

**MATTER 22 - COMMUNITIES OF THE NORTH FRINGE /  
CRIBBS/PATCHWAY / EAST OF HARRY STOKE AND UNIVERSITY OF  
THE WEST OF ENGLAND – POLICY CS25, CS26, CS27 & CS28**

**Date: 11 July 2012**

**Q1 Is it feasible to accommodate the scale of development envisaged in the North Fringe areas without increasing levels of congestion?**

- 1.1 The delivery of proposed development associated with the new neighbourhoods would result in significant increases in total travel demand in the North Fringe.
- 1.2 The transport strategy for the North Fringe area has a strong emphasis on major public transport improvements including rapid transit routes, new and enhanced radial and orbital bus routes and potential for future rail provision including passenger rail services on the Henbury line as part of the Greater Bristol Metro project.
- 1.3 The provision for major public transport combined with localised highway improvements including the Stoke Gifford Transport Link is considered to provide an overall package that could reasonably cater for the additional future travel demand arising from the new communities.
- 1.4 Funding streams for the transport package have been identified. Development in the North Fringe area including at Filton Airfield would be expected to contribute to the delivery of new transport infrastructure proportionate to its scale and impact. This would allow for a phased delivery of the transport package in line with development such that it is considered there is a reasonable prospect of delivery over the horizon of the Core Strategy plan period.
- 1.5 Notwithstanding the above, it is not unreasonable to expect that the scale of new development would result in reductions in traffic speed and increased delay at key junctions in the network during peak travel times however, it is considered that future conditions in the local network would be manageable with the supporting transport package in place.

**Q2 Is there scope to utilise Filton Airfield to improve traffic flows in the North Bristol area?**

- 1.6 Filton Airfield is ideally located to make a significant contribution to the movement choices available to existing and future residents of the North Fringe. The delivery of the site and associated transport infrastructure would improve

connectivity and local accessibility by removing current barriers to north-south and east-west movement.

- 1.7 The site lies adjacent to the A38, A4018 and Cribbs Causeway (Merlin Way and Hayes Way) Distributor Road facilitating connections to and from these principal movement corridors and providing for new radial and orbital routes for public transport and vehicle movement.
- 1.8 The provision of new bus routes and the ability to accommodate an extension of the North Fringe to Henbury Package rapid transit route through development will provide existing and new residents with access to frequent reliable and high quality alternative travel choices for key journeys, encouraging mode transfer and thereby reducing car dependency whilst enhancing the overall capacity of the transport network.
- 1.9 The potential future provision of passenger rail services on the Henbury Loop line and station at Filton (subject to a satisfactory business case being demonstrated) would provide additional travel choice and alternatives to the car for trips to and from the City Centre which would be expected to provide some relief to existing radial routes to and from the North Fringe during peak times.
- 1.10 In addition, new highway infrastructure will provide for access connections between the A4018 and Cribbs Causeway Distributor Road and A38 delivering new vehicle routes as part of the local network. New vehicle routes will cater for development generated traffic and also facilitate a more dispersed pattern of vehicle movement allowing for some local traffic re-assignment between existing and new routes. This in turn would be expected to improve local circulation and provide some relief at critical junctions in the network.
- 1.11 In view of the above, it is considered that the transport infrastructure associated with the delivery of the Filton Airfield site would make a significant contribution to the transport strategy for the North Fringe area improving local accessibility and connectivity and removing existing barriers to movement, through the provision of new public transport and vehicle routes. These can be integrated as part of the local network and contribute to the effective management of future transport conditions in the North Fringe.

**Q3 Is the possible identification of a major sports facility in this area a good use of urban land or are there alternative locations better suited for this purpose?**

- 1.12 It is unclear whether the Council is referring at 6b of Policy CS25 to the proposal for a new 20,000 seater stadium for Bristol Rovers on land owned by UWE at Stoke Gifford or a representation on behalf of Gloucestershire County Cricket Club (GCCC) to the SGC Core Strategy regarding a desire to relocate the cricket club to the North Fringe. If the policy refers to Bristol Rovers this should be clarified “To support the provision of a major sports stadium with associated facilities for Bristol Rovers at Stoke Gifford...”
- 1.13 Alternatively, if the policy refers to GCCC, the policy is **unsound** for the reasons outlined below and 6b of Policy CS26 should be deleted.
- 1.14 GCCC County Ground site at Nevil Road, Bristol already benefits from outline consent to expand the stadium’s existing facilities. Following the refusal of the original reserved matters application (11/02609/F) in January 2012, GCCC submitted an amended application to Bristol City Council (12/01237/F) seeking consent for modernisation and enabling development at the County Ground. Planning consent was recently granted, subject to conditions and a Section 106 agreement, for the revised application by planning committee on 30 May 2012. GCCC has confirmed the extant appeal on the original full application will be withdrawn.
- 1.15 It is noted that Tom Richardson, Chief Executive of GCCC has stated in the lead up to the determination of the amended application that the club is committed to its current ground and would only consider moving from the County Ground as a last resort. Proposals for relocation to within SGC are not advanced and our client, BAE Systems, has received no communication from GCCC or SGC regarding a relocation of the cricket club. We question the evidence for the identification of a sports stadium within the SGC Core Strategy as far as it relates to GCCC, particularly in light of the above decision on application 12/01237/F.
- 1.16 We refer to our previously submitted comments in respect of a major sports stadium, paragraphs 13.6 – 13.7 of our representations to the Core Strategy, incorporating post-submission changes. This proposal (the addition of point 6b of Policy CS25 as far as it may relate to GCCC) is considered **unsound** as it is not justified and unsupported by robust evidence. It is also not deliverable on the airfield site for the reasons outlined below. We suggest 6b of Policy CS25 is deleted should it refer to GCCC or amended as noted at 1.1 above if it relates to Bristol Rovers.

- 1.17 Our client strongly objects to the provision of a major sports stadium on land within their ownership. The proposals for a sports stadium would sterilise a large area of the site (some 5 -6 hectares) meaning the site could no longer achieve the Council's policy ambitions of 2,500 homes and associated facilities and approximately 50 hectares of employment land. It would undermine the Council's policy objectives whilst also impacting on the ability to create a good residential environment on the airfield.
- 1.18 No evidence base has been made available in support of this proposal. It would be expected that this would include evidence of a site selection process, clear substance regarding the appropriateness of the location, assessment of impact on residential amenity and detailed transport impact, as well as details of size and location. It is not considered that this use would constitute an appropriate local facility to support the new community.
- 1.19 Our client does not intend to make land it controls available for such a use. The inclusion of a major sports stadium on BAE Systems land should therefore not be considered deliverable.
- 1.20 We entirely agree therefore that the identification of a major sports facility on the airfield site is not a good use of brownfield urban land. Given the need for housing provision in the district, the need to improve economic prosperity and provide jobs to support local people there are other locations that are far better suited to this use than the airfield site. If justified in this part of Bristol, a more appropriate location in the area may be the A4018 site where the provision of the stadium would complement the existing sports cluster in this area and be compatible the site's green belt / green field status. Other locations outside of the urban area should also be considered. Alternatively the Council has made clear its intention to aid diversification of uses at Cribbs Causeway, although again we would question the transport impact and whether this reflects the best use of land.

**Q4 Is there sufficient flexibility in phasing arrangements to ensure housing can be brought forward on other sites in the North Fringe areas if those being developed are not completed to schedule?**

- 1.21 BAE Systems is committed to the delivery of the Filton Airfield site and is currently undertaking the necessary work to submit and secure outline planning consent in 2013 to enable delivery from 2014. The airfield site is a large area in single ownership, a rarity, particularly within the urban area and this is a major factor that is key to its deliverability.

- 1.22 The expanded new neighbourhood is made up of a number of distinct elements, some on previously developed land, now others on land which is currently within the green belt. Policy CS26 or preferably CS15 should include some phasing / timing details to add clarity and aid the delivery of the new neighbourhood. Specifically, the area marked Haw Wood, currently located within the green belt, should be phased towards the end of the plan period.
- 1.23 BAE Systems has outlined an indicative phasing strategy within the Framework Master Plan for the site. It is BAE Systems current intention to deliver the primary infrastructure on site. Whilst the phasing strategy for the site has yet to be finalised, at this early stage it is anticipated that the first phase of development may see an early residential phase towards the western end of the site, together with the delivery of the first phase of employment land at the eastern end of the site. Given the extent of land under the ownership of BAE Systems, the initial phases of development can be readily served by essential access infrastructure connected to the adjacent transport network.
- 1.24 For further comment regarding the deliverability of the spatial strategy in the plan period and the assessment of risks to delivery please refer to our response to Q4 of Matter 7.

**Q5 Should policy CS26 be revised to reduce complexity and, if so, how could this be achieved?**

- 1.25 We refer to our previously submitted comments to the core strategy incorporating post submission changes under paragraph 14. These comments remain relevant and valid and are not duplicated here.
- 1.26 We have redrafted Policy CS26 in accordance with our previously submitted comments and appended this at **Appendix 1**. The justifications for the proposed amendments are included in our previous representations.
- 1.27 Amendments will also be required to the supporting text to reflect the changes proposed and ensure compatibility.

**Q6 Is it realistic to expect the range and type of facilities required can be provided as part of the Cribbs/Patchway New Neighbourhood?**

- 1.28 See response to Q3 regarding the possible identification of a major sports stadium. This proposal (the addition of point 6b of Policy CS25) is considered unsound as it is not justified and unsupported by robust evidence. It is also not

deliverable on the airfield site for the reasons outlined at Q3. We suggest point 6b of Policy CS25 is deleted.

- 1.29 With respect to retail facilities we refer to our evidence submitted by WYG on behalf of BAE Systems to Matter 13 and do not replicate it here. There is sufficient market interest in providing the local retail facilities that would support the residents of the new Cribbs/Patchway neighbourhood to give us confidence that the required retail facilities can be provided in a properly phased manner as part of comprehensive development proposals.
- 1.30 Given the pressures on land to deliver the policy objectives (of 2,500 homes, a significant element of employment land (approx 50 ha) and supporting facilities), a flexible approach to the definition of 'employment land' is appropriate. The helicopter emergency services proposals and the Concorde Trust / Bristol Aero Collection aviation museum, together with other employment generating uses and areas of mixed-use development will form part of the identified quantum of approximately 50 hectares of employment land. This will enable the policy objectives to be met whilst delivering an appropriate mix of uses and developable land to support the Filton Enterprise Area. This vision, as outlined in the Framework Master Plan, Appendix 3 to our response to Matter 9, and flexible approach will enable the creation of a vibrant sustainable community, rather than replicate the existing zonal pattern of land uses within the wider area.
- 1.31 With respect to the transport facilities to be provided as part of the CPNN a comprehensive package of measures is identified to support development as set out in Policy CS7. Certain elements of the package will be essential to support the sustainable development of the new neighbourhood including walking and cycling improvements, public transport and rapid transit routes and highway improvements to provide additional capacity at key locations in the transport network.
- 1.32 The package also identifies a requirement for the safeguarding of land to enable the future provision of passenger stations on the Henbury Loop line including at Filton Airfield. The construction of a new station(s) and re-introduction of services along the line is subject to a satisfactory business case being demonstrated. Whilst the delivery of these rail improvements would provide additional benefits in terms of the performance of the transport network over the CS horizon they are not considered a pre-requisite for development to proceed. Consultations to date with the Council reflect this position such that the provision for rail improvements is considered desirable rather than an essential element of the overall transport package.

- 1.33 The remainder of our response to this question relates to the delivery of those community facilities and infrastructure items identified in the SGC *Infrastructure Delivery Plan*, February 2012.
- 1.34 We refer to our comments made under Matter 16 Q1 that are relevant to this matter. These include establishing the principle of dual use for the reasons outlined and ensuring costs are apportioned appropriately between developers and relevant stakeholders, where elements of infrastructure are sought on the airfield site to support development beyond the site boundary. BAE Systems will not fund these requirements in whole and appropriate compensation should be made for land e.g. secondary school, waste transfer & recycling facility (if justified) etc. Similarly where contributions and land are provided to support community uses associated with the site's legacy these also need to be considered in the round. BAE Systems are committed to the provision of land to safeguard the continued operation of air emergency services operations at Filton and to the provision of land to enable the development of an aviation museum.
- 1.35 In summary whilst we have concerns regarding the level of facilities and contributions sought, if the policy can be applied in a practical and flexible manner the level of development and facilities to support them is likely to be deliverable.

**Q8 Are proposals for revised Green Belt boundaries both to the west of the A4018 and as part of the East of Harry Stoke New Neighbourhood appropriate?**

- 1.36 See response to Matter 6 Green Belt and our concerns regarding the importance of phasing which should be recognised by Policy CS15.

## Appendix 1 – Redrafted Policy CS26

The Cribbs/Patchway New Neighbourhood encompasses an area of land bounded by the Hallen Railway Line to the south, the M5 to the west, the A38 to the east and the commercial area at Cribbs Causeway, including Patchway Trading Estate, to the north.

This area will be a major focus for redevelopment and regeneration, and will:

- Secure the transformation of the Cribbs Causeway / Filton Aerodrome area into a sustainable mixed-use area and focus for residential development in the wider area;
- Secure the continued investment and focus of the area as a centre of excellence for the aerospace sector, including upgrading the quality of the local environment and range of services and facilities;
- Promote the social and physical regeneration and integration of the wider area, through the substantial improvement of movement corridors, community infrastructure and public open space, and provision of a high quality built environment and public realm that is coherent, legible and integrated.

The delivery of the Cribbs/Patchway New Neighbourhood will comprise approximately 5,700 dwellings in new mixed-use neighbourhoods, around 50ha of employment generating land on the former airfield, and a greater diversity of commercial uses around Cribbs Causeway, together with supporting infrastructure and facilities, within the following character areas (see Figure 6):

Fishpool Hill – A new residential community for approximately 1,200 new dwellings, including supporting community and green infrastructure

New Charlton – an area of new mixed development for approximately 2,500 3,700 dwellings with supporting community and social facilities, and incorporating strategic green infrastructure open spaces;

Haw Wood – a new residential community to the west of the A4018 for approximately 1,000 dwellings, including sporting and community facilities and strategic green infrastructure;

The Filton advanced engineering and aerospace centre of excellence- an area of around 50ha of employment land to the west of the A 38, to accommodate a range of business, ~~and~~ industrial and other employment generating uses, together with ancillary mixed-use that will support, complement and enhance this centre of excellence; and

Rosie Baker

**Comment:** Fig 6 to be amended to reflect division of New Charlton into 2 separate character areas

Rosie Baker 6/6/12 14:51

**Comment:** Fishpool Hill - new character area to the south of Filton Airfield. New Charlton – land comprising the western and central area of the former airfield.

Cribbs Causeway – an area of further development and diversification, including approximately 1,000 dwellings post-2021, for future designation as a sub-regional centre, conditional upon the measures set out below and in Policy CS14.

An area-wide ~~masterplan, to be adopted as SPD~~, concept statement will ensure development is provided in a comprehensively planned approach in accordance with the vision, Policy CS25 and partnership priorities for the North Fringe communities, and high quality urban design principles as set out in Policy CS1.

Rosie Baker 30/5/12 17:55

**Comment:** To aid clarity suggest it is appropriate for the policies relating to the diversification of Cribbs Causeway to be set out under a separate policy.

In order to provide for the best possible integration with the wider area, development proposals will be required to demonstrate accordance with the ~~masterplan~~ Concept Statement and that they will positively facilitate and not prejudice the development of surrounding areas of the New Neighbourhood. In particular proposals should demonstrate:

- An integrated and comprehensive approach to access and transport, including significant improvements to pedestrian and cycle networks, public transport, including the re-introduction of passenger rail services (where this is proven viable), and improvements to the road network across the North Fringe area, including the impact on Junction 17 of the M5;
- The proposed disposition of uses, and how new neighbourhoods will be effectively integrated into the existing surrounding communities through the type, location and timing of supporting community and green infrastructure;
- How a co-ordinated approach to carbon reduction, renewable and low-carbon energy generation and networks will be provided and facilitated in accordance with Policy CS4;
- A co-ordinated approach to phasing and the delivery of community and green infrastructure taking into account land ownerships

In addition the redevelopment of the Filton Airfield should demonstrate:

- How the operational needs of the aerospace cluster will be protected and positively supported;
- That the continued operation of the Great Western Air Ambulance Charity and Police Air Operations will be secured through the provision of land;
- That cultural and heritage facilities related to the long term legacy of engineering and aviation at Filton in the form of an aviation museum for the

~~Bristol Aero Collection / Concorde Trust can be secured, including the Bristol Aero Collection and the Concorde Museum through the provision of land; and~~

- ~~• Land ownerships, the likely timing and disposition of planning applications and proposed proportionate contribution to any supporting infrastructure and community facilities.~~

The ~~masterplan~~ Concept Statement for the New Neighbourhood will also guide the regeneration and remodelling of Cribbs Causeway as a sustainable mixed use area, and its subsequent recognition as a sub-regional centre, by:

- promoting a high quality built environment and public realm that is more accessible, integrated and permeable;
- promoting a greater mix of uses, including residential, office, hotel, leisure, cultural and recreational activities;
- setting a framework for securing more sustainable movement patterns, reduced private motor vehicle dependence and complementary travel demand management measures;
- setting a framework for improving local accessibility and connectivity by pedestrians, cyclists and public transport; and
- defining providing necessary improvements to the local and strategic road network.

Rosie Baker 30/5/12 17:56

**Comment:** Suggest creation of a new policy that specifically deals with the regeneration and remodelling of Cribbs Causeway. Remove highlighted text from Policy CS26. Ensure cross-reference to developer contributions outlined in CS26 which new development will need to contribute to.

The new residential neighbourhood(s) and commercial areas will provide for:

- A range of housing types and tenures in accordance with Policies CS17 and CS18;
- A secondary school, primary schools and full day nursery facilities sufficient to meet the needs of the new communities;
- Library, doctors surgery, community meeting space(s), ~~indoor sport~~, children's and youth facilities;
- Local retail, food and drink outlets;
- Well planned and integrated Green Infrastructure including a strategic green corridor for amenity, recreation, sustainable drainage and wildlife use alongside the Henbury Trym;
- Contributions towards the Cribbs/Patchway New Neighbourhood Transport Package (see Policy CS7), including safeguarded land for a new rail passenger station(s);
- Contributions towards a waste transfer and recycling facility as appropriate;
- ~~• Neighbourhood wide wireless internet network;~~
- ~~• Provision of pitches for Gypsies and Travellers; and~~

- Provision of ~~180~~ Extra Care Housing dwellings in accordance with proven local needs and demand in no more than 3 separate schemes.
- Support for the Concorde Museum incorporating community learning facilities
- Support for the air emergency services operation to safeguard their future at Filton.

This list is not exhaustive and development should also meet other policies of the Local Development Framework and the provision of necessary utilities as appropriate. Proportionate contributions will be required to any supporting infrastructure and community facilities that relates to the wider Cribbs/Patchway new neighbourhood. Further details are also set out in the Infrastructure Delivery Plan.

Rosie Baker 30/5/12 17:56

**Comment:** Update, IDP as appropriate

**Note**

Text underlined represents new proposed text

Text with strikethrough represents text proposed for deletion