

South Gloucestershire Council

COMMITTEE: PLANNING, TRANSPORTATION & STRATEGIC ENVIRONMENT

DATE: 26 MARCH 2014

REPORT TITLE: CRIBBS/ PATCHWAY NEW NEIGHBOURHOOD SUPPLEMENTARY PLANNING DOCUMENT - PATCHWAY, ALMONDSBURY, FILTON WARDS

Purpose of Report

1. To consider the results of the public consultation exercise and amendments to the draft Cribbs/ Patchway Development Framework Supplementary Planning Document (SPD) for the New Neighbourhood.
2. To approve the adoption of the Cribbs/ Patchway Development Framework SPD.
3. To withdraw the existing draft Cribbs/ Patchway Development Framework SPD.

Policy

4. The South Gloucestershire Local Plan: Core Strategy, adopted December 2013, sets out the Council's future spatial strategy for the area. This document identifies the quantum and locations for the strategic development required to meet the needs of the area, sets out a clear spatial strategy for guiding development, and provides a high level set of policies that inform the development management process.
5. Policy CS26 of the Core Strategy allocates a major mixed use development at Cribbs/Patchway, and establishes the main criteria for development that are to be further amplified through a Supplementary Planning Document (SPD).
6. A draft SPD was prepared in line with the (then) existing Development Plan and emerging policies of the Core Strategy. It was endorsed by Committee in January 2013 for use for Development Management purposes (to be read in conjunction with both the South Gloucestershire Local Plan and the Core Strategy).
7. The purpose of the SPD is to amplify proposals set out in the Core Strategy and show how it is expected they will be delivered. It is intended to provide a framework for consideration of development proposals but is not intended to provide a detailed masterplan. That detail will be provided within individual planning applications.
8. The Core Strategy has now been adopted incorporating the Inspectors modifications, including those to Policy CS26.
9. The Statement of Community Involvement (2008) sets out how the Council intends to involve the wider community in the preparation of plans and policy documents and in planning application decisions. Section 4 sets out the Council's requirements for consultation on Supplementary Planning Documents.

Background

10. Policy CS26 of the Core Strategy requires the principal delivery mechanism for achieving comprehensive development at Cribbs/Patchway to be through the production of an SPD. The SPD is intended to provide a framework for establishing infrastructure requirements, and to guide development coming forward to ensure it achieves the principles of sustainable development.

PTSE Committee January 2013:

11. A draft of the SPD was presented to PTSE Committee in January 2013 and it was agreed that:

- a. Members endorsed the draft document as a material consideration for the Development Management process.
- b. Following the receipt of additional technical work and Main Modifications to the Core Strategy, and subject to the requirement to undertake further consultation, officers update the draft SPD to accord with the new evidence, and
- c. Officers prepare a further report to Members to formally adopt the SPD in conjunction with the adoption of the Core Strategy.

12. Since that resolution

- further technical work has been undertaken,
- the Core Strategy has been adopted with modifications,
- additional public consultation has been carried out on the emerging development proposals,
- negotiations have continued with landowners and developers within the Cribbs/ Patchway allocation.
- A Member Liaison Group, with local members from Bristol and South Gloucestershire, has been formed to provide a forum for discussion of key issues.
- Briefing meetings have been held with representatives of local parish councils
- The joint landowners prepared a draft Framework Plan and the Council consulted on this in October/ November 2013.

13. As a result of the above officers considered that material amendments to the endorsed draft SPD were necessary prior to adoption. Consultation on the changes was undertaken between 20th January and 28th February 2014.

14. Potential further changes to the draft SPD have been identified as a result of this public consultation exercise, and paragraphs 17 – 26 set out a summary of comments received during the consultation, along with the amendments proposed to the draft SPD where appropriate.

The Issues

15. Approval is now sought for the adoption of the amended draft SPD. The issues to be addressed are:

- a. Whether the draft SPD has been prepared with adequate community involvement, and
- b. Whether the draft SPD accords with the policies and proposals of the adopted Core Strategy

Consultation

16. Proposals for the Cribbs/ Patchway New Neighbourhood have been the subject of extensive consultation, both through the Core Strategy and draft SPD processes, and in accordance with section 12 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

17. In accordance with the Council's decision making procedures the draft SPD was approved for public consultation purposes by Lead Members for Planning, Transportation and Strategic Environment on the 13th January 2014, and the draft was the subject of a six week public consultation exercise between 20th January and 28th February 2014, which included four public drop-in events on 28th and 29th January and 4th and 6th February. It has also been subject to discussion at the Member Liaison Group formed with Bristol City Council and at meetings with local town and parish councils.

18. The consultation was advertised in the Bristol Evening Post and Gazette series of newspapers. The draft SPD was available on the Council's iNovem website throughout the consultation period and paper copies were also available at all South Gloucestershire public libraries, one stop shops and the Council offices, as well as Henbury, Southmead and Westbury-on-Trym libraries.

19. A total of 120 responses were received during the consultation process. A description of the full consultation process, including a list of the comments received and the council's response, is set out within the Consultation Statement at Appendix A.

Responses and proposed amendments

The following provides a summary of the main issues and modifications arising.

Section 1: Introduction & Background

20. Comments were received querying the relationship between the diagram on page 3 and subsequent diagrams within the SPD.

21. For clarity it is proposed to relocate the diagram on page 3 to the appendix since it is the key diagram that relates to Policy CS26. Additional text is also proposed to highlight that the diagrams within the SPD are indicative only, and intended to illustrate key principles rather than set definitive requirements.

Section 3: Site Context & Characteristics

22. English Heritage raised concern that there was insufficient reference made to the historic and archaeological interest of the wider area beyond listed buildings. Additional text is proposed to set this out.

Section 5: Access and movement

23. Responses were received raising objection to the development of the Cribbs/ Patchway New Neighbourhood on the grounds that the increased traffic it will generate will result in additional congestion, pollution, and loss of local amenity. Specific objections were made to proposals shown on various diagrams within the SPD to restricted access/ bus priority at Charlton Common and Charlton Road, control of vehicular access at Fishpool Hill, to the perceived lack of cycle infrastructure being proposed, and the timing and extent of proposals for rail infrastructure.

24. Relevant diagrams within the SPD have been amended to be clearer about proposals at these access points, although it should be noted that the detailed design of these proposals will come via planning applications, not through this SPD.

25. Similarly whilst the SPD sets out the key principles any provision for cycle infrastructure will need to adhere to, detailed proposals will come via planning applications, and it is not considered appropriate to incorporate them within this SPD.

26. With regard to rail the Council, through the West of England Partnership and the Joint Transport Executive Committee, is continuing to progress MetroWest proposals, of which the Henbury Line proposals form part.

27. Notwithstanding this the role of the SPD is to amplify Core Strategy Policy CS26, which requires land to be safeguarded for station sites only. It does not set policy for wider rail proposals.

Section 6: Community infrastructure

28. Whilst the majority of responses supported the provision of services and facilities, some queried the lack of specific provision for a swimming pool, leisure centre, and ice rink. Consideration was given through production of the Core Strategy and Infrastructure Delivery Plan to the specific requirement for a new leisure centre and swimming pool, however it was considered that such requirements could not be justified.

29. Nonetheless Policy CS26 allows for the provision of “... *sporting and commercial facilities including scope for hotels, conferencing and spectator sports...*” should proposals be forthcoming.

Section 7: Green and Blue Infrastructure

30. There has been general support for the level of green infrastructure shown within the SPD although development interests have indicated that it will not be possible to meet the competing aims for on-site provision of open space as shown in the relevant diagram, and the need to provide for 5700 dwellings, employment land and supporting services.

31. The diagrams within the SPD are indicative of the principles within that section, and are not intended to be fixed ‘masterplans’. Additional text is proposed to clarify this.

32. Responses have also queried how proposals will manage and/ or mitigate against the risk of flooding and its impacts, and implications of development for drainage.

33. Principle 7.3 of the SPD requires proposals to demonstrate how they will ensure the “... *the comprehensive integration and positive facilitation of sustainable urban drainage across the whole New Neighbourhood, informed by a site-wide water strategy.*”

34. Officers consider it would be beneficial to add detail on how proposals can achieve this principle, and amendments have been made to this principle accordingly (see Appendix A).

Section 8: Land Use

35. Comments received have queried the details of the employment requirements and their relationship with the aims and objectives of the Filton Enterprise Area. Whilst the draft SPD sets out additional detail as to what type and scale of employment is expected through development, it is considered that the document would benefit from further clarity regarding the amount of land directly useable for employment purposes to support the principles of the Filton Enterprise Area. Amendments have been made accordingly to principle 8.4 of the SPD (see Appendix A).

Section 9: Renewable Energy

36. Responses received raised concern over a lack of detail regarding how renewable and low carbon technologies were to be incorporated into development.

37. This section has been amended to add further detail on how/ what energy efficiency and low carbon/ renewable energy technology can be incorporated into new buildings (see Appendix A).

Additional modifications

38. In addition to modifications made as a result of consultation responses officers have amended text to add clarity or to update infrastructure requirements in the light of latest evidence. Primarily these comprise:

Gypsy and Traveller provision

39. The recently endorsed South Gloucestershire & City of Bristol Gypsy and Traveller Accommodation Assessment (2013) recommends that 46 additional Gypsy/ Traveller pitches are provided over the period 2013-2028. This is compared to the previously identified 58 pitches over the period 2006 – 2011 and a further 22 pitches in the period 2011 – 2016.

40. Consequently the total number of gypsy and traveller pitches the Council would seek on-site at Cribbs/ Patchway has reduced from 18 to 5, and the SPD has been amended to reflect that aspiration.

Education requirements

41. Text within the Community Infrastructure section relating to the role and function of local centres (p30-32) has been amended for consistency and clarity regarding the potential for dual use of facilities within schools. Relevant centres now refer to schools with the potential for shared/ community use.

42. In addition the table relating to community infrastructure and in particular primary schools (p.35) has been amended to clarify that the timing of primary schools may vary depending on the delivery rate of dwellings and dwelling mix (as per the current text relating to secondary school provision).

Financial implications

43. Development of the Cribbs Patchway New Neighbourhood has major financial implications for the Council but this report focuses on the technical content and procedural elements of developing the policy for that area. These can be managed within existing staff resources.

Tim Parfit - Corporate Finance

☎ 01454 863093

Legal implications

44. Whilst there are no legal implications arising from the Supplementary Planning Document, the development and delivery of the New Neighbourhood will have considerable legal implications.

Gill Sinclair – Deputy to the Head of Legal & Democratic Services

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Human Resource Implications

45. Following the adoption of the SPD further officer time will be required through the use of the document in the development management process, which will have officer time resource implications. This, however, should be balanced against the time efficiency and improved understanding that up to date SPD's can provide for development management decisions.

Gaynor Fisher - HR Business Partner

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Sustainability Implications (includes environmental social and economic impacts)

46. The SPD will support the delivery of the new neighbourhoods within the Core Strategy to actively promote and facilitate the creation of sustainable attractive communities for future residents supporting the economic development.

Jane Thompson – Strategic Environment and Climate Change Projects Manager

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Equality Impact Assessment

47. An Equalities Impact Assessment and Analysis (EqIAA) was completed and consulted on as part of the public consultation. The updated form is included at Appendix C.

48. These proposals are not anticipated to have any adverse effect on issues relating to gender, race, religion or sexuality, which have not already been considered as part of the Core Strategy preparation.

Jon Severs – Projects and Programmes Officer
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Conclusions

49. Officers conclude that the proposed amended SPD has been prepared with adequate public consultation and remains consistent with the Core Strategy, and will together with the Core Strategy provide an appropriate framework to guide the future sustainable development of the new neighbourhood and context for the determination of planning applications and infrastructure investment decisions.

RECOMMENDATIONS

- 1 That the results of the public consultation exercise be noted
- 2 That authority be delegated to the Director Communities and Environmental Services (in consultation with the Lead Members of PTSE) to make final amendments to the Cribbs/ Patchway New Neighbourhood Development Framework SPD as per detailed recommendations set out at Appendix A of this report, and thereafter adopt
- 3 On formal adoption of the revised SPD to withdraw the endorsed draft Cribbs/ Patchway New Neighbourhood Development Framework SPD

Responsible Director

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Background Papers

- Draft endorsed Cribbs/ Patchway New Neighbourhood Development Framework SPD January 2013
- Cribbs Patchway New neighbourhood Development Framework SPD – Pre-adoption draft January 2014.

Appendices

Appendix A - Consultation responses received during statutory consultation and Council's response

Appendix B – Consultation Statement

Appendix C – Equality Impact Assessment and Analysis Form (EqIAA)

Appendix D - Adoption Statement