

WARD: Hengrove & Whitchurch Park

SITE ADDRESS: Former School Site New Fosseway Road Bristol BS14 9LN

APPLICATION NO: 22/01199/PB Outline Planning (Regulation 3)

DETERMINATION DEADLINE: 7 December 2022

Outline application (with all matters reserved except for means of access) for the provision of up to 200 residential dwellings (including as extra care facility)(Use class C3) and up to 250 sqm of flexible Class E, F1 and F2 uses (as part of the extra care facility) along with car parking, landscaping and associated infrastructure. Means of access from New Fosseway Road and Petherton Road (Major).

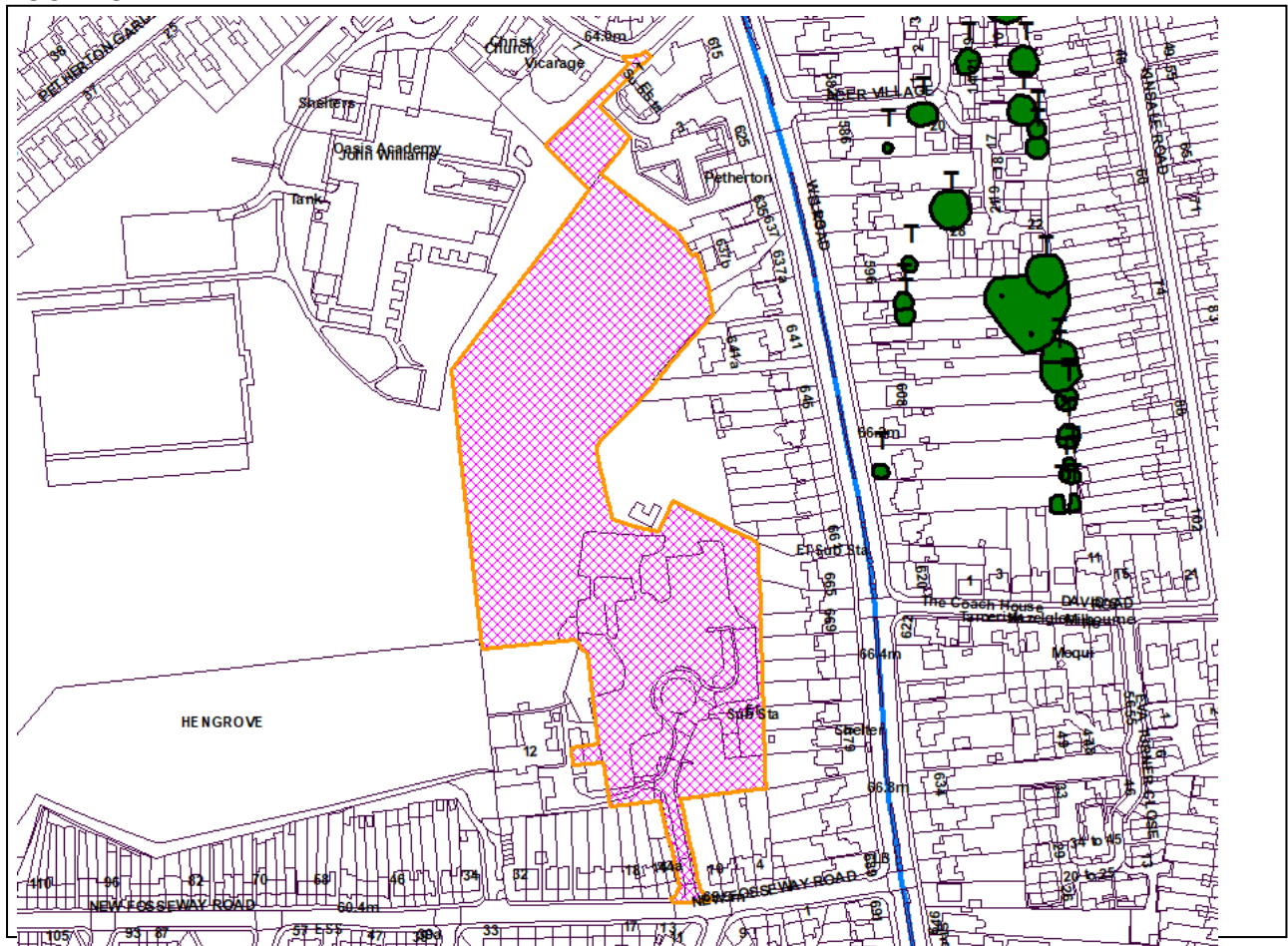
RECOMMENDATION: GRANT subject to Planning Agreement

AGENT: Stride Treglown Limited
Promenade House
The Promenade
Clifton Down
Bristol
BS8 3NE

APPLICANT: Bristol City Council (Housing Delivery)
City Hall
College Green
Bristol
BS1 5TR

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

LOCATION PLAN:



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SITE DESCRIPTION

1. This application relates to the land of the former New Fosseway School in Hengrove. The site is located to the north of New Fosseway Road and to the west of the rear gardens of 625 to 681 Wells Road. The site is 3.4 hectares in size.
2. The main access to the site is located between 12 and 14a New Fosseway Road. The northern end of the site is bounded by 1 to 7 Petherton Road, however there is no access from Petherton Road.
3. The site falls within the Hengrove and Whitchurch Neighbourhood Planning Area.
4. The surrounding area to the south and east of the site is largely residential, with the Oasis Academy John Williams located to the north and west of the site. The Bush Resource and Activity Centre, which provides residential care, is located to the south east of the application site. Shops and services are located 300 metres to the south east on Wells Road.
5. The former New Fosseway School was demolished over ten years ago. The land is no longer required for educational uses, having been replaced by the nearby Oasis Academy.
6. The site is allocated within the Bristol Core Strategy ref. BSA1402 for housing. The allocated number of homes for this site is 175.
7. There is some remaining hard landscaping from the previous uses of the site. The majority of the site is grassland, with forty-six established trees, eleven tree groups, and four established hedges. There are a further four trees which are not within the site area but are close to the site boundary. The boundaries of the site are bounded by vegetation and fencing from neighbouring properties back gardens.
8. The site is partially occupied by a travelling community as a meanwhile use.

RELEVANT HISTORY

9. There are no previous planning applications for the site.
10. 21/01668/SCR - Request for a Screening Opinion as to whether an Environmental Impact Assessment is required for the residential development on land off New Fosseway Road. EIA not required.
11. 21/01754/PREAPP - Change of use to residential development. Two options considered: Both Option A and B propose 201 homes inc. a 68-home 'extra care' hub.
12. The site was previously the New Fosseway School, which was demolished over ten years ago and replaced by the Oasis Academy School, to the north and west of the site.

APPLICATION

13. The application seeks outline planning permission for residential development, with all matters reserved except for access, for up to 130 residential dwellings (Use Class C3), 70 extra care apartments (Use Class C3), and for up to 250sqm of flexible Class E, F1 and F2 uses along with car parking, landscaping, and associated infrastructure.

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14. In summary, the aspects of the proposed development that would be secured should this application receive consent are:
 - Provision of up to 130 dwellings, of which 30% would be affordable housing, secured via planning agreement (memorandum of understanding).
 - Up to 70 extra care apartments, of which 100% is intended to be affordable.
 - Retention and upgrade of the existing shared access with the Bush Resource and Activity Centre.
 - A new pedestrian, cycling and emergency access would be created off Petherton Road.
 - Parameters for a site masterplan (further details below).
15. The main pedestrian and vehicular access to the site would be via the existing two-way vehicular access to the Bush Resource and Activity Centre, off New Fosseway Road. A scheme of highway mitigation is proposed at the junction of the site access with New Fosseway Road, to include:
 - The extension of double yellow lines either side of this access point.
 - The addition of keep clear markings at this access point.
 - The addition of a raised table at the junction.
 - The removal of brick piers from the existing entrance to the site.
 - Replacement of “School Keep Clear” markings with double yellow lines on northern side of New Fosseway Road.
 - Dropped kerbs and tactile paving to accommodate pedestrians.
16. The application also proposes to make a new northern site access point from Petherton Road. This proposal includes adding signage, management of the access for pedestrian/cyclist and emergency access only and adding lighting.
17. Six parameter plans have been submitted for approval which set limits upon development locations, building types and access and movement within the site.
18. The parameters set out through the plans are:
 - Site structure: location of development blocks, open space, public realm, active development edges and focal buildings or features.
 - Building types and uses: the proposed location of housing typologies, the extra care hub, and active ground floor.
 - Building heights: the proposed maximum heights and locations of two-storey, three-storey and four-storey buildings.
 - Access and movement: the proposed location and typology of access routes within the site and to the site.
 - Landscape – green and blue infrastructure: the proposed location of new public open space, private gardens, species rich/wildflower areas, play provision, landscaped streets, and SuDS attenuation.
 - Landscape – tree protection and removal: the proposed location of existing trees within the site to be retained and removed, and existing trees outside the site area but with root protection areas within the site to be retained. The parameter plans also set out existing vegetation to be removed and retained.
19. Matters of layout, appearance, landscaping, scale and internal access do not form part of this application and would be secured through Reserved Matters application(s), however any future Reserved Matters application(s) would need to be in accordance with the parameter plans set out above.

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20. Although an indicative housing mix and tenure is set out in the masterplan and in the submitted Affordable Housing Statement, these will be confirmed at Reserved Matters stage.

RESPONSE TO PUBLICITY AND CONSULTATION

PUBLIC COMMENTS

21. Two rounds of public consultation were undertaken on this application.
22. In response to the first round of consultation, a total of 18 comments were received in response to the proposed development from 14 different addresses.
23. The following planning issues were raised:
- Concerns about overshadowing, overlooking and the heights of the proposed developments.
 - Concerns that the green buffer between the proposed development and existing dwellings is insufficient.
 - Concerns that the size of the development is inappropriate and about overcrowding within the local area.
 - Concerns about the impact of the proposed development upon local services, public transport and facilities.
 - Concerns regarding the cumulative impact of other developments in the area.
 - Concerns that the design is not in keeping with the local area.
 - Concerns about lack of provision for young people and the impact of this on anti-social behaviour.
 - Concerns about the loss of established trees and hedgerows, and the impact of this on local wildlife.
 - Concerns that the single motor vehicle access point on New Fosseway Road is insufficient.
 - Concerns about exacerbating congestion New Fosseway Road in relation to road safety, and that traffic monitoring was completed during school holidays.
 - Concerns that the Petherton Road access point is dangerous due to location on a bend.
 - Suggestion that the Petherton Road access point should be pedestrian only.
 - Suggestion that the Petherton Road access point should also be for motor vehicles.
 - Concerns that the parking provision is inadequate.
 - Concerns regarding construction impact and communication with residents.
 - Concerns that Bristol lacks school places, in particular special needs places, and the site could be used to address this.
24. The following non-material planning issues were raised:
- Negative impact on house prices.
 - Some local residents pay high council tax.
 - Concerns regarding the impact of the economic climate on the developer's financial position and house prices within the development.
 - Nearby Mowbray Park requires investment.
25. A second round of consultation was undertaken following changes to the proposed access points to mitigate road safety concerns raised during consultation. There were 16 responses to the second round of consultation, all in objection.

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26. The following planning issues were raised:
- Concerns about exacerbating congestion, road safety in proximity to the school, that traffic monitoring was completed during school holidays and that there is only one vehicle access point.
 - Support of the Petherton Road access as non-vehicular.
 - Concerns that the mitigation is insufficient and will not be enforced.
 - Concerns about the impact of the proposed development upon local services, public transport and facilities.
 - Concerns about overshadowing, overlooking and a lack of clarity on heights and boundaries of the proposed developments.
 - Concerns that building heights are not in keeping with the local area.
 - Concerns about the impact on wildlife and habitats.
27. The following non-material planning issues were raised:
- Negative impact on house prices.
 - Concerns that anti-social behaviour at other developments would also be present at this site.

EXTERNAL CONSULTTEES

Avon Fire and Rescue – No objection

28. Avon Fire & Rescue Service require the provision of six additional fire hydrants, located within the development. The costs, £1,500 per fire hydrant, will need to be borne by developers through developer contributions.

INTERNAL CONSULTTEES

Housing Enabling Team – No objection

29. The current tenure requirement is 75% Social Rent and 25% Affordable Home Ownership. Within the 25% Affordable Home Ownership, the Council will accept applications bringing forward First Homes and Shared Ownership and it will be for applicants to express which product they wish to develop. Based on current evidence the Council's preferred route to Affordable Home Ownership is Shared Ownership.
30. The exact tenure split will need to will be addressed at the Reserved Matters planning stage. For clarity if the extra care units can be provided as 100% affordable housing. The 30% 39 general needs units provided to meet policy BCS17/DM3 should be provided as 29 Social Rent and 10 units as Affordable Home Ownership.
31. However, if it is not viable to provide the extra care units as 100% affordable housing and the 30% affordable housing is provided across the whole scheme 45 units should be provided as Social Rent and 15 units as Affordable Home Ownership.
32. Further discussions will be needed between commissioners and the Housing Strategy & Enabling team prior to the Reserved Matters planning stage to confirm the recommended tenure split of the extra care units.
33. It is expected that the affordable housing contribution will address identified housing needs and reflect the proportions of property types and sizes in the overall scheme and contribute

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to balanced and sustainable communities in Bristol. The Council has applied the Nationally Described Space Standard (NDSS) as the appropriate space standard for particular forms of residential development.

34. Whilst it is understood that the exact mix/type of accommodation will be addressed at the reserved matters planning stage and will depend on the viability of the extra care housing being provided as 100% affordable housing; the Housing Strategy & Enabling team would welcome future plans that follow the below (see Table 1) recommended mix of Affordable Housing. The figures are drawn from analysing a range of housing needs data for Bristol and based on 30% of the general needs housing being provided as affordable housing. It is advised that the majority of the extra care units are provided as 1 bed 2 person apartments with a small number of 2 bed 3 person apartments.
35. As per previous advice we'd expect 20% of the older persons' units to be wheelchair accessible, M4 (3): Category three. In addition to this we would support future plans where the wheelchair properties are built to M4(3)b so that they are already adapted. We also recommend that the remaining 80% of the older person's units are built to be accessible and adaptable M4(2): Category two. Also, as previously advised we encourage the applicant to consider The Housing for an Ageing Population Panel for 4 Innovation (HAPPI) standards as design progresses to Reserved Matters stage.
36. Policy DM4: Wheelchair Accessible Housing set out in the Site Allocations and Development Management Policies Local Plan, requires 2% of new housing within residential developments of 50 dwellings or more to be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users. This should be provided at Reserved Matters stage.

Contaminated Land Officer – No objection

37. The following two reports have been considered as part of the application:
 - Structural Soils Ltd (October 2013). Interpretative report on site investigation at New Fosseway Road. 728195
 - WSP Ltd (January 2022). Phase 2 Geo-environmental and Geotechnical Assessment, New Fosseway (Former New Fosseway School) Site. 70079041-019.
38. Overall, the two reports provide relatively good coverage of the site. Ideally, we would have seen more sampling in the area of the infilled quarry and lime kilns to determine the extent of the deeper made ground, however the depths were proven in both 2013 and 2021.
39. Contaminant levels were generally acceptable with no requirement for further remedial actions at this time. A watching brief must be maintained throughout the development works, especially for the former quarry area and areas of historic buildings. Radon protection is likely to be required to comply with the Building Regulations.
40. We welcome reuse of materials on site through the CL:AIRE Definition of Waste Industry Cope of Practice scheme, we do ask that the applicants remember to consult us to discuss the reuse of material criteria for the site.
41. With respect to contamination, a condition is requested for the control of unexpected contamination and compliance with the approved UXO risk assessment.

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Transport Development Management – No objection

42. The following provides a summary of the Transport Development Management comments.
43. The principle of development is accepted, there is no objection to residential use on this site, subject to assessment and local improvements to accommodate the additional needs associated with the development.

New Fosseway Road Access

44. Concerns have been raised about the impact of the development on the access from New Fosseway Road and whether the access would be safe. As such, a Road Safety Audit has been undertaken by an independent third party. Full details of the considerations of this are included on the application file, however a number of measures are proposed to address the concerns of neighbours.
45. The proposed measures include the extension and alteration of double yellow lines and keep clear markings adjacent to the access, the addition of a raised table at the junction and the removal of brick piers from the existing entrance to the site. All the highway works would be secured via a Grampian condition and highway agreement.
46. Dropped kerbs and tactile paving are proposed to improve pedestrian connectivity to and from the site.

Petherton Road Access

47. Further details have been provided and these are found to be satisfactory. Measures to reduce speeds emerging from the neighbouring car park will be installed and relevant signing will be installed to reduce conflict. A condition will be required to ensure that the access is maintained for use by pedestrians and cyclists, but the Highway Authority would not seek to adopt this, as it does not meet adoptable standards for a shared cycle / footway.
48. Conditions are required for; appropriate maintenance of this access, a review of the street lighting arrangements and works to alter the crossover.

Trip generation

49. The methodology and predictions for trip generation are considered robust and in concurrence with similar sized developments.

Parking

50. The number of parking spaces proposed is considered acceptable. Further details of a proposed waiting restriction scheme are required to ensure unsafe and obstructive parking on Petherton Road and New Fosseway are deterred. Overspill parking is not considered to be a significant issue as the parking survey has indicated capacity on the highways near the site. 20% of parking provision would need to have EV charging facilities.
51. An electric car club car and space would be expected to be provided for the development, with free membership available to residents for the first three years of the development. This would be secured by a condition.
52. Cycle parking will be secured at Reserved Matters.

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Traffic Regulation Orders

53. Traffic Regulation Orders will be necessary for any waiting restrictions on-site and off-site. A contribution to TROs will also be required for a speed table. Each TRO currently costs £6310. Funding for this would be secured by a Memorandum of Understanding (MoU), payable prior to commencement of the development.

Road safety

54. To ensure that safe access is demonstrated, a Stage 1 RSA will be required for the access / New Fosseway Road junction / table arrangement, and the Petherton Road access.

Internal layout

55. The layout of the site will be determined at Reserved Matters stage. The applicants have had clear advice on how the internal layout may be set out through the pre-app process.

Travel plan

56. A Full Travel Plan would be expected to be submitted for each use prior to occupation of each use, and the payment of the Audit and Management Fees will need to be secured on the back of this application. A Travel Plan Management and Audit Fee in the sum of £5,335 is required for each of the uses (residential and extra care apartments). The fees are to be secured through a MoU and would be payable prior to occupation of the development.

Construction management

57. Any planning application would be expected to provide a Highway Network Management Construction Management Plan (secured by a pre-commencement condition) to ensure that the impact on the highway is minimised during construction phase. This would include a requirement to preventing large deliveries being programmed for peak times associated with the local traffic network and school peak hours.

Sustainable location

58. The site is located near to the A37 Wells Road. Bus services pass along A37, and New Fosseway Road to the west of the site, but not at a high volume. The site is reasonably located within walking distance to some local facilities, but there is a relatively high car ownership rate in the area, and a high proportion driving to work in comparison to other areas of Bristol.

Highway contributions

59. The associated contributions will be secured through a MoU and consist of:
- Bus Stop Contributions: Stops known as “Fortfield Road (outbound)” = £66,922 and
 - “Gladstone Road (westbound)” = £10,709
 - Traffic Regulation Orders for 20mph speed limit in accesses and within site; speed table in
 - New Fosseway Road; and Waiting restrictions at access and within the site = £6310 x 3.

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- Travel Plan audit and management fees for residential = £5335
- Travel Plan audit and management fees for sheltered accommodation = £5335

Flood Risk Manager – No objection

60. The flood risk posed to the site is deemed as low from all sources. In respect of drainage the following comments apply:

- Infiltration testing should be conducted to assess if infiltrating SuDS techniques are feasible at this location. British Geological Survey data suggests this area is probably compatible for infiltration SuDS which is the first preference in the SuDS hierarchy. The groundwater level is also expected to be more than 5m below the ground surface throughout the year according to this dataset.
- If infiltrating methods were discounted then the plans submitted, incorporating multiple SuDS features and providing many sustainability benefits, are acceptable in general from the LLFA perspective. This is subject to confirmation of the finalised detailed design and (as specified in the plans) the precise form, location and position of the various SuDS features are confirmed.
- Although the Microdrainage files suggest no flooding occurring up to a 1:100 rainfall event plus 40% climate change uplift (which is very good) many of the overland flow routes indicated seem to head towards buildings during the exceedance event. The highway kerb will provide a localised threshold in places but it would need confirming how property flooding would be avoided in the design layout under an extreme rainfall event.
- In the current submission flow restricting orifice diameters of 25mm and 50mm are proposed in certain manholes which could lead more readily to blockages. How this problem will be avoided should be explained. Filtration systems and leaf guards are possible mitigation options.
- Since the end outlet point is to a sewer this would need Wessex Water approval.

61. A condition is requested for the provision of a Sustainable Drainage Strategy, which provides confirmation of the end outlets (either via sewer discharge or infiltration methods).

Sustainable Cities officer – No objection

62. Good practice energy efficient measures are proposed including standalone and communal air source heat pumps and passive measures to tackle overheating. Air source heat pumps are anticipated to exceed the requirement for 20% saving on residual CO2 emissions through renewable energy (saving of 36.9% estimated for illustrative dwellings).

63. Blue and green infrastructure will be designed to provide multi-functional benefits including a focus on biodiversity, and I am pleased to see the use of Building with Nature principles. The development seeks to achieve at least 10% net gain in biodiversity.

64. The site is well served by public transport. Cycle parking and EV charging will be provided in line with recommended policy. Proposed car parking provision is below the maximum allowance for the site.

65. Though limited detail is available at this stage, the outline proposals are in line with requirements of BCS15 related to sustainable design and construction.

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66. A site waste management plan is recommended to ensure effective waste management. Off-site construction will be used where possible reducing construction waste and pollution. Operational Waste and Recycling Management Strategy is to be developed through the detailed design stage. This is to be secured via Construction Management Plan condition.
67. Conditions are also required for the submission of an updated Energy and Sustainability statement and an overheating risk assessment (based on a recognised methodology and criteria such as C.I.B.S.E TM52/ TM59, or equivalent, against weather files to 2080, based on a medium emissions, 50th percentile scenario),

Air Quality officer – No objection

68. The AQ assessment concludes that the operational phase of the development will result in negligible impacts. The construction phase impacts should be mitigated with a suitable CEMP, which should be conditioned. I have no objections to the development.

Historic Environment officer – No objection

69. The likely potential for early archaeology is insufficient to propose a full evaluation on this site. Archaeological conditions to secure some form of watching brief would be prudent. A pre-commencement condition to secure the production of a written scheme of works and a pre-occupation condition to secure the completion of an archaeological watching brief should be attached to any decision.

Pollution Control officer – No objection

70. The Noise Impact Assessment (NIA) provides target plant noise limits as no plant selected/known at present. These limits should be conditioned to ensure compliance at reserved matters stage and to ensure there are no unacceptable impacts from noise.

Nature Conservation officer – No objection

71. I have reviewed the Ecological Impact Assessment (EcIA) (WSP, February 2022) and the interim Biodiversity Net gain Assessment (BNGA) (WSP, January 2022) and I can recommend approval of the application subject to conditions for the provision of an updated Ecological Impact Assessment, a Construction Environmental Management Plan (CEMP), an updated Biodiversity Net Gain Assessment, the submission an Ecological Mitigation & Enhancement Strategy (EMES) with the details of the provision of bird, bat, insect and hedgehog* boxes and a method statement for the provision of living roofs and walls.]

RELEVANT POLICIES

72. National Planning Policy Framework – July 2021
Bristol Local Plan comprising:
Core Strategy (Adopted June 2011), Site Allocations and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2016 and Lawrence Weston Neighbourhood Development Plan 2017 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.
73. In determining this application, the Local Planning Authority has had regard to all relevant policies of the Bristol Local Plan and relevant guidance.

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74. Section 5 of the NPPF sets out the approach for 'Delivering a sufficient supply of homes'. It states that: "Housing applications should be considered in the context of the presumption in favour of sustainable development."
75. Policy BCS5 sets out that the Core Strategy aims to deliver new homes within Bristol's existing built up areas. Between 2006 and 2026, 30,600 new homes will be provided in Bristol.
76. Policy BCS7 states that retail development, offices, leisure and entertainment uses, arts, culture and tourism uses will be primarily located within or, where appropriate, adjoining the centres in the identified network and hierarchy serving Bristol. The provision of new small scale retail facilities will be encouraged where they would provide for local needs and would not be harmful to the viability and diversity of any nearby centres.
77. Policy BCS20 states that development should maximise opportunities to re-use previously developed land.
78. Policy DM2 states that a range of housing and care options that promote and maintain housing independence for older people will be encouraged.
79. The Bristol City Council Urban Living Supplementary Planning Document highlights Hengrove as an area with significant potential for intensification.
80. The proposed development consists of up to 200 dwellings, including 70 extra care apartments, and with an active ground floor for use classes E, F1 and F2.
81. The site is currently allocated for up to 175 dwellings within the Site Allocations and Development Management Policies Document, site reference BSA1406.
82. The proposed development is in accordance with the existing site allocation and with Policies BCS5 and BCS20 as it would contribute towards the delivery of new homes, on previously developed land.
83. The proposed extra care apartments dwellings would accord with Policy DM2 as they would provide housing options for older people located close to shops, open space and public transport options. This would be a purpose-built extra care facility that would in turn reduce demand for care within traditional dwellinghouses, freeing them up for the provision of family homes.
84. The proposed development would provide a higher number of dwellings than are currently allocated for the site. This is considered acceptable as BCS20 states that development opportunities should be maximised on previously developed land, and the Urban Living Supplementary Planning Document encourages intensification in this area. Key Issues C and D provide more detail on why it is considered that the application site can accommodate the quantum of development proposed.
85. The proposed flexible active ground floor uses would be consistent with Policy BCS7 by providing small scale retail and community uses to compliment the proposed residential uses. The uses would be located in excess of 600 metres from the nearest Local Centre at

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Gilda Parade and would not be of a scale to detract from the vitality and viability of the shops and services at this location.

86. It is considered that the proposed development is acceptable in principle.

B. DOES THE PROPOSED DEVELOPMENT PROVIDE AN APPROPRIATE LEVEL OF AFFORDABLE HOUSING?

87. Policy BCS17 of the Core Strategy sets out the requirement for affordable housing in the city. For the area in which the application site is located – Bristol North - the policy requires that any development of 15 dwellings or more should provide 30% of residential units as affordable housing.
88. It has been agreed between the applicant and the local planning authority, that affordable housing is secured in two parts. This would be reflected in a two-part (or two separate) memoranda of understanding (MoU), as the council cannot enter into a s106 agreement with itself. The following approach to affordable housing is proposed:
- 1) In accordance with Policy BCS17, the MoU would secure the 30% affordable housing against the 130 proposed dwellinghouses. This would be subsidy-free affordable housing. There is a potential that further affordable housing may be delivered on the site via public subsidy however this is not confirmed and cannot be considered in the determination of the planning application.
 - 2) For the Extra Care Housing provision, a separate AH schedule is proposed with its own suite of s106 clauses. This would secure the minimum compliant 30% affordable housing required by Policy BCS17 but also enables 100% affordable housing if full subsidy can be secured.
89. The BCC Housing Enabling Team has provided guidance on the expectations regarding further details of affordable housing to be submitted at Reserved Matters stage, including in relation to tenure split.
90. This approach would secure at least 30% affordable housing on site in accordance with Policy BCS17 and is considered to be acceptable.

C. IS THE IMPACT OF THE PROPOSED DEVELOPMENT UPON TRANSPORT AND HIGHWAYS ACCEPTABLE?

91. Policy BCS10 states that developments should be designed and located to ensure the provision of safe streets. Development should create places and streets where traffic and other activities are integrated and where buildings, spaces and the needs of people shape the area.
92. Policy DM23 of the Site Allocations and Development Management Policies outlines that development should not give rise to unacceptable traffic conditions and will be expected to provide safe and adequate access onto the highway network.

Access

93. The outline planning application provides full details of the access to the site for approval. The proposed development would retain the existing access from New Fosseway Road to the south of the site and provide a new pedestrian/cycle access to the site from Petherton Road to the north.

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94. The proposed development comprises retaining and upgrading the existing vehicular access point to the south of the site, including the removal of the gateway. The existing footways would be extended into the site. Double yellow lines would be used on the New Fosseway Road access point, adding a raised table to the junction, removing the existing brick pillars, and adding dropped curbs and tactile paving to accommodate pedestrians.
95. There would also be a pedestrian and cycle access point at the north of the site, leading onto Petherton Road. This access would also be for emergency vehicles.
96. The proposed scheme of mitigation, to be secured via planning condition, addresses the points raised in the Road Safety Audit and would ensure that the proposed access onto New Fosseway Road meets the design guidance in the Manual For Streets in terms of visibility splays and highway widths. Pedestrian connectivity would be enhanced through the provision of additional crossing points on New Fosseway Road. It is considered that the proposed access would be safe and secure for all road users.

Traffic and highway impact

97. The site is located within a sustainable location, with close proximity to bus stops on New Fosseway Road, Wells Road and Hengrove Lane. These provide connections with buses to Bristol city centre, Wells, Glastonbury and Street. Shops and services are available within walking distance at Gilda Parade, approximately 500 metres from the site.
98. The Whitchurch Railway Cycle Path lies to the east of the site, which links the site to Arnos Vale and Whitchurch via largely off-road routes.
99. Transport Development Management has reviewed the assessment of trip generation and considers the applicant's calculations to be robust. This estimates that, as a worst-case scenario, up to 77 two-way trips would occur during the AM peak hour.
100. Modelling indicates that this would not result in congestion at the New Fosseway Road junction, and this would be reduced with mitigation in place.
101. To minimise private vehicular trips and reduce car ownership, a number of contributions are proposed towards sustainable transport measures. These include a contribution towards a car club space, the provision of a site-wide travel plan and contributions towards improvements to bus stops. These would be secured via MoU and/or condition.

Internal layout

102. The internal layout of roads and routes for pedestrians and cyclists would be a reserved matter, should this outline planning application be approved. The principle of internal circulation and access, including the location of different street typologies is shown on Parameter Plan 4 – Access and Movement Strategy and has been reviewed by Transport Development Management and is acceptable in principle. A condition should be attached to any permission to ensure the principles set out in Parameter Plan 4 are adhered to at Reserved Matters stage.

Levels of car and cycle parking

103. A total of 212 car parking spaces are proposed within the outline planning application. The detail and location of these parking spaces would be a reserved matter. This would be more

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than one car parking space per dwelling. Based on the indicative housing mix provided by the applicant, the maximum number of car parking spaces that could be provided would be 330. The proposed development would provide less than this considered to be acceptable given the sustainable transport measures proposed as part of the application.

104. Cycle parking is a reserved matter. A condition should be attached to ensure adequate and appropriate provision for all dwellings and visitors on the site.

Refuse and recycling

105. Refuse and recycling provision would be confirmed at Reserved Matters stage.

D. IS THE DESIGN AND LAYOUT OF THE PROPOSED DEVELOPMENT ACCEPTABLE?

106. Policy BCS21 advocates that new development should deliver high quality urban design that contributes positively to an area's character and identity.
107. Policies DM26-29 (inclusive) of the Site Allocations & Development Management Policies require development to contribute to the character of an area through its layout, form, public realm and building design.
108. The surrounding context of the site to the south and east is predominantly two-storey residential buildings. To the north and west, the Oasis Academy is three storeys in height, but due to its use is up to 13.5 metres in height (equivalent to between four and five residential storeys).
109. Whilst the illustrative masterplan does not form part of the outline consent if granted, the applicant has developed parameter plans to secure the building types and uses, the location of development blocks, principles of access and movement, building heights, and principles for blue and green infrastructure, including tree protection.
110. The urban design officer has raised no objection to the parameters set out within the plans and is satisfied that the quantum of development can be accommodated onsite. The proposed density of 58 dwellings per ha (dph) is slightly above the minimum indicative net density of 50 dph set out in the Local Plan and considered appropriate for an outer urban setting such as Hengrove.
111. The proposed building types and uses would provide mews houses typical of a backland site where to the rear of properties on Wells Road, stepping up to a mix of townhouses and then apartments located centrally. This would provide an appropriate mix of dwelling types and manage the change in type through the site.
112. The proposed scale and massing, at between two and four-storeys, is consistent with the wider area with those four storey buildings in the centre of the site representing a positive opportunity to intensify the land use in accordance with the Urban Living SPD. The approach of locating the lowest height buildings where nearest to adjoining properties on Wells Road would ensure that impacts upon the character of the surrounding area and on existing neighbours are minimised.
113. Any future Reserved Matters application seeking to approve a detailed masterplan would be developed in accordance with these parameters. A condition should be attached to any permission to ensure compliance with these parameters to ensure the creation of a high-quality environment in accordance with Policy BCS21.

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114. The illustrative masterplan demonstrates that the proposed density of development can be successfully achieved on the site within its constraints, whilst also incorporating sustainable urban drainage, open space, public realm, and protecting the amenity of existing residential properties.
115. In summary, the principle of the scale and layout of the proposed development as detailed in the parameter plans is found acceptable. The masterplan developed at Reserved Matters stage will be required via condition to accord with the parameter plans and further details of appearance, scale, layout and design will be required and assessed.

E. WOULD THE PROPOSED DEVELOPMENT CAUSE ANY UNACCEPTABLE HARM TO RESIDENTIAL AMENITY?

116. Policy BCS21 states that new development should safeguard the amenity of existing development.
117. Policy DM29 states that new development should ensure that existing and proposed development achieves appropriate levels of privacy, outlook and daylight.
118. SPD2, whilst designed to provide guidance to those wanting to extend or improve one's home, provides a helpful 'rule of thumb' that there should be a gap of 21 metres between habitable rooms if the windows face each other. 12 metres should be provided
119. Parameter Plan 1 – Site Structure and Parameter Plan 3 – Building Heights set out the locations of the development blocks, where the dwellings would be situated and their maximum heights. The blocks to the south and east of the site would be adjacent to existing residences and would range from two to four storeys.
120. The majority of existing residential dwellings along the eastern edge of the site have large back gardens, and so are more than 21m from the boundary of the site, in accordance with SPD2, ranging approximately from 21.6m to 63.7m. The Illustrative Masterplan shows that amenity space would be provided to the rear of the dwellings and along the boundary with the properties on Wells Road. This would increase the distance the existing dwellings and the proposed development blocks, and so there is little risk of overbearing and overlooking.
121. There are two dwellings which are closer to the boundary of the site, both of which are approximately less than 2m from the site boundary. One of the buildings has no windows facing the proposed development, and the eastern boundary is heavily landscaped, which would be maintained. Parameter Plan 1 – Site Structure indicates that neither of these buildings would directly face the proposed development blocks. The proposed blocks are also not directly alongside the boundary line. As such, it is unlikely there would be a risk of overbearing and overlooking, however this should be confirmed at Reserved Matters stage.
122. Due to the distances between the pre-existing dwellings and proposed development, overshadowing is unlikely, however a daylight and sunlight assessment would need to be provided at the reserved matters stage.
123. It is considered that, at this outline stage, there would be no unacceptable impacts upon residential amenity. Further information will be required at reserved matters stage once the layout and form of development is known to confirm this.

Development Control Committee B – 7 December 2022**Application No. 22/01199/PB : Former School Site New Fosseway Road Bristol BS14 9LN****F. WOULD THE PROPOSED DEVELOPMENT RESULT IN ANY UNACCEPTABLE IMPACTS UPON BIODIVERSITY OR GREEN INFRASTRUCTURE?**

124. Paragraph 174 of the National Planning Policy Framework (NPPF) states that planning policies and decisions should contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity.
125. Policy BCS9 states that individual green assets should be retained wherever possible and integrated into new development.
126. Policy DM15 sets out that new green infrastructure assets will be expected to be designed and located to maximise the range of green infrastructure functions and benefits achieved, wherever practicable and viable. The provision of additional and/or improved management of existing trees will be expected as part of the landscape treatment of new development.
127. Policy DM17 sets out that where tree loss or damage is essential to allow for appropriate development, replacement trees of an appropriate species should be provided, in accordance with the tree compensation standard.
128. A Biodiversity Net Gain Assessment has been undertaken which determines that at present, the site equates to approximately 7.27 habitat units when measured within the Biodiversity Metric 2.0 Calculation Tool. Whilst layout, form and landscape are reserved matters, the applicant has utilised the illustrative masterplan and the principles set out in the Biodiversity Net Gain Assessment (WSP, 2022) to test whether a net gain can be achieved onsite. The Assessment concludes that a net gain of approximately 12% can be secured based on the proposed development. This would be in accordance with the NPPF, which seeks to deliver net gains to biodiversity from new development and with the principles of the Environment Act 2021. An updated Biodiversity Net Gain Assessment should be submitted at reserved matters stage to confirm that a Net Gain can be achieved once the landscaping has been designed in full and development impacts are fully understood.
129. Conditions should also be attached to any permission for an updated Ecological Impact Assessment, a Construction Environmental Management Plan (CEMP) and the submission an Ecological Mitigation & Enhancement Strategy (EMES).
130. The Planning, Design and Access Statement also states the intention to target Building with Nature accreditation. The key principles of Building with Nature relate to green infrastructure which is multifunctional, connected, sympathetically placed, resilient, responsibly managed, and environmentally sensitive. The details of this would be confirmed at reserved matters stage.
131. The Arboricultural Report (WSP, 2022) sets out that there are 46 trees, 11 tree groups and 4 hedges onsite. The proposed development would result in 13 trees, three tree groups and one hedge being removed. These have all been categorised as low quality or unsuitable for retention.
132. The illustrative masterplan, whilst not for approval, demonstrates that in excess of 90 new trees can be provided onsite. This would more than meet the requirements of the Bristol Tree Replacement Standard of Policy DM17. Parameter Plan 6 – Landscape – Tree Protection and Removal also demonstrates the provision of new wildflower areas and new hedgerows, to the benefit of biodiversity and the appearance of the site.

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133. An updated Arboricultural Impact Assessment should be submitted as part of any future reserved matters application, confirming the number of tree replacements in accordance with the Bristol Tree Replacement Standard and for all of these trees to be provided onsite.
134. It is considered that the proposed development would enhance nature and green infrastructure onsite and would provide demonstrable net gains for biodiversity.

G. DOES THE APPLICATION GIVE SUFFICIENT CONSIDERATION TO SUSTAINABLE DESIGN AND CONSTRUCTION?

135. Policy BCS13 sets out that development should contribute to both mitigating and adapting to climate change, and to meeting targets to reduce carbon dioxide emissions.
136. Policy BCS14 sets out that development in Bristol should include measures to reduce carbon dioxide emissions from energy use by minimising energy requirements, incorporating renewable energy sources and low-energy carbon sources. Development will be expected to provide sufficient renewable energy generation to reduce carbon dioxide emissions from residual energy use in the buildings by at least 20%.
137. Policy BCS15 sets out that sustainable design and construction should be integral to new development in Bristol. Consideration of energy efficiency, recycling, flood adaptation, material consumption and biodiversity should be included as part of a sustainability or energy statement.
138. Given the outline nature of the proposals, the extent to which sustainability can be assessed is limited. The applicant has provided a sustainability statement which sets out key principles for sustainability and tests the illustrative masterplan against adopted policies.
139. The applicant has been able to demonstrate that there would be a reduction in carbon dioxide emissions in accordance with Policy BCS14. The Energy and Sustainability Statement (WSP, 2022) demonstrates that a 36.9% reduction in CO2 emissions would be achieved on the site via a heat hierarchy-compliant solution of individual and communal air source heat pumps.
140. At reserved matters stage an updated Energy and Sustainability Statement will be required, in accordance with the approved statement, to demonstrate that the proposed development provides accordance with Policies BCS13, BCS14 and BCS15.
141. Overheating would be considered in full at reserved matters stage, however, the outline planning application establishes good principles such as high levels of thermal efficiency and air tightness is proposed. Two options to manage overheating are considered; passive measures (non-technological responses such as solar shading and blinds) and mechanical ventilation with heat Reduction. Both solutions are acceptable in principle, with a preference for passive measures to be embedded in any reserved matters application.
142. The applicant has provided a BREEAM Communities Step 1 certification report (WSP, 2022) which indicates that the proposed development achieves a 'PASS' at this step. This accords with Policy BCS15.
143. A condition will be made for the provision of an updated Energy and Sustainability Statement, an Overheating Assessment and a BREEAM Communities Assessment.

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144. It is concluded that sufficient consideration has been given to sustainable design and construction, subject to conditions.

EQUALITIES ASSESSMENT

145. The public sector equalities duty is a material planning consideration as the duty is engaged through the public body decision making process.

"S149 of the Equalities Act 2010 provides that a public authority must in the exercise of its functions have due regard to: -

(a) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Act

(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it

(c) foster good relationships between persons who share a relevant characteristic and those who do not share it.

146. During the determination of this application due regard has been given to the impact of the scheme upon people who share the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
147. The proposed development would provide extra care housing to meet the needs of an aging population as well as those with disabilities that require support at home. The proposed development will provide a minimum of 30% affordable housing to meet the needs of those on the social housing register and offer an opportunity for people to get onto the housing ladder through shared ownership.
148. The approach to transport and highways has ensured that all road users can access the development, and the provision of sustainable travel measures will improve movement for all sections of the community.
149. Whilst the housing mix will be determined at reserved matters stage, the illustrative masterplan and indicative housing mix shows that a range of dwelling types, sizes and tenures can be provided on the site to meet the needs of a well-balanced community.
150. It is considered that there will be a positive impact on equalities.

CONCLUSION

151. The proposed development would contribute to the delivery of new, affordable homes on an allocated site within the Bristol Local Plan and on previously developed land. Subject to conditions, the proposed development would be acceptable in terms of transport and highways.
152. The parameter plans submitted indicate that the site has sufficient capacity to comfortably accommodate up to 200 dwellings and the design principles established at this stage are considered to be acceptable.
153. The Reserved Matters application should demonstrate that the proposed development is of an appropriate type and mix for the area.

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154. Any further Reserved Matters application should demonstrate that the proposed development would sufficiently reduce CO2 emissions, considers sustainable design and construction, nature conservation and green infrastructure. At this stage, all the information provided to cover the above topics demonstrates that the future development of the site can accord with the adopted policies of the Bristol Local Plan.

155. RECOMMENDED Resolution to GRANT outline planning permission, subject to delegation to officers to finalise planning agreement and agree conditions

PLANNING AGREEMENT

156. A number of consultees have requested financial contributions towards mitigation and/or improvements associated with the proposed development. As BCC cannot enter into a s106 agreement with itself, these are to be secured via an internal memorandum of understanding (MOU). The MOU is to secure the following items:

- 39 affordable dwellings and 70 affordable extra care units
- 6 no. Fire Hydrants - £9,000.00 plus VAT.
- Travel plan audit and management fees for dwellings = £5,335.00
- Travel plan audit and management fees for extra care units = £5,335.00
- Traffic Regulation Orders (TROs) for alterations to waiting restrictions, speed limit extension into site, disabled parking and statutory notices for highway mitigation – £18,930.00
- Upgrading of bus stops - Fortfield Road (outbound) = £66,922.00
- Upgrading of bus stops - Gladstone Road (westbound) = £10,709.00

CONDITIONS

157. Conditions are to be agreed with the applicant and submitted by way of the amendment sheet.

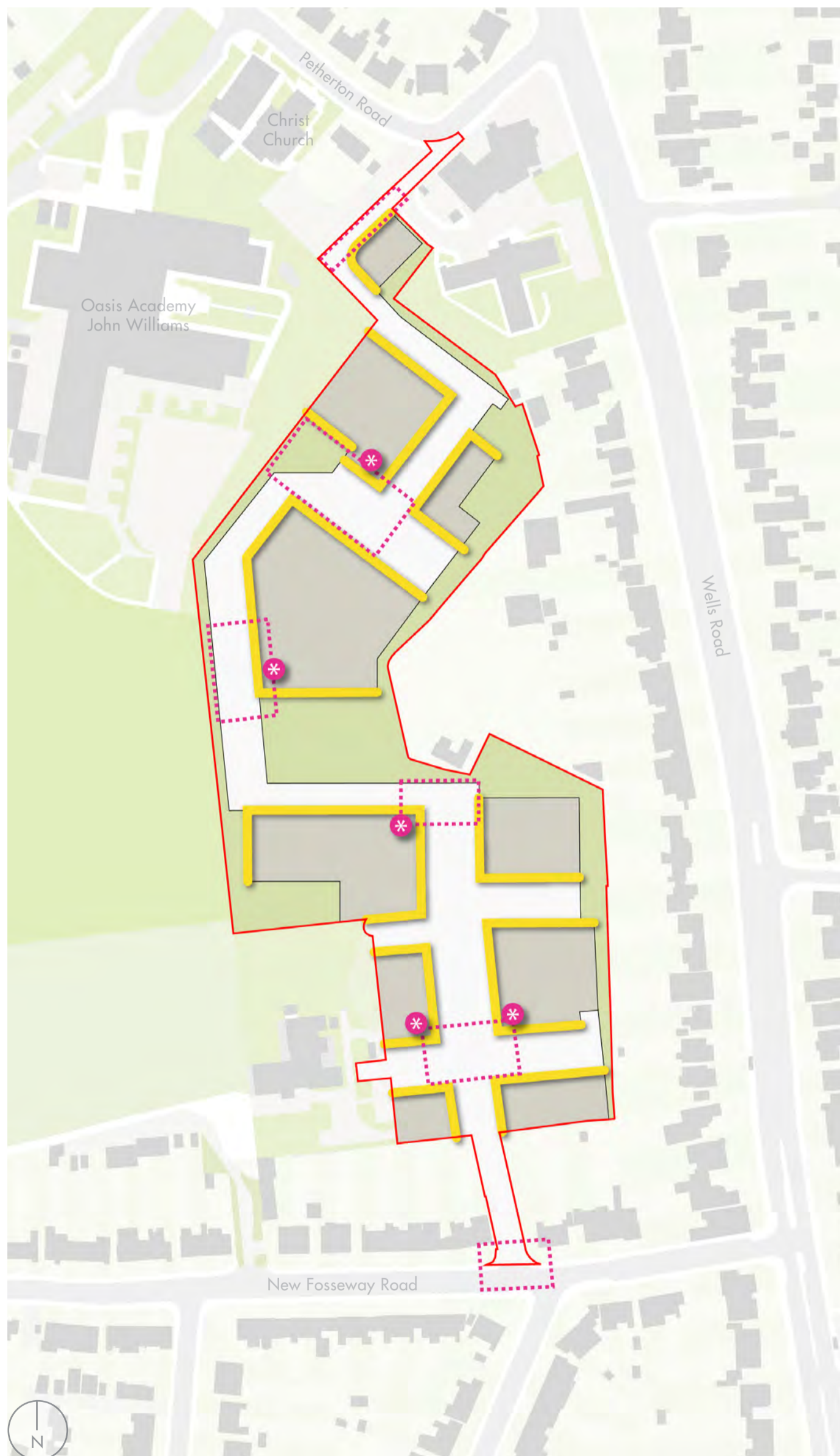
Supporting Documents

2. Former School Site, New Fosseway Road
 1. Parameter Plans
 2. Illustrative Masterplan
 3. Illustrative Site Sections

LAND OFF NEW FOSSEWAY ROAD

PARAMETER PLANS

SITE STRUCTURE

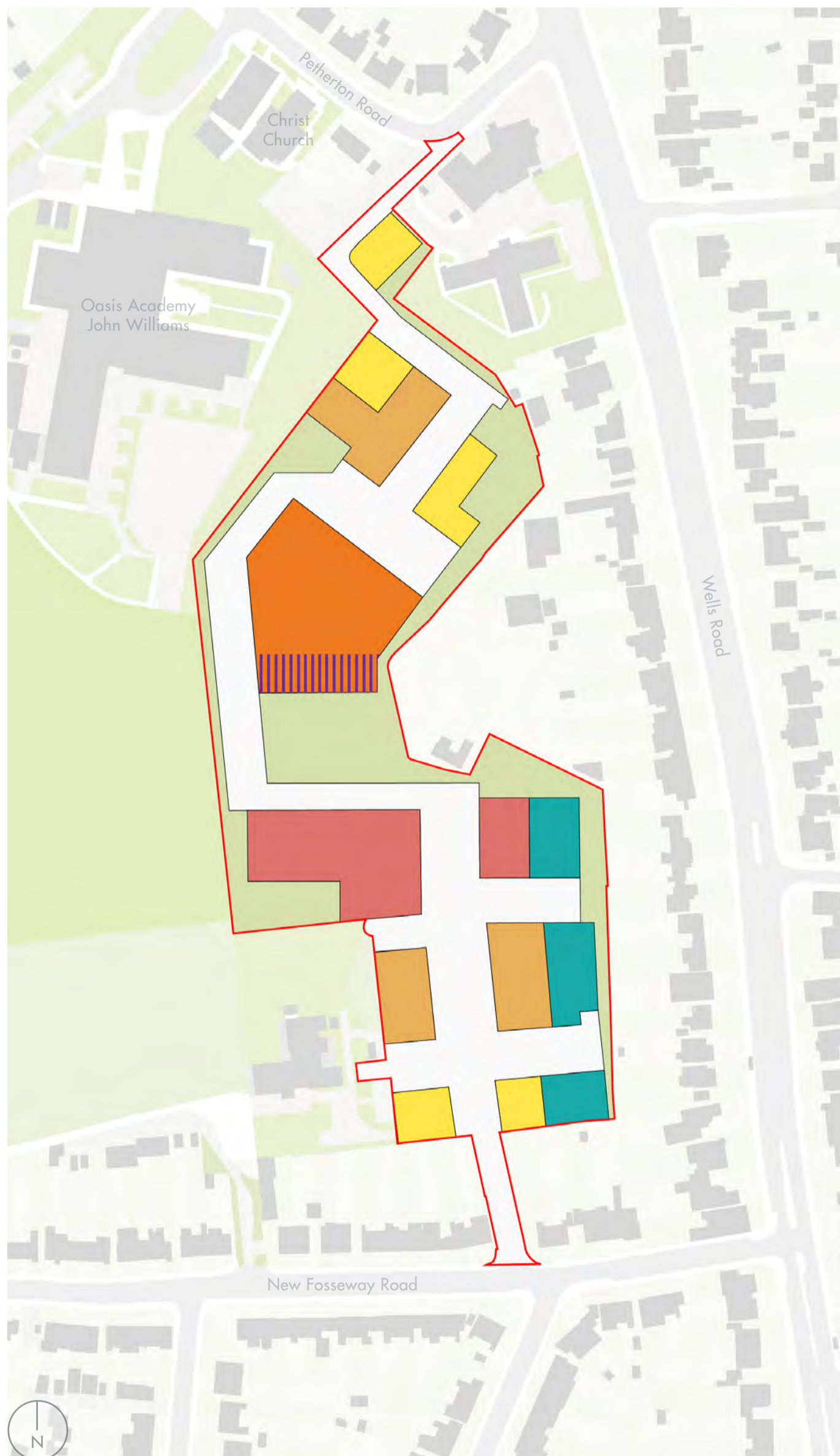


- Development area (buildings and private space)
- Strategic landscape and open space
- Public Realm (including streets, car parking and footpaths)
- Active development edge
- Focal feature (requiring visual and/or functional accentuation)
- Key gateway area (where surrounding buildings and public realm all work coherently)

LAND OFF NEW FOSSEWAY ROAD

PARAMETER PLANS

BUILDING TYPES AND USES

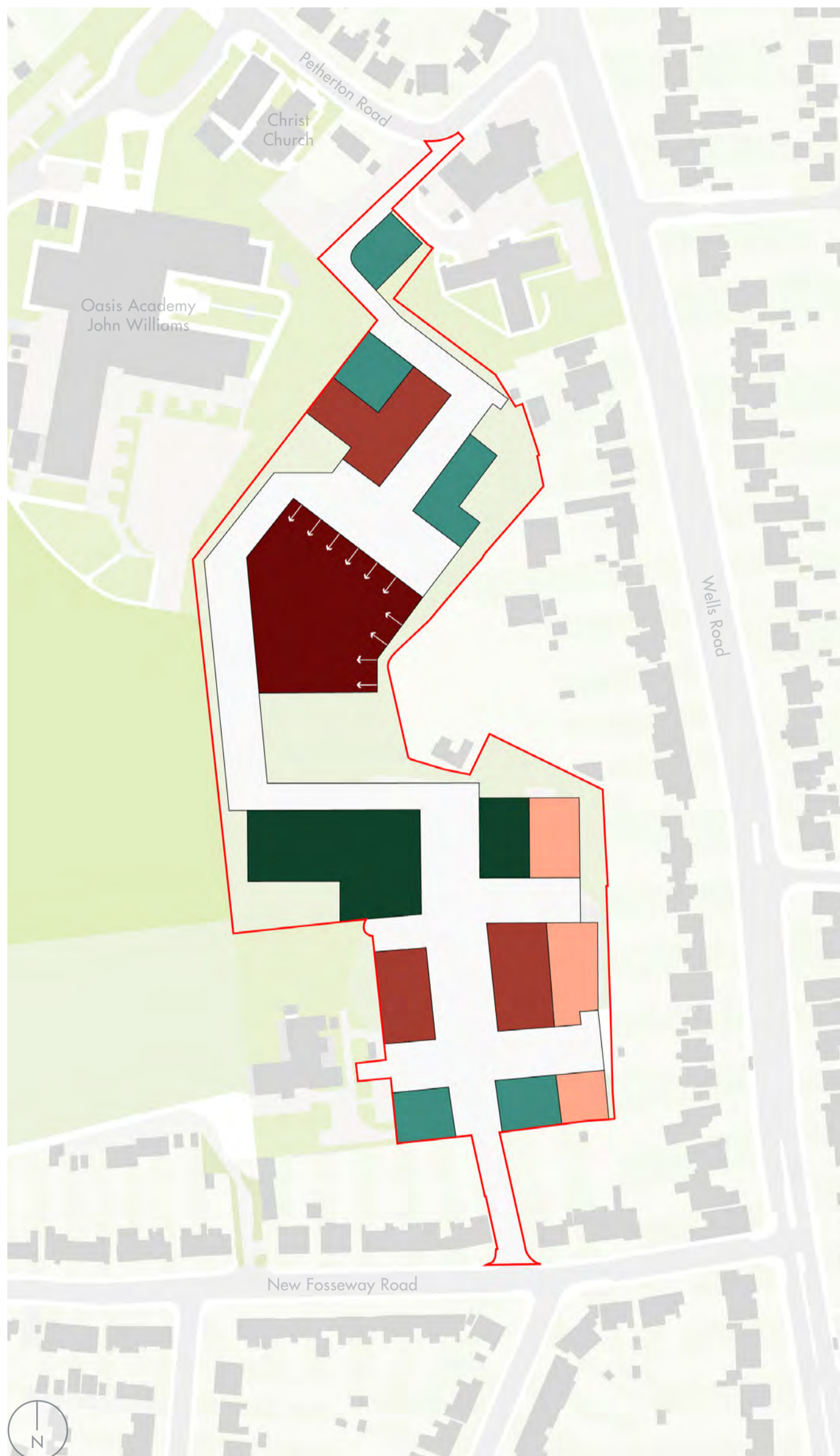


- Extra care hub: use class C3
- Active ground floor uses (non-residential activities, such as a café at ground floor that creates a more lively environment with the ability to 'spill out' into the external spaces)
 - Use class E: commercial, business and service
 - Use class F1: Learning and non-residential institutions
 - Use class F2: Local community uses
- Apartment or Townhouse: use class C3
- Townhouse: use class C3
- Mews or Townhouse: use class C3
- Mews: use class C3
- Strategic landscape and open space

LAND OFF NEW FOSSEWAY ROAD

PARAMETER PLANS

BUILDING HEIGHTS



Extra care (with set-back where identified). General parameters for this zone are as follows:

- North, west and south edges of development area: Up to four storeys with set-back upper storey (up to 16m from ground level);
- East edge of development area: Up to three storeys with set-back upper storey (up to 13m from ground level)



Minimum three storeys, up to four storeys (up to 16m from ground level)



Three storeys (up to 13m from ground level)



Minimum two storeys, up to three storeys (up to 13m from ground level)

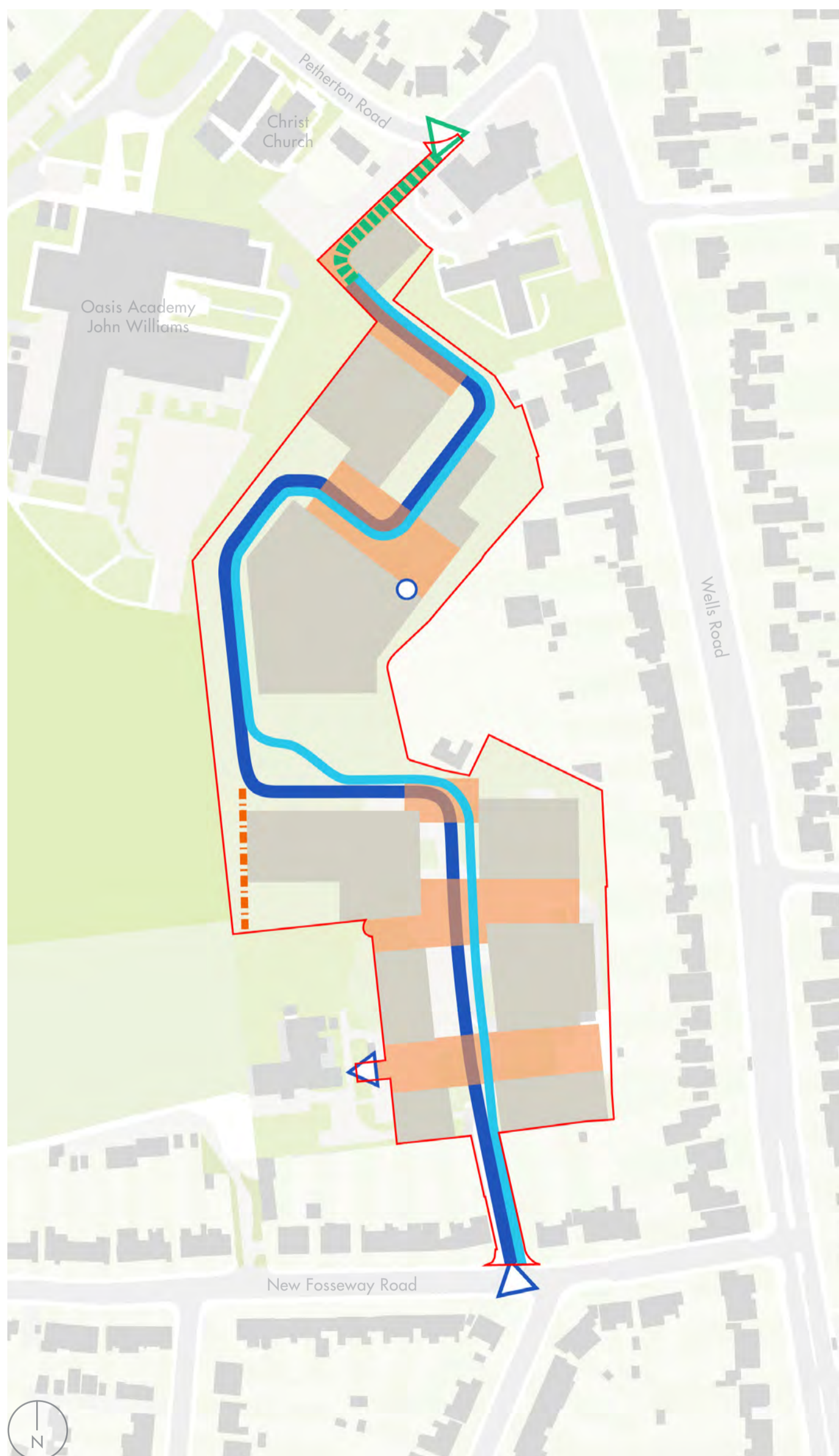


Up to two storeys (Up to 10m from ground level)

LAND OFF NEW FOSSEWAY ROAD

PARAMETER PLANS

ACCESS AND MOVEMENT

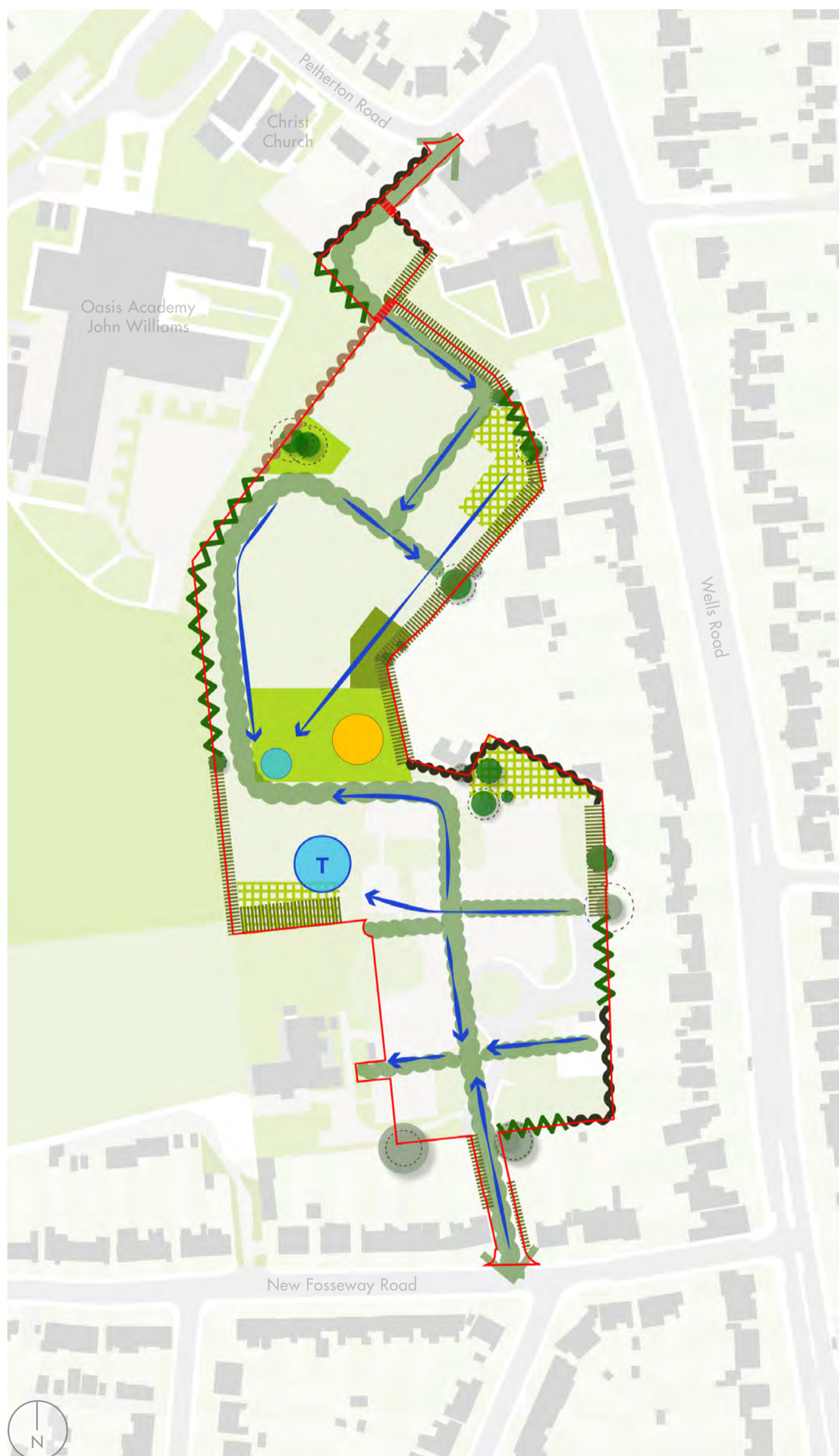


- Block structure
- Vehicle, pedestrian and cycle access
- Two-way vehicle route with on-street cycle provision
- New pedestrian/cycle access from Petherton Road with allowance for emergency vehicle access only
- Potential service access for the extra care hub
- Primary pedestrian spine route
- Scope for future secondary pedestrian connection (if the Bush Centre is redeveloped in future)
- Pedestrian priority zone with calmed vehicle access

LAND OFF NEW FOSSEWAY ROAD

PARAMETER PLANS

LANDSCAPE - GREEN AND BLUE INFRASTRUCTURE



- Public open space, multi-purpose species rich amenity grassland with ornamental shrub planting - BwN Standard 5&7
- Private gardens, multi-purpose amenity grassland
- New species rich / wildflower area
- Play provision - BwN Standard 5&7
- Landscaped streets containing broad leaf native species planting
- Existing tree outside the site area but with root protection areas within the site to be retained
- Existing tree within the site to be retained - BwN Standard 3
- Tree root protection area (extent of roots spreading out from existing tree)
- Existing vegetation to be retained - BwN Standard 3
- Existing vegetation to be removed to facilitate new routes
- Existing hedgerow and native trees, reinforced with native broadleaved species - BwN Standard 1&3
- Existing vegetation outside of the site boundary to be reinforced with new planting - BwN Standard 1&3
- New native hedgerow planting along the boundary - BwN Standard 3
- Surface SuDS attenuation feature (eg. Pond) including marginal species planting to improve bio-diversity and wildlife - BwN Standard 9&10
- Below Ground SuDS attenuation feature (eg. tank)
- Direction of surface water run-off (managed through appropriate SuDS infrastructure such as swales) - BwN Standard 9&10

LAND OFF NEW FOSSEWAY ROAD

PARAMETER PLANS

LANDSCAPE - TREE PROTECTION AND REMOVAL



- Existing tree outside the site area but with root protection areas within the site to be retained
- Existing tree within the site to be retained - BwN Standard 3
- Existing tree within the site to be removed
- Existing vegetation to be removed
- Existing vegetation to be retained
- Tree root protection area






LAND OFF NEW FOSSEWAY ROAD

ILLUSTRATIVE CONCEPT PLAN

ILLUSTRATIVE MASTERPLAN



1. Main access from New Fosseway Road
2. Redevelopment of the existing Bush Centre access for new development
3. Mews street providing a new access to the Bush Centre
4. The Bush Centre
5. Potential for sub-station to be retained and retro-fitted for the new development
6. Three storey townhouses along the primary spine street
7. Primary vehicle spine street with on-street cycle provision
8. Existing dense scrubland and vegetation to be retained
9. Location for future pedestrian connection along the western boundary (should the Bush Centre site be considered in the future for redevelopment)
10. Four storey apartment block with green roof framing the central public open space
11. Four storey apartment block with green roof fronting onto the primary spine street
12. SUDS attenuation feature
13. Play provision within the central public open space
14. Extra care hub with active community uses at ground level with the opportunity for 'spill out' space onto the central public open space; as well as a private amenity terrace over the reception area
15. Service access for the extra care hub
16. Potential location for a new sub-station to service the northern development
17. Street configuration reflecting the retention of the existing pair of lime trees
18. Shared private green space to increase biodiversity and provide opportunities for wildflower meadows and planting
19. Reinforced vegetation boundary between the new development and existing Oasis Academy
20. New pedestrian/cycle route access onto Petherton Road with allowance for emergency vehicle access only.

-  Extent of green roofs
-  New development
-  Existing/retained buildings

SCALE: 1:1000 @ A1



LAND OFF NEW FOSSEWAY ROAD

ILLUSTRATIVE CONCEPT PLAN

ILLUSTRATIVE SITE SUMMARY CONCEPT STRATEGY



- Residential development: use class C3
- Redevelopment of the existing Bush Centre access for new development with a new access to Bush Centre to be provided
- Public Realm (streets, parking and footpaths)
- Active ground floor uses: use classes E/F1/F2 (non-residential activities, such as a café at ground floor that creates a more lively environment with the ability to 'spill out' into the external spaces)
- Extra care hub: use class C3
- Two-way vehicle access
- New pedestrian/cycle access from Petherton Road with allowance for emergency vehicle access only
- Dedicated pedestrian footpath
- Potential location for a north-south connection
- Possible area for servicing (e.g. deliveries)
- Strategic landscape and open space
- Public open space, multi-purpose species rich amenity grassland with ornamental shrub planting - BwN Standard 5&7
- Private communal gardens, multi-purpose amenity grassland
- New species rich / wildflower area
- Play provision - BwN Standard 5&7
- Existing tree outside the site area but with root protection areas within the site to be retained
- Existing tree within the site to be retained
- Tree root protection area (extent of roots spreading out from existing tree)
- Important north-south tree lined street
- Existing vegetation to be retained - BwN Standard 3
- Existing vegetation to be removed to facilitate new routes
- Existing hedgerow and native trees, reinforced with native broadleaved species - BwN Standard 1&3
- Existing vegetation outside of the site boundary to be reinforced with new planting - BwN Standard 1&3
- New native hedgerow planting along the boundary - BwN Standard 3
- Surface SuDS attenuation feature (eg. Pond) including marginal species planting to improve bio-diversity and wildlife with native trees to include along swales - BwN Standard 9&10
- Below Ground SuDS attenuation feature (eg. tank)
- Direction of surface water run-off (managed through appropriate SuDS infrastructure such as swales) - BwN Standard 9&10
- Key building elevation
- Neighbouring elevation
- Focal feature (requiring visual and/or functional accentuation)
- Key gateway area (where surrounding buildings and public realm all work coherently)

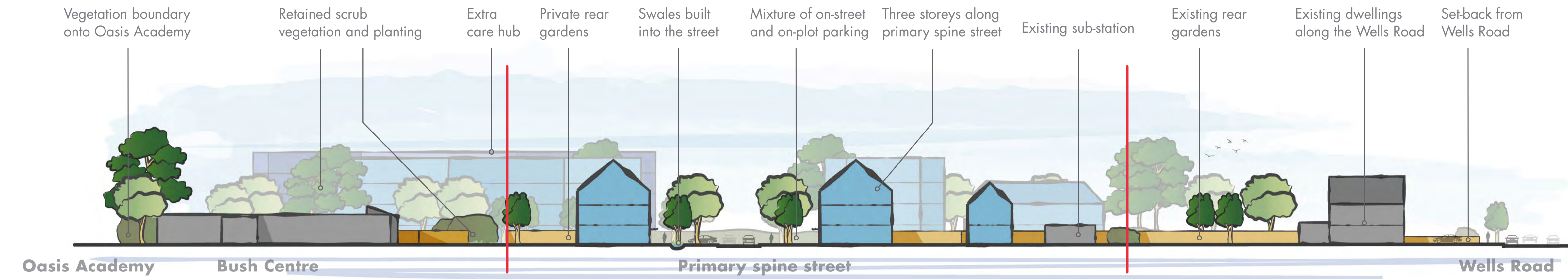
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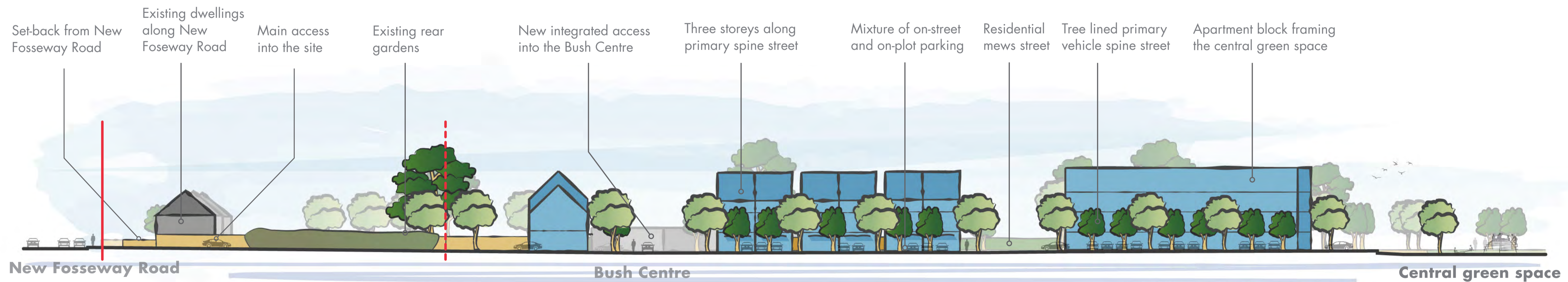
LAND OFF NEW FOSSEWAY ROAD

ILLUSTRATIVE SITE SECTIONS

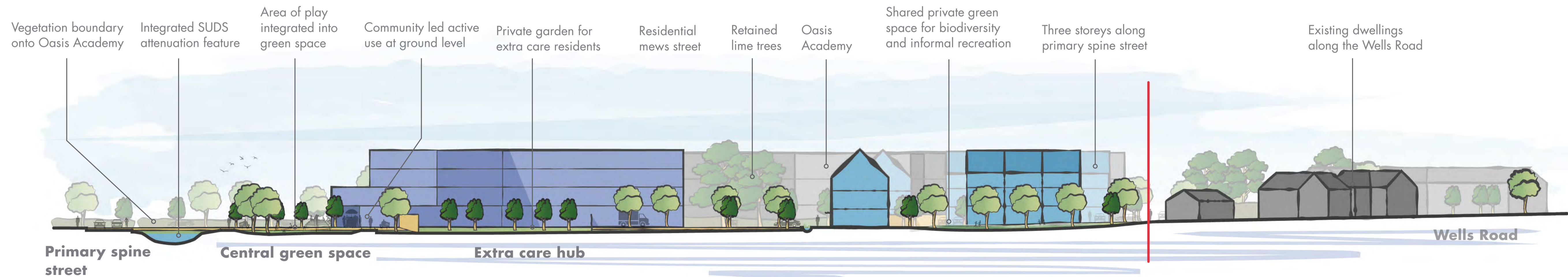
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A-A: WEST TO EAST, PRIMARY SPINE STREET



B-B: SOUTH TO NORTH, PRIMARY SPINE STREET



C-C: SOUTH-WEST TO NORTH-EAST, EXTRA CARE TO WELLS ROAD

SECTION LOCATION PLAN

