze School had closed in 2004 and as such the land was no longer required for sports use and was surplus to requirements.

The independent inspector appointed by the Secretary of State (SoS) to examine the soundness of the SADMP also considered this matter, including representation received during the examination in public (EiP) 2013/14 and found the SADMP to be sound and legally compliant. His report of April 2014 did not recommend any changes were made to the proposed allocation of site BSA0403 for housing. The Council adopted the SADMP in July 2014.

Sport England's comments indicate that this application should be referred to the Secretary of State. However, as The Town and Country Planning (Development Management Procedure) (England) Order 2015 Order (as amended) at table 10, para z, defines playing field development as land being used as a playing field, or land which has "...at any time in the 5 years before the making of the relevant application and which remains undeveloped" and as the education and associated playing field use ceased in 2004 (more than 5 years ago), we do not consider the development to be "playing field development". It is not therefore proposed to refer the case to the Secretary of State. Sport England has been advised of this and has raised no further objection to our stance.

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Notwithstanding the above, it is also noted that since the site's allocation, Bristol City Council's Playing Pitch Strategy (PPS) does not include the old school playing field at Romney House given the site's allocation for housing. The PPS sets out that:

'The overall quantity of pitches is adequate to meet current and future demand.'

It is also noted that the local area has recently benefitted from the development of Lockleaze Sports Centre (including two new 3G pitches) and stands to benefit further from a possible additional 3G pitch and other sports facilities at the proposed Trinity Academy, which may be accessible to the community outside school hours (although a planning application has not yet been submitted).

Likewise, while the Bristol Sport & Active Recreation Strategy (SaARFS.) highlights a need for more sports hall space within the city, the hall on the site was not included within the Strategy assessment work. In any event, it identifies that the additional need would be best met through large multi-court halls.

Overall for the reasons set out above, given the site's allocation and the length of time that has passed since the site's use as an education/playing field use, it is not considered that the loss of playing fields or sports facilities is a material planning consideration in this instance.

Impact on Local Services

A Health Impact Assessment (HIA) submitted with the planning application considers the increased demand on healthcare services arising from the proposed development. The proposed development is estimated to generate a population increase of 614 people. The Assessment identifies that Horfield Health Centre (0.8 miles from the site) has capacity for 1,920 new patients at the existing premises, confirming that the new population of residents can be accommodated by existing facilities.

With regard to educational provision, the HIA identifies that existing schools (WallsCourt Primary School and Orchard Secondary School) will have sufficient capacity to accommodate the pupil yield arising from the development, having had regard to projected growth in the area.

A new secondary school with sixth form (known as CST Trinity Academy) is also due to be built on Romney Avenue and will be open to students from September 2019 onwards. The school will be gradually opened to students with an eventual capacity for 1220 students (180 students per year group i.e. 6 form entry). This will undoubtedly assist to accommodate the pupil yield deriving from the development.

Notwithstanding the above, the proposals are subject to the Community Infrastructure Levy (CIL) requiring the end developer to make a financial contribution (at a rate of £50/sq m of new floorspace) towards a number of infrastructure improvements set out in the Council's 'Regulation 123 List'. The List confirms that financial contributions captured from the development will be put towards (among other things) infrastructure schemes to support the regeneration of Lockleaze; school schemes; existing parks and green space; and Bus Rapid Transit.

Conclusion

The principle of residential development and the proposed quantum is subsequently considered acceptable in principle and will likely deliver an appropriate density of housing subject to all other issues being satisfactorily resolved as discussed in the key issues below.

Overall, the application will deliver a significant number of new homes at the site, including a significant number of affordable homes in an area of the city in need of new housing. The Mayor of Bristol has set out the commitment of building 2,000 new homes – 800 affordable – a year by 2020 which reflects the key principles of national and local planning policy. This commitment is also an

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objective of the Corporate Strategy 2017-2020. In this regard, it is considered that the development is both complex and strategically important as it is a major housing scheme that will significantly contribute to delivering the important identified local and citywide housing objectives of the Council

(B) WOULD THE PROPOSED DEVELOPMENT SATISFACTORILY ADDRESS TRANSPORT AND MOVEMENT ISSUES?

Policy BCS10 in Bristol Core Strategy (2011) advocates that new development should be designed and located to ensure the provision of safe streets and states that proposals should create places and streets where traffic and other activities are integrated and where buildings, spaces and the needs of people shape the area. Policy DM23 in the Site Allocations and Development Management Policies (2014) states that development will be expected to provide an appropriate level of safe, secure, accessible and usable parking provision having regard to the parking standards, the parking management regime and the level of accessibility by walking, cycling and public transport.

The comments below should be read in conjunction with Transport Development Management's (TDM) extensive comments which can be found on the Council's website.

Layout

TDM accepts that this is an outline application and therefore the detailed layout shown on the submitted masterplan is indicative at this time.

The indicative masterplan submitted proposes that Romney Avenue will form the principal route through the site, with a secondary access point on Hogarth Walk designed as a priority T junction.

Swept path analysis submitted for an 11.4m long refuse vehicle indicates that, in most cases, the vehicle will overrun adjacent footways/landscaped areas. However, it is recognised that this can be addressed at the reserved matters stage as part of the detailed design and landscaping.

Double yellow lines are proposed along Romney Avenue, at the junction on Hogarth Walk and throughout the development to ensure two-way movement can be maintained and to prevent vehicles parking within visibility splays. The provision of double yellow lines and the regularisation of the speed limit to 20mph would need to be secured via Traffic Regulation Orders (TRO).

To improve connectivity with Cheswick Village the applicant proposes, subject to negotiation, to open at least one if not two of the three no through roads that run along the eastern site boundary for use by pedestrians/cyclists. This has raised a number of objections by residents who are concerned that this will have a detrimental impact on highway safety as the shared spaces are currently used by local children and they may be abused by people on mopeds/motorbikes. The detailed design of these links would need to be provided at reserved matters stage. It is advised that any proposals put forward to address this are designed in consultation with residents of the affected streets and evidence of their involvement should be submitted.

Traffic Impact

In order to establish the potential impact of 268 new dwellings on the surrounding highway network, a comparison was made using TRICs data based on two-way vehicular trips generated by the extant B1 use (i.e. the existing use), based on 500 employees and the proposed residential use. Using specialist software, an assessment concluded that whilst there would be a slight decrease in the number of two-way trips generated by the proposed use during both peak periods, overall there would be an increase of 100 trips. However, when spread throughout the day this would result in an average increase of only 20 vehicles per hour (i.e. one additional vehicle every three minutes). Given the existing volume of traffic, it is considered that such an increase could be supported by the existing highway network.

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An assessment looking into the likely distribution of trips and the potential impact of the proposed development on the two junctions that would primarily be used by residents/visitors was also undertaken. The results identify that there will be some increase in queue lengths associated with trips generated by the development. However as these trips will be distributed over a wider range of routes than the extant use, the overall effect will lead to a reduction in delays at both junctions, with just a slight increase during the morning peak at Filton Avenue/Bridge Walk/Toronto Road. Subsequently whilst the proposed development will have an impact, due to a change in the distribution of trips, the overall effect is likely to be minimal.

Connectivity and permeability

It is important that the layout allows adequate permeability and sustainable movement through the site. The new development would improve connections between Lockleaze, Cheswick Village, and between Stoke Park and the surrounding residential areas. Whilst objections have been received on the grounds that there is no need for so many links through the eastern section of the development, these links improve connectivity and permeability. Only bus, cycle and pedestrian movement will be permitted into Cheswick Village. The detailed design of these links will be reviewed further at reserved matters to ensure the routes are both safe and effective.

The development seeks to form a pedestrian and cycle route into the new Lawrence Green development site to the North West. It is understood that discussions with the adjacent land owner have not so far been successful in reaching agreement to facilitate this pedestrian and cycle connecting route; however the layout of the Romney House development has been designed to make it possible to open up this pedestrian/ cycle path, should agreement be reached in the future.

Bus Link

The bus link was established to improve public transport links to UWE/Cheswick Village and was designated for the use of buses only, to prevent Romney Avenue becoming a through route for traffic travelling into Bristol from South Gloucestershire. It is governed by a Traffic Regulation Order and is protected by an ANPR camera.

A study undertaken by Strategic City Transport in August of 2016 explored the option of reopening the bus link to general traffic, but this found that it would redistribute traffic away from the M32/Filton Avenue/A38, thereby resulting in an increase in congestion and air pollution on Romney Avenue and Shaldon Road. Given that the junction between Shaldon Road and Muller Road is already at capacity this option was discounted.

In order to accommodate the development and maximise the use of land for housing, the application proposes to reduce the length of the southern section of the bus link whilst extending the northern section as far as possible without prejudicing the access to the adjacent dwellings, to ensure that it will continue to act as a deterrent to prevent its usage by general traffic.

To prevent misuse of the bus link, the altered route would need to be signed and lined and the ANPR camera (which covers the existing link) would need to be moved. A financial contribution would also be required to amend the existing Traffic Regulation Order which governs the link. Public Transport's Infrastructure and Projects Team was consulted and have approved this. While a number of objections and concerns were raised by local residents who feel that any shortening of the bus gate could lead to a rise in people abusing the restrictions in place, BCC's TDM Team is satisfied with the approach proposed.

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The site is located in a highly sustainable location within walking distance from local facilities and local employment centres that include UWE, the Ministry of Defence and Southmead Hospital. Along the southern boundary of the site is an unsegregated cycle route which links Romney Avenue to UWE and both Concorde Way and the Frome Greenway are within a short cycle ride. The site is also served by the No 72 bus service, which stops on Romney Avenue and is once every thirty minutes during peak periods, as well as the No 24 service, which stops on Bonnington Walk and is once every 12 minutes during peak periods. There is also easy access to the train network through Filton Abbey Wood Station to the North West.

The indicative masterplan proposes to retain the Hogarth Walk (southwest-bound) stop in its current location but to move the Hogarth Walk (northeast-bound) stop. As both existing bus stops currently lack bus shelters, a financial contribution (£55,616) is sought to provide shelters along with real time information displays. This will ensure that occupiers of the proposed development would have access to a frequent bus service and will be able to travel to and from their homes in a sustainable manner.

Travel Plan

The applicant has provided a Travel Plan as part of their planning submission, which has been assessed by the Council's Travel Plan Co-ordinator and is considered to be acceptable. Following discussions with the applicant it has been agreed that Bristol City Council (Sustainable Transport) would undertake the implementation of the Travel Plan on the applicant's behalf for an Implementation Fee of £36,180. A Travel Management and Audit fee of £5,000 would also apply and need to be secured.

Parking

As this is an outline application the exact level of parking will be dealt with at the reserved matters stage. However TDM advises that the indicative numbers proposed is in line with maximum standards and notes the large number of objections received in relation to parking. In order to comply with planning policy the amount of parking should not however be above the maximum standard, particularly when taking into account the sites access to alternative 'sustainable' transport modes. This will be considered further at reserved matters stage.

Public Right Of Way

Public footpath BCC/80 is within the boundary of the site running almost parallel to Romney Avenue. The existing footpath is currently overgrown. In order to enable the development to be brought forward, and to make it acceptable in planning terms, the existing footpath needs to be extinguished or diverted. A financial contribution of £3000 is sought in respect of this.

A further financial contribution is also sought to enable the future creation of a new access point into Stoke Park, to replace the current broken fence that boards the site and provide a 2m wide tarmacked footpath. The original contribution of £9000 to provide this was resisted and following discussions with the applicant and TDM a reduced figure of £3000 towards a replacement fence has been agreed and is considered reasonable in this instance to keep the scheme viable. This reduced agreement has also been accepted given subject to funding, engagement with local residents and necessary statutory approvals, an all-weather unsegregated cycle path is planned to be constructed through Stoke Park which will link the existing unsegregated cycle route from Cheswick Village to the Frome Greenway.

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Conclusion

The Council's Transport Development Management Team considers that the overall principles of access, connectivity with surrounding sites and public transport to be acceptable and recommends that the application be approved subject to conditions.

The detail of the legal mechanism for securing the financial contributions referred to above is addressed below.

(C) WOULD THE PROPOSAL HAVE A HARMFUL IMPACT ON THE CHARACTER AND APPEARANCE OF THE AREA?

Part of the site is located within the Stapleton and Frome Valley Conservation Area and Stoke Park is a Registered Park and Garden (Grade II), both of which are designated heritage assets and therefore you are directed to Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 which sets out the desirability of preserving or enhancing the character or appearance of the area.

Section 12 of the national guidance within the National Planning Policy Framework (NPPF) 2012 states within Paragraph 132 that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, with any harm or loss requiring clear and convincing justification. Further Paragraph 132 also states that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting, and that substantial harm to or loss of a Grade II listed building, park or garden should be exceptional.

Bristol Core Strategy Policy BCS22 (adopted June 2011) states that development proposals should safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance including Conservation Areas and historic parks and gardens both nationally and locally listed.

Policy DM31 states that development within or which would affect the setting of a conservation area or Registered Historic Parks and Gardens will be expected to preserve or, where appropriate, enhance those elements which contribute to their special character or appearance.

Policy BCS21 of the Core Strategy (2011) promotes high quality design, requiring development to contribute positively to an area's character, promote accessibility and permeability, promote legibility, clearly define public and private space, deliver a safe, healthy and attractive environment and public realm, deliver public art, safeguard the amenity of existing development and future occupiers, promote diversity through the delivery of mixed developments and create buildings and spaces that are adaptable to change. The adopted development management policies reinforce this requirement, with reference to Local Character and Distinctiveness (DM26), Layout and Form (DM27), Public Realm (DM28) and the Design of New Buildings (DM29).

As noted above, the application is for outline permission, with only access and general layout for consideration. Specific details regarding the detailed layout, design, appearance landscaping and scale of development are indicative only.

Parameter Plan 4 (density and scale), identifies general areas for lower density development (i.e. up to 2-2.5 storeys), low to medium density (2-3 storey development) and medium density (3-4 storeys), however it does not specify individual building heights or scale/massing as detailed information would be provided at reserved matters stage. It shows lower density/height buildings around the perimeter, adjacent to existing properties, with high densities located within the middle of the site and fronting onto Romney Avenue. This parameter plan has been provided with the submission in order to help "steer" the future Reserved Matters submission, but these matters, including impact on the amenity of

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existing properties will be considered in detail at the reserved matters stage.

Parameter Plan 3 (layout and building lines) shows a perimeter block arrangement with buildings forming the perimeter blocks facing on to the street creating active frontages and backs of house fronting the backs of other houses. The building line would also match and continue the adjacent Cheswick Village building line, in keeping with the surrounding area.

Only at reserved matters stage would these specifics be reviewed and sections marking ground levels would also be required at this point to be able to ensure the scale and massing of development would not result in any detrimental harm by being over scaled in relation to surrounding properties or harming neighbouring amenity.

Whilst the current illustrative plans and layout remains to be fully determined at Reserved Matters stage along with appearance and landscaping proposals, the quantum and general layout and scale of development is considered to be broadly acceptable. Indicative street types integrate parking and landscaping and are supported, as is the general configuration of green/open space and connections through to Stoke Park. A number of comments have been made by the Council's City Design Officers, which should be considered when the reserved matters application is progressed, and these are available online in the full City Design comments.

Although only limited information is provided at this stage, the general principles and parameters of development are not likely to give rise to unacceptable levels of harm to the character, appearance and historic significance of the surrounding Stapleton and Frome Valley Conservation Area or Stoke Park, an historic designated landscape of national importance included by Historic England on the Register of Parks and Gardens of Special Historic Interest at Grade II. This will be considered in detail at the reserved matters stage.

(D) IMPACT ON AMENITY OF SURROUNDING AND FUTURE OCCUPANTS

Policy BCS21 in the Bristol Core Strategy (Adopted 2011) advocates that new development should deliver high quality urban design and safeguard the amenity of existing development. Policy DM29 in the Site Allocations and Development Management Policies (2014) states that proposals for new buildings will be expected to ensure that existing and proposed development achieves appropriate levels of privacy, outlook and daylight. This policy, as well as DM27, further states that new buildings will be expected to ensure that existing and proposed development achieves appropriate levels of privacy, outlook and daylight. Policy BCS23 in the Bristol Core Strategy and Policy DM35 in the Site Allocations and Development Management Policy also state that new development should also not lead to any detrimental increase in noise levels.

The adopted Bristol Core Strategy Policy BCS18 makes specific reference to residential developments providing sufficient space for everyday activities and space which should be flexible and adaptable, by meeting appropriate space standards. The Core Strategy states that building to suitable space standards will ensure new homes provide sufficient space for everyday activities. Under the 2015 Housing Standards Review a new nationally described space standard was introduced and in March 2015 a written ministerial statement to parliament confirmed that from 1 October 2015 existing Local Plan policies relating to internal space should be interpreted by reference to the nearest equivalent new national technical standard.

Noise

With regards to noise and disturbance, the Council's Pollution Control Team confirmed that they do not envisage the number of additional units proposed or potential increased amount of trip generation to cause any detrimental harm in this instance, given the local site context and density of development.

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To ensure no harm will be caused to surrounding properties during the construction period (with regards to noise, vibration, dust and site lighting) a site specific Construction Management Plan will be secured via condition. With regards to the impact of the proposal with regards to air quality, this is assessed separately under Key Issue I.

Overbearing, Overshadowing, Privacy and Outlook

In addition to these issues, the application also has to demonstrate that the proposed quantum of development can be accommodated on the site to a reasonable standard of amenity, and without having a material impact on the amenities of the existing residents. This can only be properly assessed at the reserved matter stage when scale and detailed appearance will be considered. However the indicative plans do suggest what the relationship is likely to be with existing residents. Objections have been received raising concerns that the proposed development would appear: overbearing, result in overlooking; a loss of privacy, and a loss of light.

At this stage some concern is raised with regards to the significant level changes across the site given the sloping topography and resultant close proximity between residential units as shown on the indicative layout plan. The houses on Danby Street and Long Wood Meadows would appear to be those most affected. It is considered that harmful amenity issues could potentially arise and as a result detailed sections through the site and through neighbouring properties, identifying ground levels, will be required at reserved matters stage to assess this relationship further.

Therefore, as part of any reserved matters application the overall scale, design and layout of the scheme will need to be carefully considered to ensure a reasonable standard of amenity.

Future Residents

Any reserved matters application will need to ensure that the overall scale, design/appearance and layout of the scheme will be carefully considered to ensure an acceptable standard of amenity for future residents is achieved and meets the requirements of policies BCS18 and BCS21 of the Core Strategy set out above. This includes future residents having: appropriate outlook, privacy, space standards and refuse and recycling storage provision.

Conclusion

As part of any reserved matters application the overall scale, design/appearance and layout of the scheme will need to be carefully considered to ensure an acceptable standard of amenity for existing and future residents.

(E) NATURE CONSERVATION

Policy DM19 in the Site within the Site Allocations and Development Management Policies (2014) states that development which would be likely to have any impact upon habitat, species or features, which contribute to nature conservation in Bristol will be expected to:

- i. Be informed by an appropriate survey and assessment of impacts; and
- ii. Be designed and sited, in so far as practicably and viably possible, to avoid any harm to identified habitats, species and features of importance; and
- iii. Take opportunities to connect any identified on-site habitats, species or features to nearby corridors in the Wildlife Network.

The Eastern part of the site includes nearly all of the designated Wildlife Corridor site, Lockleaze School Playing Fields.

Accordingly Bristol City Councils Nature Conservation Officer has been consulted and advised a

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number of conditions that would provide ecological mitigation.

The Bat and reptile survey report dated July 2017 recorded a low population of slow-worms on site. However slow-worms are legally protected against being killed or injured. The approach set out is to translocate the slow worms to a receptor site, this has been fully assessed by the Council's Nature Conservation Officer who has confirmed that the proposed translocation of these slow worms to a receptor site is acceptable in this instance. A suitable site in Council control has been identified as the receptor site and a Reptile Method Statement (RMS) submitted regarding the translocation of the reptiles has been submitted to support this application.

The Council's Nature Conservation Officer confirmed that both the receptor site and method statement (following revision) are acceptable. Compliance with the RMS will be secured via condition. In addition to the above, to ensure the future habitat management and maintenance of the receptor site a financial contribution of £500 is to be secured via a Grampian Condition or an alternative suitable legal mechanism to increase the carrying capacity of the receptor site.

The Council's Nature Conservation Officer has also commented that a Precautionary Method of Working (PMW) with respect to vegetation and site clearance and the potential presence of nesting birds, bats in buildings and any other legally protected and priority species to include badgers and hedgehogs would need to be secured via condition.

In the interests of ecology, suitably worded conditions will be attached to ensure built-in bird and bat boxes are provided as part of the development.

In the full comments, available online, BCC's Nature Conservation Officer has also provided advice on landscaping which should be taken into consideration at reserved matters stage when the landscaping scheme is being developed.

Following the above, and subject to the imposition of relevant conditions, the application is considered to be acceptable on ecology grounds.

(F) ARBORICULTURAL ISSUES

Policy BCS9 in the Bristol Core Strategy (2011) states that individual green assets should be retained wherever possible and that development should incorporate new or enhanced green infrastructure of an appropriate type, standard and size. Policy DM17 in the Site Allocations and Development Management Policies (2014) states that where tree loss of damage is essential to allow for appropriate development, replacement trees of an appropriate species should be provided in accordance with the tree compensation standard.

It is evident that some existing trees on site will need to be removed to facilitate the development. At this stage an arboricultural impact assessment and arboricultural method statement has been provided. Following consultation, the Council's Arboricultural Officer confirmed that they raise no objections to the proposed tree removals or the proposed tree protection measures in principle, subject to at least 67 replacement trees being planted on site as mitigation, in accordance with the Bristol Tree Replacement Standard. No detailed planting plan has however been submitted at this stage. It is considered that this could be addressed at reserved matters stage when the detailed layout and landscaping is submitted for assessment. The provision of the trees will be secured via suitably worded condition.

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The National Planning Policy Framework (2012) sets out that the purpose of the planning system is to contribute to the achievement of sustainable development. Current local planning policy within Policies BCS13, BCS14, BCS15 of the adopted Core Strategy require new development to be designed to mitigate and adapt to climate change and meet targets to reduce carbon dioxide emissions. This should be achieved, amongst other measures, through efficient building design, the provision of on-site renewable energy generation to reduce carbon dioxide emissions by at least 20% based on the projected residual energy demand of new buildings. The approach proposed should also be supported by the provision of a sustainability statement and an energy strategy.

Following advice received from the Council's Sustainable Cities Team the applicant has provided a revised Energy and Sustainability Statement. This document sets out a number of proposed measures which will be incorporated into the development to ensure the Council's sustainability policies are met. The statement notes that the proposed new dwellings will be designed and constructed in accordance with the energy hierarchy. It is recognised however that as this application is at outline stage the exact energy requirements of the development are yet to be confirmed through detailed design and energy modelling. At this stage therefore all elements of the energy strategy are preliminary, pending further design work prior to any reserved matters submissions.

In this regard, whilst the Council's Sustainable Cities Team confirmed that they are happy with the revised Energy and Sustainability Statement and the proposed measures set out within it, they have requested a number of suitably worded conditions to be attached to this approval to ensure further detail is submitted to the LPA prior to construction, to ensure the proposal is acceptable from a sustainability perspective. Subject to these conditions, the application is considered acceptable.

(H) FLOOD RISK

Bristol Core Strategy (2011) Policy BCS16 states that all development will also be expected to incorporate water management measures to reduce surface water run-off and ensure that it does not increase flood risks elsewhere. This should include the use of sustainable drainage systems (SUDS).

Following advice received from the Council's Flood Risk Team the applicant has provided a revised Flood Risk Assessment and Drainage Strategy. The Council's Flood Risk Team confirmed that the flood risk posed to the development site is deemed as low from all sources. It is also considered that the measures set out in the report are sufficient to confirm that at this stage the application is acceptable from flood risk and drainage perspective. A suitably worded condition will however be attached to ensure that a Sustainable Drainage Strategy and associated detailed design management and maintenance plan of surface water for the site using SUDS methods is submitted to the LPA prior to the development commencing, at design stage. Subject to such a condition, the application is considered acceptable.

(I) AIR QUALITY

Policy BCS23 in the Core Strategy (2011) states that development should be sited and designed in a way as to avoid adversely impacting upon the amenity of the surrounding area by reason of fumes, dust, noise, vibration, smell, light and other forms of pollution. In locating and designing development, account should also be taken of the impact of existing sources of noise or other pollution on the new development and the impact of the new development on the viability of existing uses by reason of its sensitivity to noise or other pollution. Policy DM14 in the Site Allocations and Development Management Policies (2014) also states that developments that will have an unacceptable impact on health and wellbeing will not be permitted.

Policy DM33 in the Site Allocations and Development Management Policies (2014) further states that development that has the potential for significant emissions to the detriment of air quality, particularly

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in designated Air Quality Management Areas, should include an appropriate scheme of mitigation which may take the form of on-site measures or, where appropriate, a financial contribution to off-site measures. Development in designated Air Quality Management Areas should take account of existing air pollution and include measures to mitigate its impact on future occupiers where possible and consistent with other policies of the development plan such as those on climate change and urban design.

Following the submission of an Air Quality Assessment, the Council's Air Quality Team confirmed that the air quality assessment demonstrates that there is no need for further detailed assessment of air quality impacts from the proposed development. The operational impact has been described as not significant. The application is therefore considered acceptable on this basis.

(J) LAND CONTAMINATION

Bristol's Contaminated Land Officer was consulted as part of the assessment of the application and has set out that the findings of the submitted desk study and ground investigation report indicate the site is generally suitable for the proposed end use subject to appropriate conditions.

The officer has also set out numerous recommendations and provided advice which should be given consideration at reserved matters stage (available on the council's website).

(K) PLANNING OBLIGATIONS

Policy BCS11 of the Core Strategy (2011) requires that planning obligations should be secured through the planning process in order to offset the impact of the proposed development on the local infrastructure. The City Council's approach to planning obligations is set out in the Planning Obligations Supplementary Planning Document (Adopted 2012).

This development will be subject to Community Infrastructure Levy, but given the application is in outline, and the final floorspace cannot be calculated until the reserved matters stage, the overall contribution cannot be calculated at this stage. However there are identified site specific obligations required by this development and which cannot be funded by CIL and these are set about below:

The LPA has received legal advice on the best way to secure these obligations/contributions (given the fact that BCC is landowner/applicant and LPA). It is likely that this will be secured through a Grampian style condition (a negatively worded condition) which would restrict development until a s106 agreement is completed (signed and dated). This will enable the grant of planning permission before completion of the s106 agreement. At this stage, this is considered to be the most appropriate mechanism, but Officers continue to work this through with BCC legal to ensure that this approach, or alternative suitable legal mechanism, is legally robust.

Affordable housing

See Key Issue A above.

Provision of 30% Affordable Dwellings on site as a proportion of the overall dwellings to be delivered with a tenure split of 77% social rented housing and 23% intermediate (shared ownership)

Highway Works

See Key Issue B above.

£55,616 towards Bus Stop Upgrade Works to the southwest-bound and northeast-boundstops on Hogarth Walk

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£21,580 towards Traffic Regulation Orders for the extension of the 20mph speed limit across the site, amending the length of the Romney Avenue bus link, waiting restrictions throughout the site and along Hogarth Walk and for the one way road

£36,180 to implement the Travel Plan and undertake all monitoring

£5,000 towards the Travel Plan Management and Audit fee

£6,000 towards diverting Public Right Of Way BCC/80/30 and the replacement of the current broken fence that boards the site

Reptile Site Management

See Key Issue E above

£500 to ensure the future habitat management and maintenance of the slow worm receptor site

Fire Hydrants

£12,000 towards eight fire hydrants. This includes the cost of installation and five years maintenance of each Fire Hydrant.

Local Employment Initiatives

Policy BCS11 of the adopted Bristol Core Strategy sets out that development and infrastructure provision will be coordinated to ensure that growth in the city is supported by the provision of infrastructure, services and facilities needed to maintain and improve quality of life and respond to the needs of the local economy. The Council's Planning Obligations Supplementary Planning Document (SPD) also advocates the need to provide obligations towards business support initiatives. Given the significant construction involved as a result of the application a commitment from the developer/occupier to enter into an agreement with the City Council to produce and implement a strategy that aims to maximise the opportunities for local residents to access employment offered by the development is triggered. This requirement is secured via a suitably worded condition.

Public Art

The proposal would result in a major development and as such triggers a contribution towards Public Art. In this instance it is considered that suitable proportionate public art provision with regard to the site can be secured through the detailed landscaping and public realm scheme secured at Reserved Matters stage.

CONCLUSION

The application is for outline permission with only the general layout and access for consideration at this stage. As a result, it is noted that a lot of the supporting information is indicative only at this stage. Whilst detailed layout, appearance, parking, landscaping and scale are currently reserved it is evident that the development will compromise up to 268 dwellings.

Based on the indicative layout plan provided and the overall site context, the Local Planning Authority is satisfied that this particular land use, quantum of development and associated highway impacts are acceptable and can be accommodated on the site.

The overall principles of access, connectivity with surrounding sites and public transport are considered to be acceptable, subject to suitably worded conditions and suitable legal mechanism for securing this (see above, Key Issue K).

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The site will also deliver a policy compliant requirement for affordable housing on the site which is welcomed and will be secured via a suitable legal mechanism

A number of conditions will be attached to ensure the development will have no adverse impact on wildlife/ecology and to ensure it will be acceptable and policy compliant with regards to flood risk, sustainability, arboriculture and land contamination.

COMMUNITY INFRASTRUCTURE LEVY

How much Community Infrastructure Levy (CIL) will this development be required to pay?

The development is CIL liable at a rate of £50 per sq.m. As this is at outline stage the amount of CIL cannot be calculated, but will be at reserved matters stage.

PROCEDURAL MATTERS

In this instance Bristol City Council is the applicant and the land owner; and in its capacity as Local Planning Authority, Bristol City Council is also the determining body for the planning application. A small part of the site is in the administrative boundary of South Gloucestershire Council

Officers have sought legal advice as the applicant (BCC) is unable to enter in a s106 agreement with itself (as the LPA). It is likely that a negatively worded conditions (i.e.a Grampian style condition) will be attached to any planning permission requiring the landowner/third party interest in then land to enter into a section 106 agreement (providing BCC is not the end developer) prior to the commencement of development. Officers are in continuing discussions with BCC's Legal Team to ensure that the most appropriate mechanism is secured.

The application has been brought to Committee at this stage, as the complexities of the land sale and ownership described above means that the structure for the disposal of the land has not been developed and cannot be fully finalised before Committee. In order to prevent delay process, the application is instead brought to Committee now for consideration by Members with a resolution to GRANT planning permission delegated to officers, subject to the satisfactory resolution as considered by the Local Planning Authority by way of Grampian Condition or suitable alternative legal mechanism) and to finalise suitably worded conditions.

RECOMMENDED Resolution to GRANT planning permission subject to delegation to officers to:

(1)

Secure the following planning obligation/ contributions by a Grampian style condition requiring the entering into a s106 agreement prior to the commencement of the development (or suitable alternative legal mechanism), to secure:

(i) The provision of 30% affordable housing units on site as a proportion of the overall units delivered and of a tenure split of 77% for social-rent and 23% for (intermediate) shared-ownership. 30% of the homes on the S. Gloucestershire's land would be affordable units (on the basis of the indicative layout plan currently submitted this would be the equivalent to 2 affordable homes.)

(ii) Payment of the sum of £55,616 for Bus Stop Upgrade Works to the southwest-bound and northeast-bound bus stops on Hogarth Walk (index linked to the date of Committee);

(iii) Payment of the sum of £500 to ensure the future habitat management and maintenance of the slow worm receptor site (index linked to the date of Committee);

Development Control Committee A – 25 July 2018

Application No. 18/00703/P : Romney House Romney Avenue Bristol BS7 9TB

(iv) Payment of the sum of £36,180 for the implementation and monitoring of a Travel Plan (index linked to the date of Committee);

(v) Payment of the sum of £21,580 towards Traffic Regulation Orders for the extension of the 20mph speed limit across the site, amending the length of the Romney Avenue bus link, waiting restrictions throughout the site and along Hogarth Walk and for the one way road (index linked to the date of Committee);

(vi) Payment of the sum of £5,000 towards the Travel Management and Audit fee (index linked to the date of Committee);

(vii) Payment of the sum of £3,000 towards diverting Public Right Of Way BCC/80/30 (index linked to the date of Committee);

(viii) Payment of the sum of £3,000 towards repairing the broken fence (index linked to the date of Committee);

(IX) Payment of the sum of £12,000 for the provision of 8 fire hydrants (index linked to the date of Committee)

(2) To finalise suitability worded conditions to cover including the following:

- The requirements and timescale for the submission of a reserved matters application;
- Ecological matters including site clearance; slow worm and other reptiles and other protected and priority species methodology; habitat retention and creation; provision of bird and bat boxes;
- Arboricultural Matters including tree protection; mitigatory replacement tree planting;
- Sustainability Matters including provision and delivery of a sustainability statement; energy statement; SUDs scheme;
- Land Contamination Works including any necessary remediation methodology and implementation
- Highways Matters including construction management; details and delivery of required highways works; signing and lining and APNR re-location at Romney Avenue Bus Link; pedestrian and cycle link provision details
- Pollution Control matters including environmental construction management

(3) That the Head of Legal Services be authorised to conclude the Planning Agreement or alternative suitable legal mechanism to cover matters in recommendation (1)

Note: failing either of the deadlines referred to in (1) being met the application be referred back to Committee for consideration of any extension of time.

(4) That on completion of the Section 106 Agreement (if selected) or suitable alternative legal mechanism, planning permission is granted subject to the finalised conditions referred to in recommendation (2).

Supporting Documents

1. Romney House, Romney Avenue

1. Site location plan
2. Indicative layout plan
3. Parameter Plan 1 – Access
4. Parameter Plan 2 – Land Use
5. Parameter Plan 3 – Layout & Building Lines
6. Parameter Plan 4 – Density & Scale



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Revision

Notes

1. Do not scale drawing use figured dimensions only.
2. Any discrepancies between site and drawings to be reported to the architect immediately.
3. Read in conjunction with all relevant structural, mechanical & electrical engineers and landscape architects drawings.
4. Dimensions critical to proposed building works must be checked on site before building works commences.
5. Drawing to be read in conjunction with Construction Stage Health & Safety Plan.
6. This development is to comply with latest Building Regulations and NHBC standards.

Project

BCC Romney House Site

Title

Romney House
Location Plan
as Existing

Date

26 01 2018

Scale

1:1250 @ A3

Drawing number

208.1 SUR01

Status

INFORMATION

Revision

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possible pedestrian and cycle connections, subject to ongoing negotiation.

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Revision
A04.05.18 Highway amendments made to suit tracking.

Notes

Project
BCC Romney House Site

Title
Romney House
Indicative Layout
as Proposed

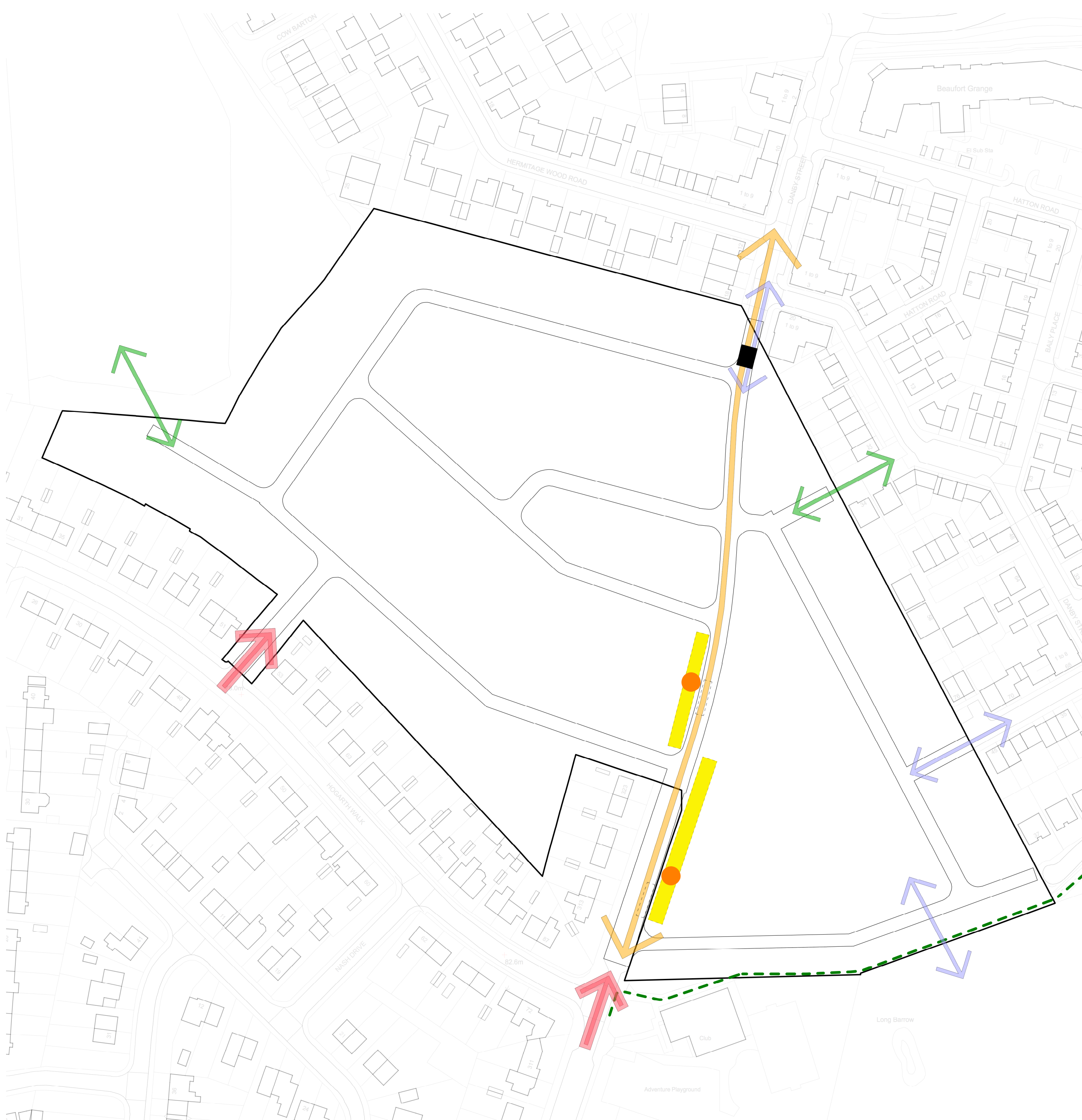
Date
Jan 2018

Scale
1:500 @ A1

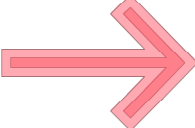
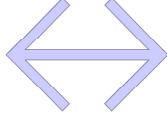
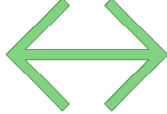






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208.1 PL01

Status
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Revision
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Key:

-  All modes access
-  Cycle and pedestrian access
-  Possible cycle and pedestrian access
-  Existing cycle path
-  Bus gate (no vehicular access, except for busses)
-  Existing bus route
-  Existing bus stop
-  New bus stop within this zone
-  Road layouts are indicative only

For Approval:

- The Romney Avenue and Hogarth Walk access roads on the southern boundary of the site will provide 2 way access for all vehicle modes.
- At the north of the site a bus gate is to be used to restrict vehicular access to the site to busses only. Pedestrian and cycle access is to be provided in this location.
- The existing bus route connecting Lockleaze and Cheswick Village is to be retained. A new north-bound bus stop is to be provided on the application site to serve the new development.
- A single connection for pedestrians and cycles only is to be made to Cheswick Village. The connection is to be located on Danby Street, in the location allocated for future connection in the Cheswick Village Section 38 Agreement plan. The development should allow for additional future pedestrian and cycle routes into Cheswick Village and into the new development site to the north west. These will be subject to agreement with the neighbouring land owners.
- The existing cycle path running east to west on the Stoke Park boundary, which connects with UWE and major employers to the north, is to be retained. Adjacent fences are to be removed to improve visibility and safety. New homes are to provide additional natural surveillance.

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Revision
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B DD MM YYYY

Notes

Project
BCC Romney House Site

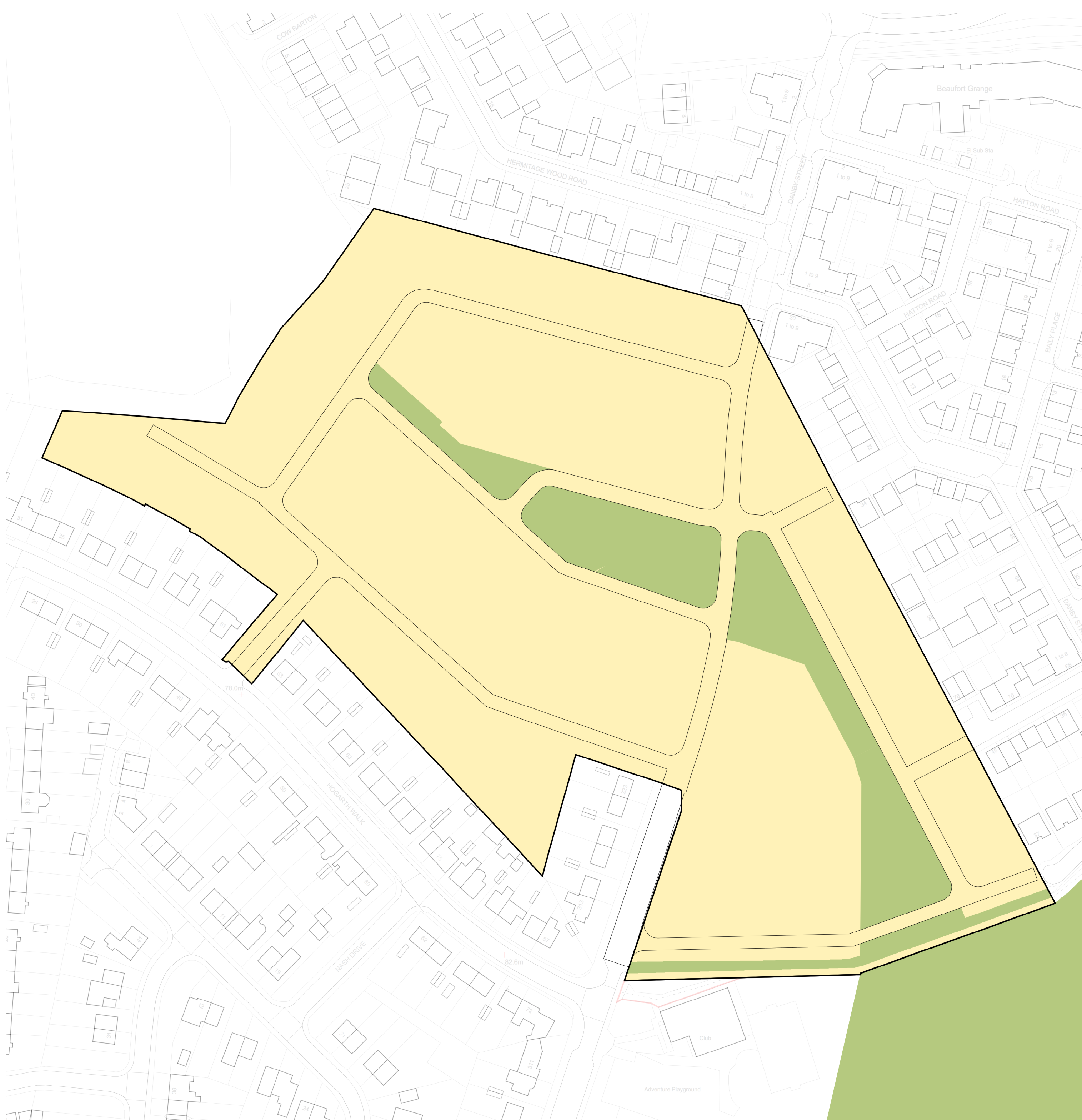
Title
**Parameter Plan 1:
Access**

Date	Scale
21 02 2018	1:1000 @ A2


Drawing number
208.1 PL03


Status	Revision
INFORMATION	/






Key:

 Residential development

 Public open space (precise location is indicative only)

 Road layouts are indicative only

For Approval:

- The plan and key on this page show the type of each proposed land use
- The primary site use is to be residential.
- The site is to provide a maximum of 268 residential units, and a minimum density of 50 units per hectare in accordance with Bristol City Council planning policy.
- The development is to have a mixture of houses and flats. The proportion of houses to flats will fall within a defined range with upper and lower limits for each dwelling type. The proportion of flats will not fall below a minimum of 30%, and the proportion of houses will not fall below a minimum of 50%.
- The minimum percentage of affordable units is to be 30% in accordance with Bristol City Council planning policy.
- A public linear open park is to connect the development to Stoke Park. To provide a degree of flexibility the precise location of the linear park is not being submitted for approval.

Examples of Possible Dwelling Mix within these Upper and Lower Limits for Each Dwelling Type:

Total No. of Units	268	
	Houses	Flats
Possible Dwelling Mix	60%	40%
Alternative Possible Dwelling Mix (higher proportion of houses, proportion of flats must not fall below a minimum of 30%)	70%	30%
Alternative Possible Dwelling Mix (higher proportion of flats, proportion of houses must not fall below a minimum of 50%)	50%	50%

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B DD MM YYYY

Notes

Project
BCC Romney House Site

Title
Parameter Plan 2:
Land Use

Date
21 02 2018

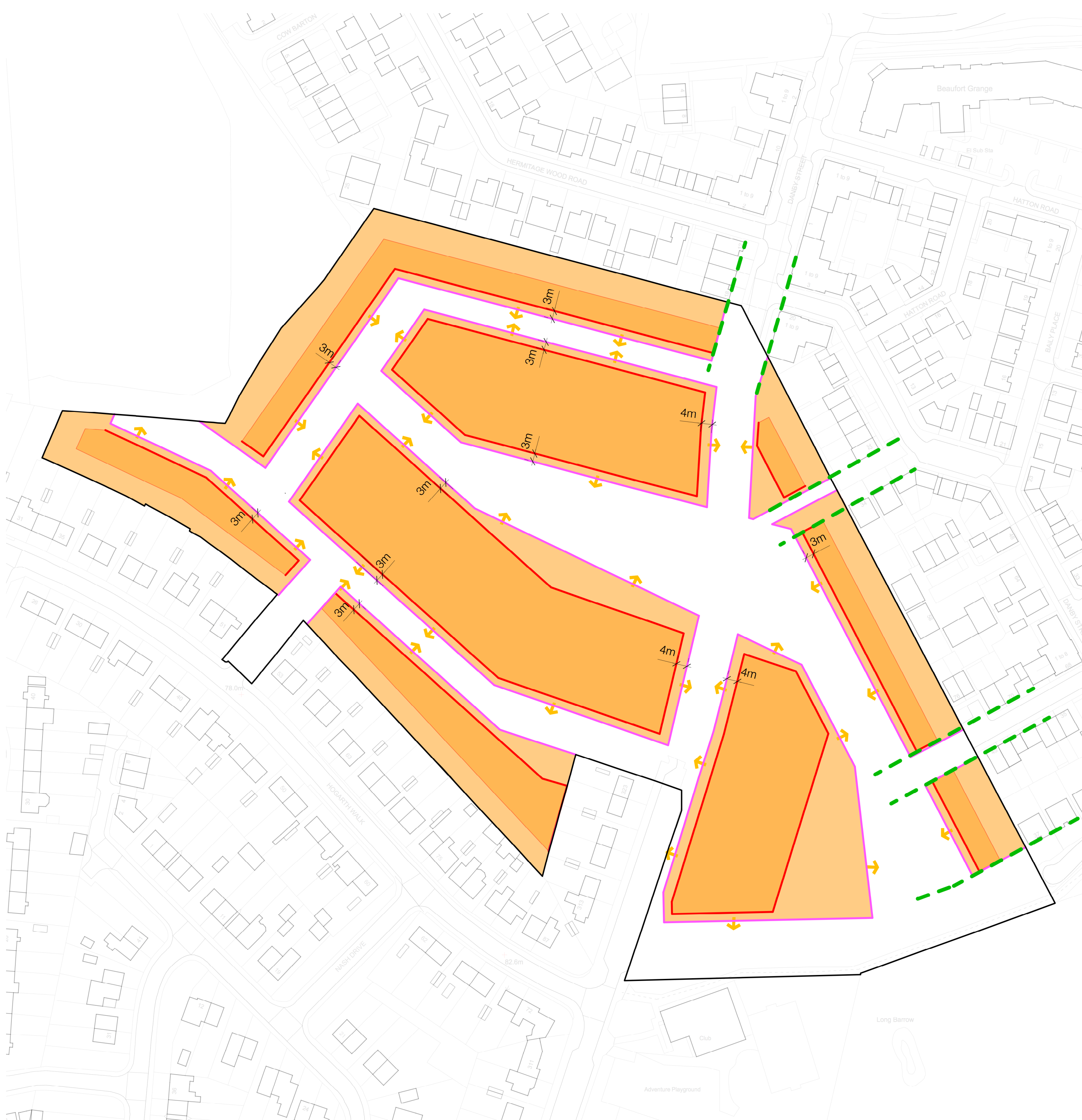
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Drawing number
208.1 PL04






Status
INFORMATION

Revision
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Key:

-  Proposed development parcel
-  Minimum Building Line
-  Maximum Building Line
-  Frontage to street
-  Building line to match adjacent Cheswick Village building line

For Approval:

- The site layout is to be based on a perimeter block arrangement.
- The development parcels that share a boundary with existing houses are to be arranged in a way that allows existing perimeter blocks to be completed.
- The perimeter blocks are to be arranged in a way that does not conflict with the layout of a linear open public space, connecting into Stoke Park. There is some flexibility in the exact location of the linear park and the position of the development parcels that surround it. The maximum and minimum building lines on this plan show the potential variance in the position of building frontages on the site. The degree of flexibility across the site varies. The position of blocks B and C have a greater degree of flexibility whereas the blocks on the perimeter of the site allow less flexibility.
- Buildings forming perimeter blocks are to have active frontages facing the street.
- Parking is to be provided in accordance with Bristol City Council planning policy.

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Revision
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B DD MM YYYY

Notes

Project
BCC Romney House Site

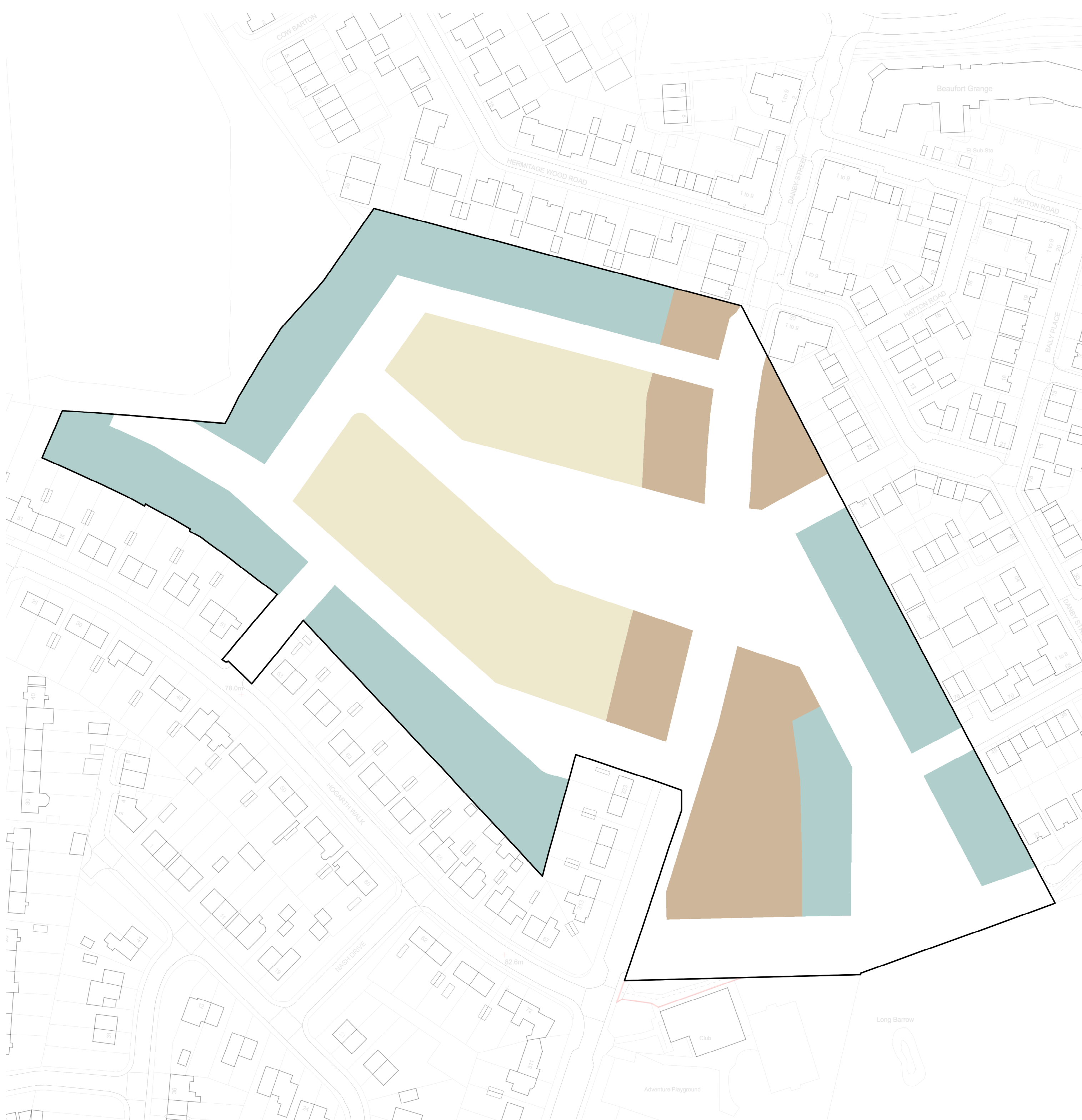
Title
**Parameter Plan 3:
Layout and Building
Lines**

Date	Scale
21 02 2018	1:1000 @ A2

Drawing number
208.1 PL05

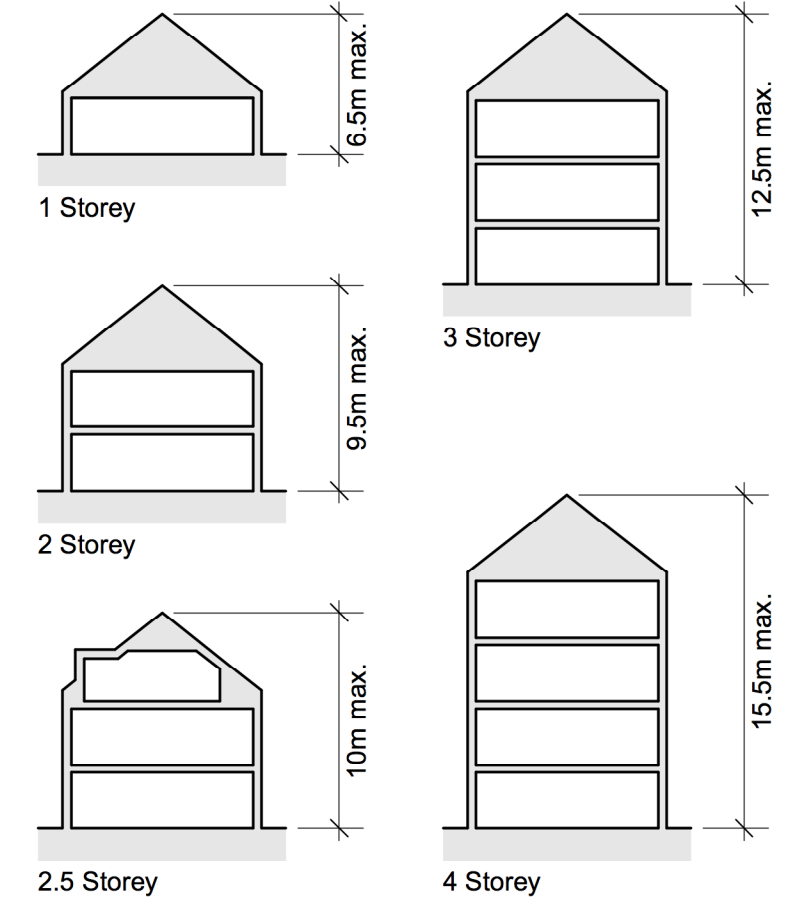
Status	Revision
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Key:

- Low density parcel, 2 storey development, with some 2.5
- Low / medium density parcel, 2 or 2.5 storey development, with some 3 storey
- Medium density parcel, 3 storey development, with some 4 storey

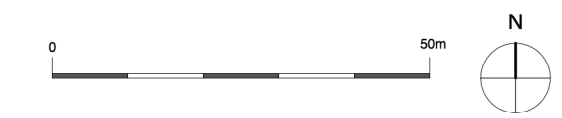


Context:

- Consideration of ground levels, as well as proximity to existing buildings, to Stoke Park, to the proposed linear open public space and to Romney Avenue (the major access road) has informed the proposed density and height of each development parcel.
- The density of each development parcel as well as maximum storey heights are described on the adjacent plan and key.

For Approval:

- Medium density development parcels are to line both sides of the arterial road, Romney Avenue. In this location the maximum building heights are to be 3 storeys, with some 4 storey elements where appropriate.
- At the perimeter of the application site, where backing onto existing houses in both Lockleaze and Cheswick Village, and also where close to Stoke Park, developments parcels are to be lower density. Building heights in these locations are to be 2 storeys, with some 2.5 storey elements where appropriate. The half storey refers to the use of the loft space of a two storey property, where appropriate.
- In the centre of the development, to the west of Romney Avenue, where development parcels are a significant distance from the existing properties of both Lockleaze and Cheswick Village, development parcels are to be low/medium density. They are to comprise 2 storey buildings, which may be increased to 2.5 and 3 storey buildings where appropriate.



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B DD MM YYYY

Notes

Project
BCC Romney House Site

Title
**Parameter Plan 4:
Density and Scale**

Date
21 02 2018

Scale
1:1000 @ A2

Drawing number
208.1 PL06

Status
INFORMATION

Revision
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