

Bath and North East Somerset Local Plan

Housing Land Supply Findings Report

(April 2016)



**Bath & North East
Somerset Council**

Introduction

- 1.1 The purpose of this report is to set out the progress of housing delivery in BANES against Development Plan's overall requirement for 13,000 homes between 2011 and 2029. It also sets out the current 5 year housing land supply position and the evidence underpinning this for the five years from April 2016. This is not a refreshed HEELA findings report which will follow in September 2016 as part of the preparation of the West of England Joint Spatial Plan 2016-36.
- 1.2 This version of the housing land supply report accompanies an adopted Core Strategy (July 10th 2014) in which a number of strategic housing allocations were made by altering the Green Belt boundary and a Draft Place-making Plan in which some subsidiary housing allocations are made (both stand alone and as part of mixed use allocations).
- 1.3 The focus of this report is on 'on-plan' sites that are relied upon to deliver the housing requirement of the adopted Core Strategy. The Council is currently updating its assessment of 'off-plan' land within the context of the West of England Joint Spatial Plan for the period 2016-36. A jointly prepared West of England Housing and Economic Land Availability Assessment is in progress and joint findings will be published in Autumn 2016. The joint project will enable a consistent view of suitability to be taken of potential development land across the West of England.
- 1.4 Therefore the previously 2014/15 HEELA findings report will be superseded in due course, but remains on the Council's website alongside site assessment work/proformas from 2013. This is the most recently stated view of off-plan land.
- 1.5 In Autumn 2016 the findings of this current report on on-plan housing land supply will be fused with the summary outputs for BANES in respect of the West of England HEELA BANES. A new set of site/land assessment forms will be made available at this time

National Planning Policy Context

1.6 NPPF (47) requires that local planning authorities to boost significantly the supply of housing and that they should:

1.7 *Use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far is consistent with the policies set out in the Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period*

- *Identify and update annually a supply of specific deliverable site sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and completion in the market for land. Where there has been a record of persistent under delivery of housing, LPAs should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.*
- *Identify a supply of specific deliverable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.*
- *For market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period¹ and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target.*

1.8 Footnotes to NPPF (47) explain that ‘ *to be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evince that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans*

¹ See appendix 2

- 1.9 Rather than prepare a **Housing Implementation Strategy** as a separate document this requirement is fulfilled within the framework of the HELAA itself. Appendix 1 sets out a delivery trajectory showing past performance, delivery for the next 5 years and beyond. Against this trajectory, the current and forecast future 5 year land supply position is calculated. Maintaining a rolling 5 year land supply of deliverable sites requires that it be topped up each year (with a 5%-20% buffer depending on the circumstances). Therefore, the current sixth year will soon become next year's fifth year and to maintain a 5 year supply means looking ahead and enabling/securing medium term land supply.
- 1.10 The five year land supply position falling out of the analysis within this report is presented at the back of this report. For the five year period starting in 2016/17 a 20% buffer is applicable due to a shortfall in housing delivery during the first five years of the Core Strategy period. The Development Plan's annualised requirement is 722 per annum over 18 years. The interim target for the end of year five (2015/16) was 3,610 dwellings and net additional stock to this point is 3,040. This represents 84% of the cumulative requirement to this point in the plan period.

Key findings

- 2.1 The following section is a ‘walkthrough’ of the sites and land that are expected to contribute to overall plan requirements and 5 year land supply. This report accompanies Core Strategy that has been adopted (as opposed to informing one in preparation). The suitable and available sites that are part of the housing land supply for the Plan period are presented in the housing trajectory (Appendix 1). This presents capacity and delivery assumptions on all sites that are expected to yield housing in the next 5 years (and beyond to 2029).

Land within and adjoining Bath

- 2.2 As part of Policy B1 of the Core Strategy, the Development Plan seeks to increase the number of homes in Bath by 7,000. The 2015/16 HELAA concludes that land at Bath (including that removed from the Green Belt for development) can deliver around 6,675 dwellings (net) between 2011/12 and 2028/29.
- 2.3 The housing trajectory (appendix 1) presents this information on site specific basis, year by year. The following paragraphs explain the current position in respect of some of the key sites that are central to the delivery of the Plan and 5 year housing land supply.
- 2.4 Clearly the headline is that Bath is not on track to 7,000 dwellings in the plan period. One of the reasons for this is set out below. Others are specific and are set out in the pages that follow.
- 2.5 Since the Core Strategy was adopted the Council has been able to monitor planning permissions granted for the change of use of a C3 dwelling house to a house in multiple occupation. Due to the way that the housing requirement has been established, such a change of use counts as a loss of a dwelling where the dwelling becomes exempt from Council tax (i.e. when it becomes a student HMO rather than a non-student HMO). Thus far there have been 43 HMO planning permissions out of around 80 that have become exempt from Council tax. At this rate an allowance of around 15 per annum needs to be made. Such an allowance will be monitored over time and projected forward basis of 5 year rolling average. Overall this factor accounts for around -238 dwellings for the plan period, which is a new factor affecting supply since the Core Strategy was adopted. There may be market lag between the granting of permission and Council tax exemption that will only become fully apparent with more monitoring over a longer period. If such lag is evident it will affect the allowance and this will be adjusted. Changes to HMO policy could also affect the allowance e.g. via a change to the SPD accompanying the Article 4 Direction.

Western Riverside

- 2.6 Western Riverside was first allocated in the BANES Local Plan (2007) as Policy GDS.1/B1. This is still a saved policy but must be read alongside the subsequently adopted BANES Core Strategy (2014) and the Draft Placemaking (2015). A Supplementary Planning Document (SPD) was published for the allocation in 2008. This location comprises three broad areas:
- a) A core area that is being developed by Crest Nicholson (see Figure 1)
 - b) A residual strip of land along the northern bank of the River Avon.
 - c) An eastern area that is occupied by Sainsbury's, Homebase and the Pinesway Gyratory,
- 2.7 Areas (a) and (b) are included within the Western Riverside policy area of the Core Strategy whereas as area (c) forms part of its Central Area Policy area. This difference in treatment reflects the fact that areas (a) and (b) are wholly residential-led whereas area (c) has more scope for town centre uses alongside housing.

Western Riverside Core Area – Crest (Wes.1a, b & c)

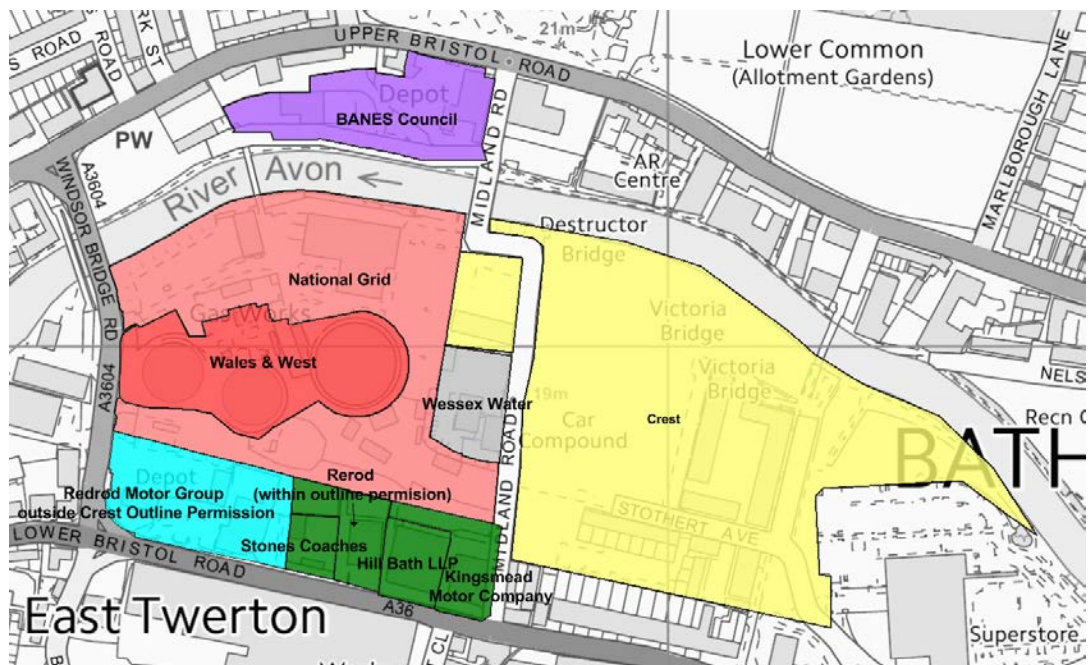
- 2.8 The largest single site within the Western Riverside allocation is being developed by Crest Nicholson and outline planning permission was granted for the development of this part of the site in December 2010 for up to 2,281 flats and townhouses (06/01733/EOUT). Although the outline permission allowed for up to 2,281 dwellings, it is now likely nearer 2,000 will represent the capacity of the site. The capacity can change within the parameters set by outline consent when applications for later phases take on board lessons learned from earlier sales phases. Land availability and deliverability will also affect how much of the 2,000 can be programmed at any point time to be built within the plan period.
- 2.9 Figure 1 shows the masterplan that accompanies the outline planning permission for the site and the strategic development phases and sub phases (identified in yellow, green, red and purple). The yellow, red and purple areas are residential-led, whereas the green area is identified for a school (east) and student accommodation (west). The yellow area represents the first strategic phase of development. Since the outline permission was granted availability issues in respect of the green land have not been overcome. This means that the primary

school will need re-master planned within or to the south of the red area and that that student accommodation will not be delivered within that area, and perhaps not at all².

Figure 1, Western Riverside Masterplan & Strategic Phases



Figure 2 Illustrative Freehold Plan



Leasehold notes for green area (not comprehensive)

² This does not mean that it needs to be re-provided elsewhere within the overall Western Riverside Area. It is not a requirement of the allocation or the SPD.

- The Kingsmead Motor Group land is occupied by Kia Motors. A von and Somersert Police occupy Redbridge House (lease term unkwon)
- The Hill Bath LLP land contains what is known as the Fuller Building. This and the surrounding land is currently occupied by Allen Ford on a 25 year lease from 2003-2028

Table 1 – Development Status April 2016

Yellow Phase	Units	Notes	Submitted / Permitted
Phase 1 & 2 B3a, B4, B7, B8, B10, B10a & B10b	299	(06/04013/EFUL) Permitted at the same time as outline permission & now completed	Nov 2006 - Dec 2012
Phase 3	0	Energy Centre	N/A
Phase 4 B1 & B2	26	(12/05590/ERES) This area forms the eastern limit of the Crest outline application area as it adjoins the car park of Homebase and was gradually during 2015/16.	Dec 2012 - Apr 2013
Phase 5 B17	55	(12/05387/ERES) This is an affordable housing block of 55 apartments on the blue land and was completed during 2014/15.	Dec 2012 - Apr 2013
Phase 6 B5 & B16	97	(14/02005/ERES) These tow buildings, together with building B27 (part of a later phase with the red land) occupy the most prominent riverside locations within the masterplan. Construction began in April 2016.	Apr 2014- Dec 2014
Phase 7 B6 & B12	38	(13/04574/ERES) Townhouses (all market). The first six were completed in 2014/15, 13 were completed in 2015/16 and the remainder are substantially under construction and will complete in early 2016/17.	Oct 2013 - Feb 2014
Phase 8 B11, B13, B15a & B15b	259	(13/03929/ERES) Apartments (238 market & 21 affordable). Some 111 units were completed during 2015/16 and the remainder are substantially	Sept 2013 - Dec 2013

		under construction and will complete during 2016/17	
Phase 9 B10c	11	Residual area of yellow zone (master planned for 11 town houses)	
Total	785		

- 2.10 Building B17 and most of the remainder of the other buildings within Crest’s secured land area previously fell within an HSE exclusion zone in respect of the Windsor Bridge Gas Holders (red land). The occupation of these buildings could not take place until the gasholders were decommissioned and Wales and West Utilities surrendered their gas storage licence to BANES Council, which occurred in Autumn 2013. The actual removal of the gasholders was completed in November 2014, with remediation continuing until early 2016. This paves the way for Crest to buy this land from National Grid, although National Grid may pursue a development agreement with another developer. National Grid established a Joint Venture (St William) in London in the south east and this could well extend to the Bath site.
- 2.11 The cost and time required to decommission and remove the gasholders and to remediate the land has been a significant barrier to the delivery of the secured & unsecured land and has also affected the deliverability of other sites within Western Riverside (i.e. the North Bank of the river) and Twerton Riverside, (Bath Press). Crest, working in partnership with BANES has utilised £4.1m of funding from The West of England LEPs Revolving Infrastructure Fund (RIF) to address this matter, with Wales & West Utilities, the owner of the facility undertaking the works.
- 2.12 An additional barrier to the complete delivery of the secured land delivery would have been reached upon the completion of the 650th home in respect of the S106 trigger of providing a new ‘Destructor’ bridge for two-way traffic and pedestrians across the Avon. This too was addressed, in part, with RIF funding. A Corporate agreement between Crest and BANES contracted the Council to contribute £1.7m towards the Bridge. This was drawn down from the RIF in tranches between 2013/14 and 2015/16 to fund construction. The S106 Agreement provides a contractual commitment on Crest to repay the cost of the bridge on completion of the 650th unit. Full repayment is expected in 2017/18. A planning application ([13/01649/ERES](#)) was permitted in July 2013 for the demolition of existing Destructor Bridge and the construction of the replacement bridge.

- 2.13 The housing delivery trajectory from 2015/16-2019/20 (647 dwellings) reflects the programme to decommission the gasholder facility, the works on the Destructor Bridge and the construction and sales intent of Crest. The next strategic housing phase will move into the former gas storage area (the red land). Crest, as part of the decommissioning contract with Wales & West Utilities has secured an option to purchase its land. Negotiations between the National Grid and Crest are also progressing but are as yet unresolved and a delivery strategy for the waste facility (purple land) has been agreed in principle with BANES Council. Provisions also exist within a Corporate Agreement between the Council and Crest for the use of CPO powers if necessary and viable.
- 2.14 Planning condition 44, accompanying the outline application requires that not more than 1,250 units be occupied until a single form entry primary school is provided on the *green* land. The *green* land is currently occupied by car show rooms and is in separate ownership. This land is also earmarked within the masterplan for student accommodation. It has not been secured and it is understood that CPO costs would not currently be viable due to the way that the leases on the *green* land are structured (to maximise CPO costs).
- 2.15 Given that the capacity of the yellow and blue land is 785 it means that not more than 466 more units on the red land can be occupied until the school has been built. The 1250th unit is programmed in the HELLA trajectory for delivery towards the beginning of 2022/23 and to enable occupation the school would have to open in this year. Condition 44 also stipulates that not more than 1,150 units be occupied until the LPA has approved a scheme for the provision of the school.
- 2.16 Subject to the successful conclusion of negotiations between Crest and National Grid, and the approval of further reserved matters permissions, construction can commence on the red land, enabling further housing delivery. There is however, some uncertainty about the outcome and timing of the resolution of these negotiations, particularly as National Grid's has a joint venture with Berkeley that may extend include their land on the Western Riverside site. The National Grid land cannot progress without the former Wales and West land (Crest) and vice versa. Due to uncertainty at the current time, no delivery in the red land is now assumed in the current 5 year land supply period (2016/17-2020/21). The red land does not appear to pass the 'available now' test of the PPG and the Wainhomes Judgement³ as there are unresolved multiple ownerships which represent a legal problem/impediment in that if full planning permission was in place it could not be immediately implemented. Consequently the delivery

³ Wainhomes (South West) Holdings Ltd vs SSCLG [2013] EWHC 597.

trajectory for the whole of the outline consent area has now been shifted back a couple of years (resulting in no delivery in years 4 and 5), and meaning that this site is no longer scheduled to be fully implemented during the plan period. To squeeze full implementation into the plan period (having shifted delivery on the red land back two years) would require hitherto unreached annual completion rates and it is deemed prudent not to assume more than 120 per annum. The planning and development situation will be monitored and the housing trajectory adjusted to reflect changing circumstances. At some the land ownership issue will be resolved, in which case the site can contribute to 5 year land supply again and more of it can be scheduled to be delivered in the plan period.

- 2.17 Crest may have to abandon the prospect developing the *green* land, earmarked for student accommodation and the primary school. The immediate costs of securing render it unviable to do so. That means that a revision to the planning framework for the red land will be needed (via further reserved matters applications that do not accord with the masterplan, yet are within the parameters set by the outline consent) so that the school can be developed on the red land. That will likely place downward pressure on the residential capacity of the red land (unless changes to the housing mix are put forward to counter this). Further reserved matters applications on the red land could come forward within the context of the current outline consent (via S.73) as the outline masterplan was not set in stone. The S.106 accompanying outline consonant may need to be renegotiated. The site is exempt from the CIL.
- 2.18 Part of the outline consented land relates to the Council's waste facility on the Upper Bristol Road (the *purple* land). In order for this land developed out by 2029 a replacement facility will need to be found, granted planning permission and built by c.2026. There is time for this to take place, although some risk that the current facility may remain in-situ.

Western Riverside – Eastern Area (Wid.23 a, b, c / King 6)

- 2.19 The eastern part of the Western Riverside allocation was subject to a planning application for a supermarket-led development by Sainsbury's in February 2013 ([13/00983/EFUL](#)). This was withdrawn in September 2013, but a revised scheme was expected from the correspondence received in respect of withdrawal. However, this has not been forthcoming and will not likely be forthcoming. The withdrawn application proposed that the existing Sainsbury's store (King.6) relocated to the current Homebase site (Wid.23a) and that the existing Sainsbury's store remained in A1 use. It also proposed about 300 dwellings and office space. Sainsbury's are now expected to remain in situ. Since withdrawing their planning application they have announced a reduction in capital expenditure and a Goldman Sachs report on the UK grocery market (albeit not locally specific) suggests that a large space expansion is not likely in the foreseeable future. This has been confirmed elsewhere in the District where interest from ASDA in Midsomer Norton has faded. According to the promoter of that scheme (Terrace Hill /Urban Civic) there is currently no market for mainstream supermarket development (albeit Lidl and Aldi are expanding).
- 2.20 Sainsbury's did not control all of the land within the planning application area. Homebase currently have a lease with British Land to remain on their site until 2020. This would have delayed the implementation of planning permission had it been granted. Given this lease the housing trajectory does not allow for any housing delivery here until the end of the plan period.
- 2.21 Further to the adoption of the Core Strategy (July 2014) the Draft Placemaking Plan was published for consultation in December 2015 to develop a more detailed planning framework for the redevelopment of this area. The Draft Placemaking Plan proposes to rename this area Sydenham Park (west of the river) and Green Park (east of the river). The housing supply estimate for this area has now increased to 500 from 300 and this relates to the area west of the river but not including the Pineway Gyrotory, which now has redevelopment permission for other uses.
- 2.22 The Sainsbury's planning application area excluded the Pinesgate 'gyrotory' element of BWR East (Wid.23c). This is owned by 'Ediston Real Estate' and is currently in office use (partly vacant) with dedicated car parking. The application area also excluded some dated commercial units on James Street West (King.6). However, these locations are also available for redevelopment or are now in the process of being redeveloped.

- 2.23 The eastern half of the Pinesgate Gyrotory site has recently subject to an office redevelopment scheme ([14/02619/FUL](#)) achieving a significant net gain in floorspace. This was refused at February 2015 Development Management Committee on account of building heights and materials. It was deemed acceptable in principle. Subsequently, in November 2015 an application for the whole site was submitted ([15/05026/EFUL](#)) and proposes office building (Use Class B1) totalling 15,348sqm GIA 9 (this time on the western end), and a purpose-built educational campus, comprising academic accommodation (Use Class D1) and integral student accommodation (Use Class C2) of 16,491sqm, together with basement parking. This was recommended for refusal, but was approved by Development Management Committee in February 2016 subject to S106.
- 2.24 Much of the James Street West frontage now has planning permission (as of April 2015) for 169 student bed spaces ([14/02412/FUL](#)), although these don not count towards the Local Plan housing target (which is net of a separate student housing target). The proposal relates to two of the three commercial buildings at this location. This project is well significantly under construction and will open in time for the September 2017 intake. The University of Bath has secured a nomination agreement for the next 5 years. The building that hosts the NHS walk-in centre does not form part of the proposals.

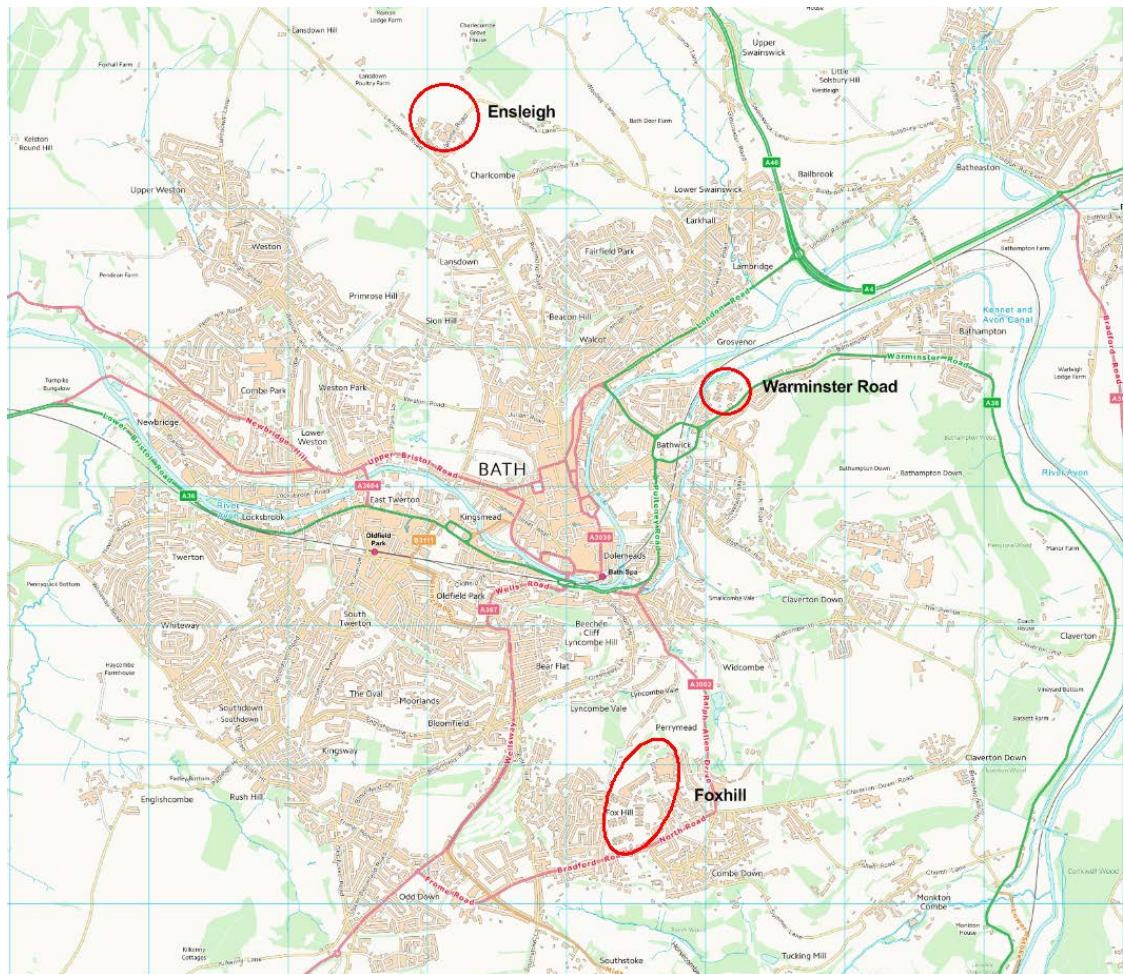
Western Riverside – North Bank (King 10-15)

- 2.25 The final component land allocated for residential development as part of Western Riverside relates to the strip of land that lies between the River Avon and Upper Bristol Road (excluding the existing Council waste depot, which falls within Crests outline application area (06/01733/EOUT).
- 2.26 To the extreme west is the vacant Windsor Bridge Road site and Victoria Park Business Centre (King.15). This is controlled by ‘UK & European’. A full application for 394 student bedspaces ([15/05688/FUL](#)) was submitted in December 2015. This is at odds with the conventional residential-led policy allocation for the site, but the applicant claims that the cost of remediating the former gas works, and the impact of the neighbouring waste facility on sales values fatally acts against the viability of conventional housing (even excluding any affordable housing). This evidence has been tested as part of the Development Management process by consultants acting for the LPA. They have been unable to verify the applicants figures and concluded that the site is indeed viable for normal housing and some level of affordable housing provision. However, although the site is ‘active’ it does not form part of 5 year housing land supply at present as its future is contested. The HELAA estimated capacity for housing is 112 dwellings.
- 2.27 Moving east, immediately to the east of the Council’s waste depot and Midland Road is an Argos store and land to its rear on the river frontage (King 13) was granted outline planning permission for 9 open market townhouses and 5 affordable flats in March 2015 ([13/04217/OUT](#)). Townhouses are rather strange typology/product for a developer to pursue in this particular location (given the surrounding land uses on the north bank of the river). The site has now been sold to the Watkins Jones Group who, in March 2016, submitted a pre-application enquiry that increases the overall massing of development to generate into 122-135 student bedrooms. Supporting information accompanying the pre-application enquiry suggests that the marketing of the site generated only conditional interest from one residential developer. It is not clear if this negative feedback was just for the consented scheme or for any alternative housing typology (e.g. all flats). It is not surprising that the site has been sold to a student accommodation provider as this use would have yielded the highest value. The development management process will ultimately determine whether student accommodation is permitted or not, but for now there is enough doubt that the consented scheme will not be forthcoming for it not to be included in 5 year or longer term housing land supply.

- 2.28 At the extreme west of the north bank at the now closed Hinton Garage (King.10), Pegasus Life (at the end of November 2015) submitted an application **(15/** for an assisted living development comprising 68 apartments in 9,400 sqm GIA. This is currently being determined and is included in 5 year deliverable supply. These are nursing home bedspaces but offer self-contained accommodation.
- 2.29 Two other sites allocated for residential-led redevelopment are Comfortable Place (King 12) & Omega Centre (King 11). These are currently in light industrial and sui generis (TA Centre) use, and a developable within the plan period but not deliverable in the next 5 years

Former MoD sites at Ensleigh (Lan 5 and 5a), Foxhill (Cdn 1) and Warminster Road (Bwk 1)

2.30 In March 2013 the Defence Infrastructure Organisation (DIO) disposed of its three sites in Bath on an unconditional basis. All three sites now have planning permission for residential redevelopment.



Foxhill (Mulberry Park)

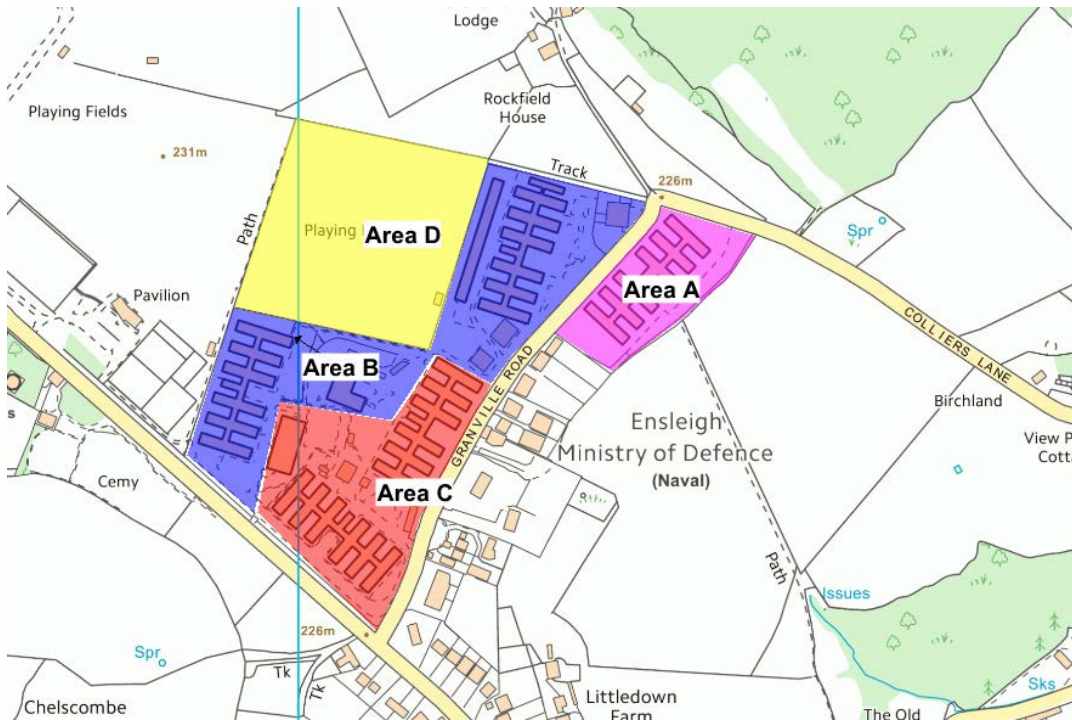
2.31 The capacity of the Foxhill site (branded as Mulberry Park) is about 700 and has been purchased by Curo, the District's not-for-profit housing and support organisation. Curo has established a website for the development which can be accessed at <http://www.mulberryparkbath.co.uk> and is regularly updated. Demolition works were approved May 2013 and have been completed. Curo submitted an outline planning application for up to 700 dwellings in October 2014 ([14/04354/EOUT](#)) and in February Development Control Committee delegated the Director of Development to permit the application subject to

the completion of a S106 agreement. This was signed and the decision notice issued in April 2015.

- 2.32 In mid May 2015 there was a public relations event to publicise the details of the first reserved matters planning application, which was subsequently received by the LPA at the end of June 2015. This was for 276 dwellings ([15/02465/RES](#)). The target date for a decision was September 7th 2015 (a PPA agreement accompanied the application). Planning Permission was granted a month later in October 2015. The housing mix comprises 193 market dwellings (43 flats and 150 houses) and 83 affordable dwellings (51 flats and 32 houses). The speed of delivery will be aided by the sale of 77 plots within the reserved matters application to Bellway Homes (a process which took place between Jan-Mar 2016). Work officially starting at the end of March 2016 with Housing and Planning Minister Brandon Lewis attending a ground-breaking ceremony. In 2015 the Government designated Mulberry Park as a Housing Zone (one of nineteen across the UK). This zone covers the former MoD site and the proposed regeneration of the Foxhill estate and attracted over £300,000 of extra funding from central government designed to accelerate the delivery of housing.
- 2.33 First completions on the element retained by Curo are expected towards the end of 2016/17. Previously (during outline application stage it was anticipated that development would commence in October 2015 with first completions in Summer of 2016. Thus, there is a 6 month delay to the timetable previously assumed.
- 2.34 In January 2016 a second reserved matters application was submitted for infrastructure including main road and drainage required to facilitate the development of the remainder of Mulberry Park. At the end of April 2016 Curo held a consultation event in respect initial designs for the new community hub for anew primary school, children's nursery, community and employment space.
- 2.35 Alongside the redevelopment of the former MoD site Curo have signalled that it is investigating the potential for redeveloping of the existing and neighbouring Foxhill estate to the west. However, a net increase in dwellings is not currently assumed as part of the any redevelopment of this estate, although the stock will be substantially improved. If/as the project continues the effect on housing supply will be monitored.

2.36 On this basis, for the current 5 year land supply period (2016/17-2020/21) the housing trajectory assumes that all 276 dwellings within phase 1 will be completed during the next 4 years and that one years worth of the second phase will also yield completions during 2020/21

Ensleigh (Core Area & Royal High Playing Field)



2.37 A small part of the Ensleigh site (**Area A**) lies the south of Granville Road. This was originally purchased by Skanska and a planning application for 39 houses and apartments was permitted in December 2013 ([13/00734/FUL](#)). Skanska sold this site to Kersfield Developments in October 2014. The site is now substantially under construction.

2.38 The core part of the Ensleigh site (**Areas B and C**) is being developed by Bloor Homes, Linden Homes and Hanover (extra care). About 1/3 of the core part of Ensleigh (**Area C**) is subject to a leaseback agreement with the DIO until 2018 (although the DIO could vacate earlier and there was no visible presence of anybody working at the site in April 2016) but the remaining 2/3 is available now and can be delivered in advance of leased back area becoming available.

2.39 A pre-application process for Areas B and C began in August 2013 and concluded in March 2014. During this time a demolition notification was received in respect of all buildings and

structures on the site. Structures vacated by the DIO have now been demolished. A full application was submitted in April 2014 for 253 units ([14/01853/EFUL](#)) and this was reported to Development Control Committee in November 2014. The Committee resolved to permit the application subject to the completion of a S106 Agreement. This was signed and the decision notice issued in April 2015. 181 dwellings (86 for Linden and 95 for Bloor) were permitted in full and 72 extra care dwellings were permitted in outline. Bloor and Linden were on-site from July-September 2015 and are marketing the development. 'Hanover', has since taken on the extra care units from Bloor and in November 2015 submitted pre-application information in respect of refining a reserved matters application for that part of the site.

- 2.40 The first phase of development is under construction within Area B (where Linden has 35 units and Bloor has 33 units). Phase 2 will involve a combination of the southern part of area B and area D (see para 2.40). The final phase (where Linden has 46 units and Bloor has 39 units will be deliverable from April 2018).
- 2.41 **Area D** comprises the former Royal High Playing Field and is identified in the Core Strategy as a future housing site. The additional land is not in the Green Belt or Cotswolds AONB. IM properties purchased the site from school in 2015 which then vacated in July 2015. Critically, this land is needed to fully implement the core Ensleigh site (14/01853/EFUL). This is because about 25% of the Royal High land will provide the site for a new single form entry primary school that will need to be completed before the final phase of 14/01853/EFUL can be occupied. The specific land for the school has been transferred to the Council within the S106. BANES Council will then deliver the new school with its own monies, S106 contributions from 14/01853/EFUL, Hope House (13/04235/FUL) and future CIL from the 100 units on the Royal High Land. The target date for the school to be open is September 2017. The housing potential of this area can be implemented before the leased back are of the core Ensleigh site comes forward.
- 2.42 In February 2015 Nash Partnership on behalf of Linden and Bloor Homes undertook a public consultation event in respect of this Area D, which was named 'The Chill'. Various detailed iterations of the proposed layout and housing mix were presented to the Council as part of a pre-application process and the submission of an outline application followed in August 2015 ([15/03511/EOUT](#)). This sought the development of a 210 place primary school, up to 95 residential units, associated infrastructure and open space. The approval of access and all other matters were reserved. This application was reported to Development Control Committee in December 2015, with a recommendation to permit subject to S106 Agreement covering

affordable housing, education, open space and highway works. This was recommendation approved subject to the above and an additional condition securing the concept of/ position of a loop road within the site. the decision notice has not yet been issued as the S106 is not yet signed, but this should be resolved very soon.

- 2.43 In October 2015 BANES Council submitted a planning application for the new primary school [15/04633/REG03](#). This is currently determined.

Warminster Road

- 2.44 In May 2014 a ‘Square Bay’ led consortium submitted a full planning application for 189 dwellings (subsequently increased to 204 dwellings [\(14/02272/EFUL\)](#) at Warminster Road. This was permitted (subject to S106) at February 2015 Development Control Committee. The S106 was signed and the decision notice issued on April 2015. The consortium then moved to dispose of the site on the open market and completed the sale around Christmas 2015. The new owner, ‘Firmstone’ was part of the original consortium is now in possession of an implementable consent. As of April 2016 demolition and site clearance was well underway.



Warminster Road April, 2016. Since purchasing the site Firestone have moved swiftly to demolish and clearance

Bath – Large Central Area Sites

Cattlemarket, Manvers Street, North Quays, South Quays & South Bank

2.45 The Draft Placemaking Plan (April 2016) proposes to allocate a number of sites in the Central Area for predominately economic-led redevelopment, but housing is, in many cases, will be required as part of land use mix. The following residential unit assumptions made for the sites in question.

Placemaking Plan Policy Reference	Site	Dwellings
SB.1	Cattlemarket	25
SB.3	Manvers Street	60
SB.4	North Quays	70
SB.5	South Quays (Newark Works)	53
SB.5	South Quays (Riverside Court)	50
SB.6	South Bank	100
	Total	325

2.46 Flood Risk is a key suitability and achievability issue for these sites. To enable these areas to be developed the Bath Quays Waterside Project (Flood Management Project) has been devised. This proposes a range of works to provide additional flood conveyance to offset development at North Quays and South Quays and to bolster flood defences along the south bank to prevent flooding of the Lower Bristol Road. The raising of ground levels on the sites will also be required. The Environment Agency is satisfied in principle with the solution proposed and the technical adequacy of the hydraulic modelling undertaken. The project will be delivered via the RIF and this is discussed in the detail in the April 10th 2013 Report to Cabinet (Item 188). A planning application for the works (14/04195/EREG03) was submitted in September 2014 and permitted in February 2015. Initial Implementation works (tree removal) begun almost immediately thereafter.

Bath - Other Large Sites

The Former Bath Press (Wes 2)

- 2.47 The former Bath Press site measures 2.2ha. A planning application for a large supermarket and associated office/creative workspace ([12/01999EFUL](#)) was refused planning permission in January 2013 and this decision was upheld in December 2013 after the appeal was recovered by the SoS.
- 2.48 Spenhill (a subsidiary of Tesco PLC) then began to pursue residential-led scheme. Pre-application advice was sought in July 2014 (14/00009/PADEV), which proposed 300 dwellings and an EIA scoping opinion request was submitted in December 2014. This proposed 267 dwellings and 1,400 sqm of employment space. Subsequently, a full planning application was submitted on 11th May 2015 ([15/02162/FUL](#)) for “*Demolition of existing buildings and redevelopment of the site to provide a residential-led mixed-use development comprising 244 dwellings (Use Class C3) and 1,485.2 square metres (GIA) flexible employment space (Use Class B1), basement car park, associated landscaping and access.*”
- 2.49 In October 2015 it was announced that the site had been sold to Meyer Bergman (Meyer Homes) who continued the planning application process that was underway. The proposal was reported to Development Management Committee in January 2016. The officer report concluded that the application has been the subject of extensive negotiations with the applicant and whilst there were a number of matters relating to the details of the scheme that needed to be resolved it was considered the application could be recommended for permission subject to the resolution of the outstanding details referred to within the report and subject to a Section 106 Agreement.
- 2.50
- 2.51 This recommendation was supported. Contact with Meyer Homes in April 2016 confirms that it is reasonable assume that this site is wholly deliverable within the next 5 years, allowing for demolition, clearance and the construction of a basement car park. The assumption is that a decision notice will be issued in Summer 2016, demolition, clearance and the pinning of the facade will follow to April 2017 and implementation in earnest will begin thereafter. One would expect most of 2017/18 and half of 2018/19 to be period of further site preparation and construction with completions being registered from the second half of 2018/19. Meyer are in the process of appointing contractors. The Council will contact Meyer Homes again in

September /October 2016 for an update on the implementation programme once this has been agreed with the appointed contractors.

Roseberry Place & Former Unigate Dairy (Wes 4 & 5)

2.52 This former light industrial area is now vacant and the site has been assembled by Deeley Freed. A pre-application process (14/00010/PADEV) concluded its initial phase in October 2014 and a follow-up phase ran until early 2015. An outline planning application was submitted on 28th April 2015 ([15/01932/EOUT](#)) for *Mixed-use regeneration comprising the erection of six buildings to accommodate up to 200 flats, flexible business employment floorspace (Use Class B1) (up to 6,000 sq m gross), local needs shopping (up to 1,350 sqm gross) together with all associated development including demolition of existing buildings, site remediation, construction of new access roads and riverside walkway/cycle path, landscaping and tree planting.*

2.53 The proposal was reported to Development Management Committee in November 2015 which agreed with the officer recommendation to permit subject to S106. The developer has been keen to begin ground works prior to the submission and approval of reserved matters, but the legality of that is still to be assessed. Notwithstanding, this a reserved matters application is scheduled for submission in June 2016, and given the extensive detail that was presented in the outline application, it is quite likely that reserved matters will be approved by the end of the 2016 calendar year. Indeed a PPA for the reserved matters application sets out September 2016 as the decision month. Even if the developer was not on-site until Christmas 2016 that would leave 4 years and one quarter to the end of 2020/21 to implement the consent, if all of that time was needed. It would be prudent to assume that all of 2017/18 is a construction year, following demolition by the end of 2016/17. One would expect to see first completions during 2018/19. The fact that Aldi is likely to be taking up the retail space will be a driver to implement the scheme in line with its business plan.

Bath - Second tier large sites of about 50-100 Dwellings

2.54 In terms of completed sites the housing trajectory shows that one site in this size range has been completed during the plan period. This was 56 dwellings as part of the redevelopment and intensification of the Day Crescent area of Twerton by Curo. In terms of future supply the following sites are assessed as being deliverable:

Former Lambridge Harvester Restaurant (Lan 4)

2.55 Crosby Lend Lease was granted planning permission for the redevelopment of this site for 46 dwellings ([10/04977/FUL](#)) in July 2014. Subsequently, in January 2015 an alternative application ([15/00292/FUL](#)) was received from McCarthy and Stone for 50 Assisted Living (Extra Care) dwellings. This was permitted in September 2015 and the site has since been demolished and cleared and is now

Former Royal High Girls School at Hope House (Lans 2)

2.56 Square Bay was granted planning permission at appeal for 58 dwellings in ([13/04235/FUL](#)) in February 2015. The appeal focused on 4 dwellings on the southern part of the site. A fall-back application for 54 dwellings was permitted in January 2015 but will not now be implemented. The site was then sold to the Acorn Property Group in mid-2015, who submitted revised plans for 54 dwellings ([15/04715/FUL](#)) plus 4 additional dwellings ([15/04430/FUL](#)) in September 2015. These were permitted in March 2016. The new developer now has consent for a scheme that it wants to implement of 58 dwellings. As of April the project had entered the demolition phase.

Land to the rear of 89-123 Englishcombe Lane (Odn 3)

2.57 This is a Council owned site which adjoins two parcels of land in the control of Redcliffe Homes (under option). The land has been allocated for the development of 40 dwellings since the adoption of the BANES Local Plan (2007). It has not come forward for two reasons. Firstly, the Council was not minded to sell the land during the recession due to its impact on land values. Secondly, a suitable access could not be achieved without a strip of land within the front curtilage of no.89 Englishcombe Lane. There was a ransom strip. The Council itself was not minded to buy the land from the landowner for the price being asked to enable an accessible development. However, Redcliffe Homes has agreed a price for the ransom strip and also controls land to the south of the allocation. It has approached the Council to buy its

land (the allocation) and intends to develop this and the additional land it controls to the south for around 70 dwellings. As of April 2015 Redcliffe had agreed terms with the Council and was in the process of instructing solicitors to act for it in the acquisition. The Council's Property Team advice that the sale process is still progressing. The SHLAA assumes 40 dwellings on the allocated site is deliverable. As the case has yet to be made for the additional 30.

- 2.58 There are large sites of this scale that are developable as opposed to being deliverable. These include:

Hartwell's Garage, Newbridge (New 1)

- 2.59 This site is currently in active use. A pre-application enquiry was made April 2013 (13/00004/PADEV) for the provision of 150 dwellings. The HELAA assessment is a more conservative 80 dwellings based upon the conclusions of a Certificate of Appropriate Alternative Development (10/03384/CAAD) for a proposed use that was issued in 2010. An enabling application for a replacement garage facility at Peasedown St. John (13/03440/FUL) was permitted in December 2013. An outline planning application (14/03977/OUT) for the erection of three blocks of student accommodation comprising 194 student bedrooms in studio/cluster flats and 70 bedrooms in a terrace of 14 two storey HMOs with access from Newbridge Road was submitted in September 2014 but withdrawn in November 2014. Student accommodation would not count towards the housing requirement. Since the application was withdrawn the landowner has responded to the Options version of the Placemaking Plan which seeks to allocate for non-student residential development. The representation promotes older persons housing as part of the land use mix.

Land Disposal at the Royal United Hospital (New 2)

- 2.60 At the time of the adoption of the Core Strategy there was evidence that there would be land disposal at both the northern and southern ends of the campus. That has now reduced (within the latest version of the estate plan) to the northern end where there is scope for around 50 dwellings (likely apartments).

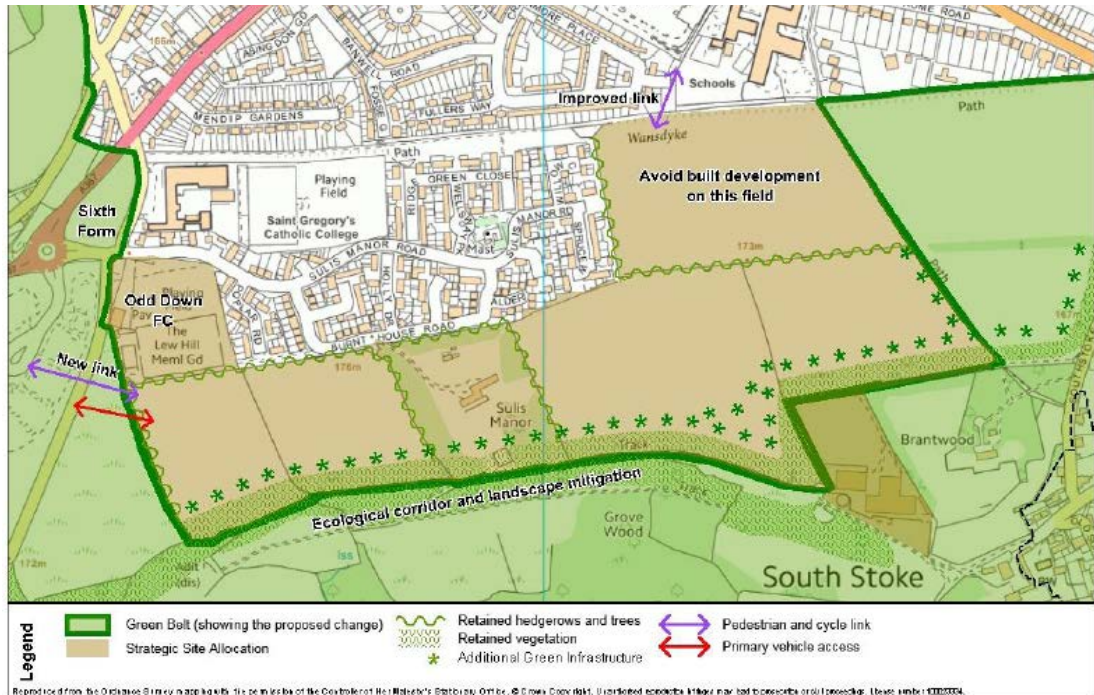
Bath - Third tier large sites of less than 50 dwellings

2.61 There have been 294 units completed sites of 10-40 units during the first 5 years of the plan period, with most sites being in the teens in terms of scale. These are listed in the HEELA trajectory. The following sites of this scale are judged as being deliverable during the next 5 years.

- 14 dwellings at 90 Frome Road (15/01662/RES, August 2015)

Land removed from the Green Belt at Odd Down /Sulis Manor

Sulis Down Core Strategy Housing Allocation



- 2.62 This land was removed from the Green Belt in July 2014. The HELAA relies on [paragraphs 139-165 of the Core Strategy Inspector's Report](#) for the objective assessment of suitability. The main matters here are the effect on the Green Belt, Cotswolds AONB, Wansdyke SAM, Bath WHS, South Stoke Conservation Area; and vehicular access. The outcome was identification of a suitable development area on the western side of the plateau for at least 300 dwellings.
- 2.63 Subsequent to the adoption of the Core Strategy, in October 2014 Bloor Homes announced that they would be developing this site in partnership with the main landowner under the name Sulis Down. Two secondary landowners are Odd Down Football Club (ODFC) and the owner of Sulis Manor. The master planning process to date suggests, strongly, that ODFC will opt to remain in situ rather than move elsewhere within the site. Three options for vehicular access linking the eastern and western parts of the development by going around (using Burnt House Road) or through Sulis Manor have been examined. There have been a number of meetings /workshops between the developer design team and planning officers and [public consultation](#) has taken place but no formal pre-application submission or application has been forthcoming.

- 2.64 The lead development management officer expects a masterplan and application submission in mid/late 2016 but does not know with absolute certainty what land area either will cover (i.e. whether the masterplan and application will seek to build on part of the field where the Plan says that development should be avoided, whether an additional vehicular eastern access will be proposed from the B3110 Midford Road South Stoke Lane, the number of dwellings proposed (300 –600) or the form of the application (outline/detailed/hybrid). On this basis and although there is development partner it is difficult to say at this stage how much development might be forthcoming by the end of 2020/21.
- 2.65 The most probably planning strategy is a policy compliant masterplan to enable a concurrent full application on the two westernmost fields, which total of 5ha, for at least 125 dwellings,.
- 2.66 It seems unduly pessimistic to think that nothing will happen by this time. Conversely, a reasonable degree of caution would be prudent. At least one year of completions in 2020/21 (c. 50) would require development to get underway at the turn at the beginning of 2019/20. As of March 2016 that does not feel like an undeliverable proposition, given that, the site is allocated for development and that a major housebuilder is involved and must have been shaping the scheme in it's own image since October 2014. A deliberately cautious approach has been taken on this site.

Land within and adjoining Keynsham

2.67 The 2016/17 HELAA concludes that land at Keynsham (including that removed from the Green Belt for immediate development) can deliver 2,092 dwellings during the 2011/12 to 2028/29 plan period. This comprises:

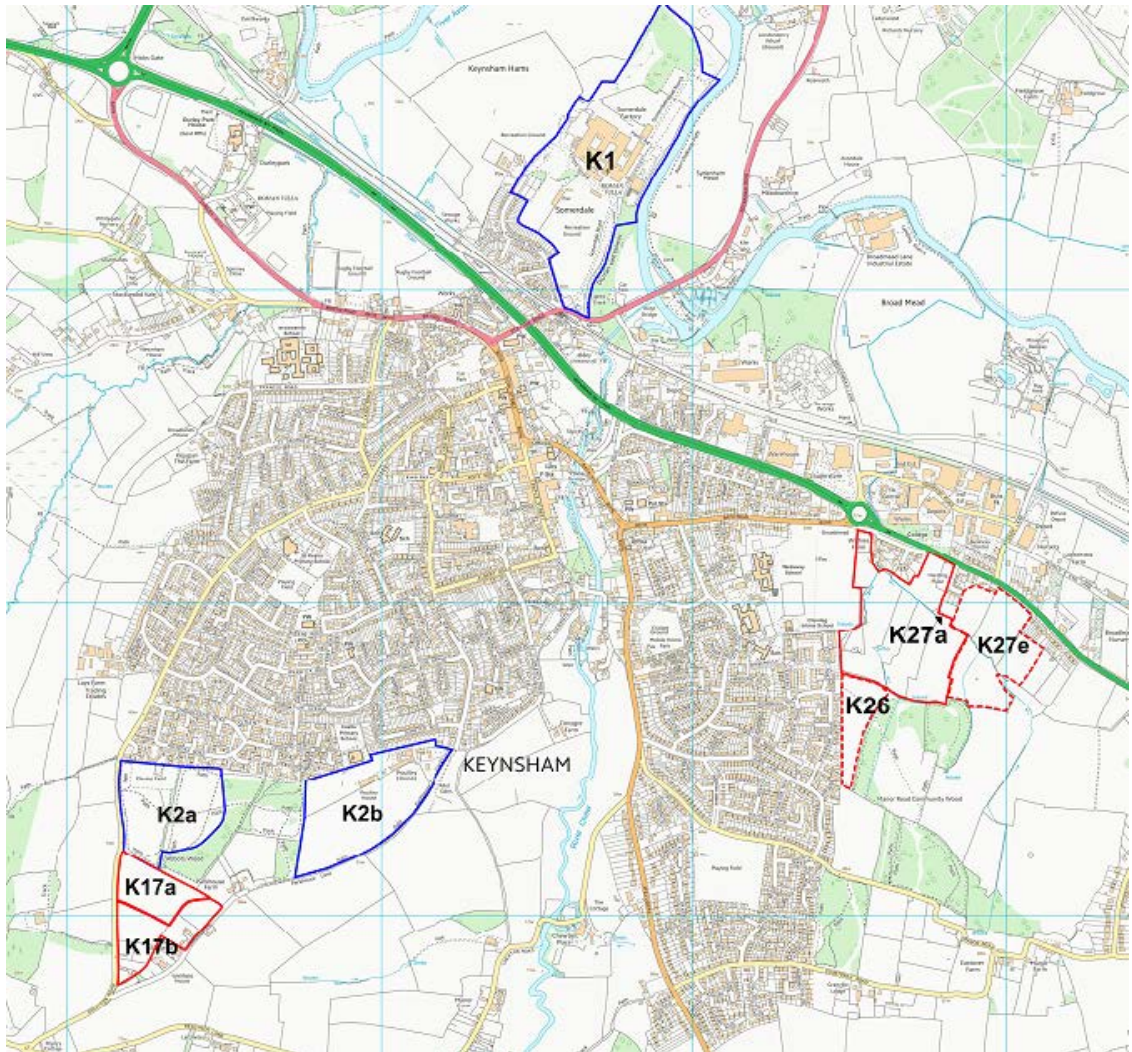
Source	Dwellings
Large and small sites built 2011/12 -2015/16	358
Large sites with planning permission	1,076
Small sites with planning permission	57
Small windfall completions	48
Large developable brownfield capacity	83
Land removed from the Green Belt in the Core Strategy	470
Total	2,092

2.68 The growth of Keynsham during the plan period will relate primarily to the development of the following sites, which yield 83% of total identified supply.

Ref	Site	Dwellings
K1	Former Somerdale Factory	768
K2	Land removed from the Green Belt to the <u>south</u> of Keynsham by the <u>BANES Local Plan</u>	551
K17 a&b	Land removed from the Green Belt to the <u>south</u> of Keynsham by the <u>BANES Core Strategy</u>	220
K27a	Land removed from the Green Belt to the <u>east</u> of Keynsham by the <u>BANES Core Strategy</u>	250
Total		1,789

2.69 In addition, land is safeguarded from the Green Belt to the east of Keynsham (K26 and K27e) within the BANES Core Strategy (2014). This would increase to overall housing potential to by around 250 if it was developed after being released as part of plan review.

Location of Key Development Sites at Keynsham



Somerdale (K1)

- 2.70 The largest development site in Keynsham is the former Somerdale Factory. Taylor Wimpey's hybrid planning application for 682 dwellings ([13/01780/EOUT](#)) was permitted in September 2013. 267 units were permitted in full, and 415 in outline. Construction commenced in April 2014 with 26 completions recorded in the year 2014/15, and 48 for 2015/16. The planning application file contains a [build sequence plan](#) showing an 8 year implementation programme. Activity to the end of 2015/16 suggests that this remains a valid plan.
- 2.71 In August 2014 it was announced that Taylor Wimpey had sold part of the site (the three iconic large red brick former factory buildings) to MF Freeman who subsequently, in December 2014, submitted a revisions to the original Taylor Wimpey permission under ([14/05811/EFUL](#)). The MF Freeman revisions were permitted on April 2nd 2015 and had the effect of increasing the overall number of residential units to 742 dwelling units. Land

identified within the original Taylor Wimpey scheme for a development of 60 nursing bedrooms was instead used for 30 dwellings. Factory Block 'A' remained as previously permitted (113 flats). Whereas Blocks B and C were to be partly demolished and partly converted to 10,000 sqm of office space, the MF Freeman scheme concentrated office development in Block C (11,000sqm) and converted Block B to 105 nursing bedrooms and 30 extra care dwellings. The MF Freeman scheme therefore provides an additional 60 dwellings. The 102 nursing homes bedspaces would not count towards housing land supply.

- 2.72 However, the former factory buildings again changed hands soon after April 2015 and The St Monica Trust, a retirement living provider, became the new owner. In October 2015 an application was submitted for the *partial demolition, change of use and extension of Building A and B to create a Care Village consisting of a 93-bed Care Home, 128 Extra Care apartments) and communal facilities and partial demolition, change of use and extension of Building C to B1 Office on part ground and upper floors (10,139m2 GIA), and Class D1 GP Surgery/Medical Centre (833m2 GIA) and Class A1 Retail (150m2 GIA) on part ground floor*. The effect of this application is to nudge up the housing land supply for this site to 768, albeit the affordable element has gone down a little. **This application was**

South West Keynsham (K2 a and K2b)

- 2.73 The 'GDS.1/K2' allocation of the BANES Local Plan (2007) is formed of two sections, east and west. The western section is being developed by Taylor Wimpey for 285 dwellings ([09/04351/FUL](#)) and first completions were recorded during 2013/14 (36 dwellings) with 62 following in 2014/15, and 66 in the last monitoring year.
- 2.74 The eastern section of this allocation is being developed by Barratt and David Wilson Homes under the name 'Bilbie Green'. The planning application for 267 dwellings ([14/00049/FUL](#)) was submitted in January 2014 and permitted in January 2015. Conditions were discharged until around late Summer 2015 and the first handful of completions were recorded at the end of 2015/16. The housing trajectory reflects Barratt's [phasing plan](#) (of 27th Oct 2014).

Urban Intensification

- 2.75 Limited potential has been identified for the urban intensification of Keynsham in respect of large sites, although the Council's former Riverside office complex and the adjoining fire station site has clear potential. The Council owns the freehold to Riverside and vacated the premises in Autumn 2014 to take up a new purpose built facility immediately to the north.

- 2.76 Since that time the leasehold of Riverside has transferred from Topland (who went in administration) to Addington Capital. In October 2015 a prior approval request was made from EPISO 3 Tree properties Tranche C S.a.r.l (c/o Addington Capital LLP) to change the use of the first, second, third and fourth floors of the building from Use Class B1a to 110 residential units ([15/04723/ODCOU](#)). This was withdrawn, it seems largely in relation to a highways objection re the need for 183 space against the availability of 80. If the parking ratio is 1.66 spaces per units it means that the max conventional residential capacity re existing on-site parking is 48. The lease specifies that the site only has use of the 80 parking spaces between the hours of 8am and 6 pm Monday to Friday. In the evenings and weekends the spaces revert to public car parking spaces. This is suggestive of the need to explore at least a mixed residential development, perhaps involving nursing home bedspaces and/or student accommodation
- 2.77 In August 2014 Avon and Somerset Fire Service was granted planning permission for a 'new super-station' to the west of Keynsham on the Hicks Gate roundabout (14/01849/FUL). That will result in the current site (between the Councils new office and Riverside) being vacated and disposed of. It currently lies vacant.

Land removed from the Green Belt at Keynsham

2.78 The Core Strategy removed land from the Green Belt in two locations.

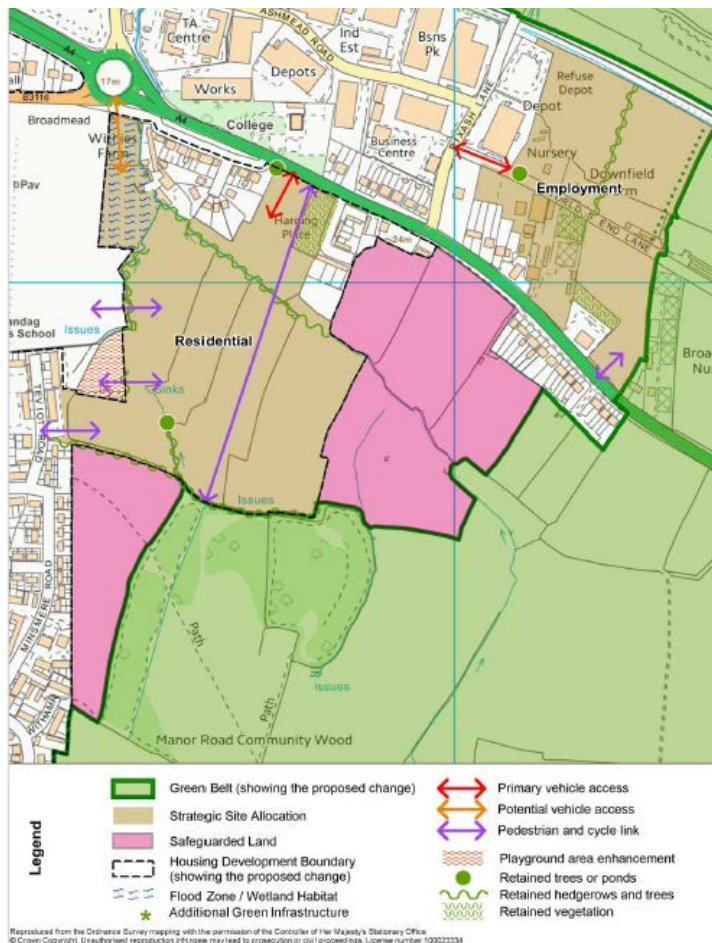
South Keynsham



2.79 To the south of the eastern section of ‘K2’, Core Strategy Policy KE4 removes land from the Green Belt to accommodate around 200 dwellings. Paragraphs 209-217 of the Inspector’s Report set out why this area is suitable for development. At the time of the adoption of the Core Strategy it was thought that the land was wholly in the control of Bloor Homes, but it has since been revealed that the land is split with Permission. This is good from a delivery rate perspective as it means that two developers (targeting different market segments) are likely to be on site at the same time.

2.80 In March 2015 a joint masterplan for the development of the allocation was submitted from Turley Associates/Barton Wilmore on behalf of both homebuilders. At the same time an EIA screening option (15/01180/SCREEN) was received to which the Council responded in the negative. The masterplan will form the basis for separate (full) planning applications to be submitted in Summer/Autumn 2015, which can be determined before the end of 2015/16. That would leave 4 years for implementation, meaning that the site is wholly deliverable in the next 5 years.

East Keynsham



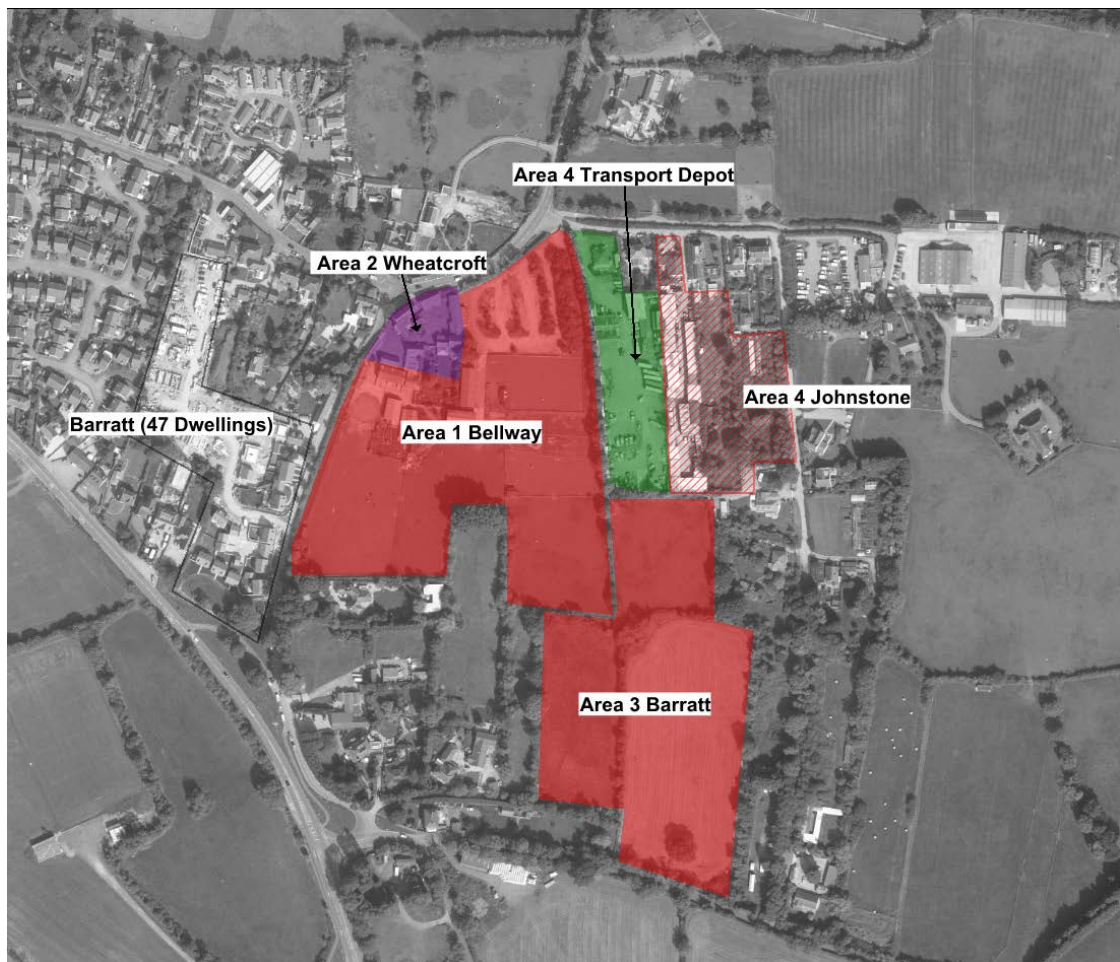
- 2.81 To the 'East of Keynsham', beyond the grounds of Wellsway School, Mactaggart and Mickel (M&M) submitted requests for EIA screening opinions were in November 2014 (14/05417/SCREEN & 14/05418/SCREEN) for "proposed residential and associated development for circa 250 and 500 dwellings, including provision of a primary school, on approximately 20.9 hectares of land at East Keynsham". This relates solely to the land in M&M's control, not the Taylor Wimpey land.
- 2.82 An outline planning application for up to 250 dwellings was submitted in. M&M have a promotional agreement with the landowner and an outline planning permission, once granted, will be sold on to one or more other house builders. Although M&M are house builders themselves (in Scotland), in England they currently act as land traders. To the south (Taylor Wimpey) and to the east (M&M) two additional areas are safeguarded for future development and these could yield around another 250 dwellings. Paragraphs 194-208 of the Core Strategy Inspector's Report set out why this area as a whole is suitable.

2.83 It is estimated that an outline planning applications process (including determination) will take no longer than April 2016 to complete. It will then take 4-6 months to sell the site (which could go to one homebuilder or a consortium as per the South Keynsham site (see above). Reserved matters application(s) could be submitted in the first part of 2017 and be determined by mid-2017. First completions can reasonably be assumed to take place until in the 2018/19 monitoring year (perhaps a few months earlier) and it depends on whether there are one or developers as to whether that year would see 50 or 100 completions. The housing trajectory assumes one developer for now. This timetable is slower than indicated by paragraphs 3.7 and 3.8 of a [Statement of Common Ground \(ref BNES53/H\)](#) prepared between the Council and the developer in February 2014 to inform the Core Strategy hearings. The primarily relates to the new understanding that M&M are acting as land traders. Had they intended to build the homes themselves, then the timeframes for development could have been quicker (as per the south Keynsham site).

Land removed from the Green Belt at Whitchurch

2.84 At Whitchurch, the Core Strategy removed land from the Green Belt to east of Sleep Lane and north of Queen Charlton Lane. Policy RA5 of the Core Strategy seeks residential development of around 200 dwellings within a strategic allocation that is identified in the diagram below. The level of development identified in Policy RA5 excludes land to the north east of this area, but this too has been removed from Green Belt (although it is outside the redrawn HDB). The reason for this is that at the time of the Core Strategy examination its availability and therefore its deliverability was not confirmed for allocation purposes.

Whitchurch Allocation and Developer Control Plan



2.85 Areas 1 and 2 (around Staunton Manor Farm) is owned by Horseworld and this land was marketed for sale at the end of 2014. Bellway Homes has been confirmed as the preferred

bidder for the majority of this land whilst Whitecroft Developments has secured the small listed buildings component of this area.

- 2.86 Prior to the adoption of the Core Strategy Horseworld sought planning permission for 124 dwellings for the area that they are now disposing of ([13/02164/OUT](#)). The listed buildings were to be converted to yield 6 dwellings (on 0.4ha) whilst the main of the site was to yield 118 at 39 dph (on 3.0ha). This application was refused in December 2013 for Green Belt reasons. The design of the scheme was acceptable in-principle and the indicative layout enabled vehicular connections with other land in the strategic allocation to land the east and south.
- 2.87 The Barratt land, controlled partly by freehold, partly by option agreement, comprises one field and two paddocks of 2.7ha. If developed at 35dph this area would yield around 100 dwellings. It can developed in parallel with the Bellway land with an access arranged from Queen Charlton Lane. There is no objection to this following consultation masterplan (see 3.41)
- 2.88 The final component of the allocation is a transport depot that is being wound down as a replacement site has been found elsewhere in Bristol. It should be vacant by 2017. This site has been assembled by the Johnstone Land Company Ltd together with non-green belt 'backland/urban fringe' land immediately to the east by way of option agreement. This area is 1.7 ha and could yield around 60 dwellings at 3. This capacity of this area is not yet included within 5 year housing land supply but it is developable.
- 2.89 Overall the capacity of Areas 1-3 is judged as being around 224 (118+100+6). At 35dph the capacity of the transport depot is estimated at around 20 – lifting the overall potential of the allocation to around 243 (as opposed to the figure of 200 in Core Strategy Policy RA5), but this will come forward with the land in Area 5 to the east.
- 2.90 Detailed pre-application submissions from Bellway, were submitted in April 2015 (15/01566/PREAPP), and August (15/03738/PREAPP) 2015 and contained a detailed planning layout capable of accommodating 120 and 118 dwellings at 35dph gross. Barratt submitted a full application for 100 dwellings in April 2016 (16/02055/FUL).
- 2.91 In July 2015 a comprehensive masterplan and design principles for the redevelopment of the whole allocation (15/03406/CONSLT) was submitted by Barratt Homes, Bellway Homes Ltd

& Whitecroft Developments. This was reported to Development Management Committee in December 2015. At the meeting Members agreed the Masterplan in principle but did not agree the idea of severing the main north-south route. Members were of the view that significant work was required in relation to the transport options with a better bus route facility explored and that there needed to be full engagement with the community on these issues. However, the S.78 inspectors report on the issues on 13/02164/OUT, will hold some weight going forward.

The Somer Valley (Midsomer Norton, Radstock, Westfield, Paulton and Peasedown St John)

2.92 The April 2016 HELAA concludes that the Somer Valley can deliver 2,500 dwellings between 2011/12 and 2028/29. This comprises:

Source	Dwellings
Large and small sites built 2011/12 - 2015/16	994
Large sites with planning permission	1,104
Small sites with planning permission	125
Small windfall site allowance	162
Large developable brownfield sites or allocations	118
Total	2,503

Large previously developed sites, built or with planning permission

Radstock Railway Land, Radstock (Rad 1)

2.93 In June 2014 outline planning permission was granted for the redevelopment Radstock Railway Land for 190 dwellings ([13/02436/EOUT](#)). At the same time planning permission was also granted for Area 1 for 70 units ([13/03786/EFUL](#)). Linden completed the first 18 units during 2014/15 and the remainder followed in 2015/16.

2.94 A reserved matters application for Phase 2 ([15/01965/RES](#)) was submitted May 2015 and permitted in November 2015. This comprises 72 open market houses. The sole pre-commencement condition of the reserved matters permission was signed-off in April 2016.

2.95 A reserved matters application for Phase 3 ([16/01016/RES](#)) was submitted in March 2016 and is in the process of being determined.

Former Alcan Factory, Westfield (MSN 10)

2.96 The redevelopment of the former Alcan Factory ([11/01772/FUL](#)) was undertaken by Linden Homes (144) and Barratt (25). First completions took place 2013/14 and the remainder followed in 2014/15, aside from five units, which trickled into 2015/16.

Former Polestar Purnell Printing Factory, Paulton (Pau 1&2)

- 2.97 The former Polestar Purnell print works at Paulton is the largest development site in the Somer Valley. Barratt and Bovis are the main developers. The Purnell Property Partnership (PPP) also retains control part of the site. The first development area (Barratt – 07/00174/RES) delivered 161 homes, although only 41 that were built after 2011 count towards current plan period delivery.
- 2.98 Outline planning permission was granted on 1 July 2010 for the redevelopment of the non Barratt part of former print works for offices, industrial, residential, continuing care retirement community, pub/restaurant, community building, open space, associated infrastructure, landscaping and access roads (07/02424/EOUT). Five reserved matter application have since been submitted and determined, resulting in 449 normal C3 dwellings. The residential land is in the course of being developed but the remaining (non-residential) land is still awaiting operator and tenant interest. The CCRC was intended provide a mixture of housing types, of which 130 were to be self-contained extra care units and 80 were nursing home bed spaces but no developer /operator has come forward since 2009.

Phase	Planning Ref	Dwellings	Status
Phase 1a	11/00800/RES	38	Complete
Phase 1b	11/03783/RES	38	Complete
Phase 2a	13/03177/ERES	82	Complete
Phase 2b	13/03548/ERES	86	Half Complete
Phase 3	15/00293/FUL	205	Not Started
CCRC	Awaited	130	Not Started

- 2.99 PPP approached the Council through a pre-application advice request in December 2014 (reference 14/05675/PREAPP) to discuss the possibility for residential development (of 82 units) on the ‘CCRC site’. In short, the Council advised (in its response dated 5th August 2015) that residential development was unlikely to be acceptable due to a shortage of school places in Paulton. Of the 82 units, 67 were 2+ bed dwellings which would generate around 20 pupils. The village primary school has works in hand which will expand its capacity to 630 places. However, because of the restricted site, there is no opportunity for further expansion. Neither are there plans in place to build an additional school in the village.

The same issue applied to the recent refusal of 47 dwellings elsewhere in Paulton (see 3.76 viii). PPP request that the CCRC land is allocated for normal residential development in the

Placemaking Plan (PMP) and challenge Draft PMP LCR 3a against NPPF:72 re the availability of school places or expansion capacity.

- 2.100 In the foreseeable future it would appear that this previously developed land is not going to generate retirement housing as initially supposed. Whilst new retirement housing schemes are evident elsewhere in BANES e.g. Somerdale, Keynsham and in Bath, marketing feedback is that currently Paulton is not a preferred location for operators at present and Paulton already has an established care home of 100 beds. Under the terms of the Draft PMP, and taking in account the reasons for refusal for 47 houses elsewhere in the village (generating 14-15 primary age pupils), the land cannot switch to normal housing as there is nowhere in Paulton or within a reasonable distance for primary school children to go. The capacity of the land remains in the developable supply category for the plan period as the need for older persons housing options will only increase and/or primary school capacity is not static and will change over time as the demographic make-up of Paulton and its environs changes, thus affecting the ability of Paulton and surrounding schools to accommodate additional pupils. Projections of capacity presented at the appeal for 47 dwellings run to 2017 but the plan period is to 2029 and so circumstances will change (for better or worse). A negative housing supply situation could also change the dynamics of the acceptability of pupils being transported to schools further afield. The lands previously developed status and the apparent lack of any other objections would weigh heavily in favour of it being used to support housing land in supply, where this was deficient in some way.

Other Large brownfield sites

- 2.101 A number of other large brownfield sites supplement the supply of housing land that has been developed or has planning permission. These are identified the housing trajectory and include, but are not limited to:
- Rear of 52 Midsomer Norton High Street (22)
 - Elm Tree Avenue (27),
 - Elm Tree Inn (10),
 - Bryants Avenue (14),
 - Old Bakery, Waterloo Road (14)
 - Former Radco Furniture Warehouse (13)

2.102 These are notable as they are all which are 100% affordable housing schemes that have been already developed by Curo and Guinness. Elsewhere the following sites have planning permission:

Hazel Terrace (MSN.10i)

- A development of 16 houses and 4 flats was first permitted here in August 2003 (02/02467/FUL). In February 2004 revisions (03/01523/FUL) were permitted that increased capacity to 22 and in March 2004 (04/00096/FUL) a separate but adjoining area of land was granted permission for 2 dwellings, increasing capacity to 24. A technical start was made on the 22 dwellings site some years ago. That technical start did not apply to the two additional dwellings and these were permitted once more in February 2010 (09/02760/FUL). A technical start was subsequently made. In 2015 Flower & Hayes stated that would implement this permission once the Alcan scheme (MSN 10) has been completed, and after first completing a couple of other sites outside BANES. That now appears likely as in August 2015 an application to vary part of the layout at the northern end of the site to increase overall capacity to 27 was validate and subsequently approved by DM Committee in April 2016 (subject to S106). It seems likely therefore that the site will be delivered soon.

Old Pitt Yard, Clandown (RAD.15)

- Outline permission was previously granted in 2011 for 31 dwellings (09/02612/OUT) but since then revised application for 44 open market dwellings was permitted in October 2015, following submission in July 2014. (14/02889/OUT). The applicant was Universal Properties And Investments Ltd.

2.103 Excluded from the supply of housing sites is **Paulton House, Old Mills** where prior approval was given for the conversion of the building (via permitted development rights to residential use). The site is currently being marketed for sale, for commercial and/or residential use but the it seems unlikely that a residential buyer will take the site, due to its immediate location, this being retail park/industrial estate in nature, and peripheral to the town of Midsomer Norton

Greenfield sites built or with planning permission

Wellow Lane (Pea 1)

- 2.104 This site was allocated in the BANES Local Plan (2007). David Wilson Homes submitted an application in August 2008 for 95 units ([08/03263/FUL](#)) and this was permitted in October 2010. Completions took place between 2011/12 and 2013/14.

Cautletts Close (MSN 19)

- 2.105 This site was allocated in the BANES Local Plan (2007). David Wilson Homes submitted an application for 112 units In September 2010 ([10/04015/FUL](#)), which was permitted a year later in September 2011. The site generated completion over three years between 2012/13 and 2014/15.

Monger Lane (MSN 28)

- 2.106 Taylor Wimpey submitted an outline planning application for 135 dwellings in October 2012 ([12/04590/OUT](#)). This was refused in May 2013. The LPAs decision was appealed and hearings took place in October 2013, with a PINS decision allowing the appeal following in December 2013. This was before the Core Strategy was adopted (July 2014), and at time when the LPA could not demonstrate a 5 year housing land supply, as there was no housing requirement against which to measure it. In December 2014 a reserved matters application was submitted ([14/05697/RES](#)) and this was approved in April 2015. Pre-commencement conditions are in the process of being signed-off (some already so) enabling development to commence imminently. Taylor Wimpey programme the first sale home to be completed in March 2017 and upto 1 unit per week thereafter.

Land at Fosseyway South (MSN 31a)

- 2.107 Strategic Land Partnerships submitted an outline planning application ([13/00127/OUT](#)) for 165 dwellings in January 2013. The application was reported to Development Control Committee in May 2014, S106 negotiations followed and in November 2013 permission was granted. This was before the Core Strategy was adopted (July 2014), a time when the LPA could not demonstrate a 5 year housing land supply. The site was then marketed for sale and Barratt was the preferred bidder. A reserved matters application was submitted in September 2014 ([14/04032/RES](#)) and permitted in January 2015. From May 2015 pre-commencement

conditions were submitted for discharge and this concluded in January 2016. The site is now under construction.

Knobsbury Lane (Rad 27)

2.108 Ammerdown Estate submitted an outline planning application ([13/00127/OUT](#)) for 53 dwellings in April 2013. This was permitted in May 2014. At this time the Core Strategy had yet to be adopted and so the LPA could not demonstrate a 5 year housing land supply. The site marketed for sale and Persimmon was the preferred bidder. A reserved matters application ([14/04499/RES](#)) was submitted in October 2014 and permitted in February 2015. The site is being marketed as Haywood Heights and by April 2016 (14 months after reserved matters were permitted, 32 dwellings had been built).

Greenlands (Pea 7a)

2.109 Edward Ware Homes submitted an outline application ([12/05477/OUT](#)), for 89 dwellings in December 2012. This was refused in August 2013. The LPAs decision was appealed and hearings took place in April 2014, with a PINS decision allowing the appeal following in June 2014. This was before the Core Strategy was adopted (July 2014), and before the arrival of the Inspectors report, a little later in June 2014, a time when the LPA could not demonstrate a 5 year housing land supply. The site was marketed and purchased by Curo, which submitted a reserved matters application in February 2016 but withdrew it in April 2016 after a negative response to the proposed layout, which deviated from an acceptable layout set out at outline stage. Whereas the outline layout worked with the contour the reserved matters layout does not. There will be a delay to scheme whilst the architect reworks the layout but this can be resolved during 2016.



West of Wheelers Road (MSN 14a)

- 2.110 A planning application ([14/00649/OUT](#)) was submitted by Flower & Hayes in February 2014 for 35 dwellings. This was permitted in November 2015.

Large previously developed HELAA sites without planning permission

Former Welton Bibby Baron Factory (MSN 9)

- 2.111 In 2013 **Welton Bibby and Baron** vacated their factory in Midsomer Norton to relocate to a new facility in Westbury (Wiltshire). The HELAA estimates that a housing-led redevelopment, along the lines of the approach and density taken in respect of the former Alcan factory would yield up to 150 dwellings. When the site was first vacated there was significant interest Terrace Hill in developing a large part of the site for a supermarket (with Asda the apparent occupier). However, that interest no longer exists as the market for new large supermarkets itself has contracted to almost nothing. By contrast smaller but growing retailers e.g. Aldi will be interested in such sites, having announced a large expansion programme. The land take of a discount supermarket would be a lot less than for an Asda, but it would nevertheless eat into the developable area to the extent that 100 dwellings would form a more reasonable assumption, if the site was not wholly residential.
- 2.112 Welton Bibby Baron have promoted their land for development in response to the BANES Placemaking Plan Options consultation (December 2014) and the West of England Joint Planning Strategy HELAA call for sites exercise (March 2015). The Draft Placemaking Plan (December 2015) proposes to allocate the site under Policy SSV4 for mixed use development, to include 100 dwellings, small retailing, community and employment uses. In December 2015 a pre-application submission was made by in respect of the site. There have been two public consultations exercise (in July 2015 and January 2016) as part of the gearing up of an outline planning application. By de-culvert the Wellow Brook two development parcel will be created (2.6ha to the north and 2.3ha to the south). The residential focus will be to the north with other uses to the south, but including sheltered housing). The development concept received a generally positive re uses proposed and it is clear than an outline application will be submitted in 2016/17 and could well be determined favourably (say by the end of 2016.17). Nevertheless the norther part of the site will still need to be sold to a housing developer, assuming one is interested , who will then have to prepare and submit reserved matters (say by the end of 2017/18), have these determined, discharge conditions, demolish and clear the site and then begin building (say by the start of 2018/19). That could enable first completion during 2019/20. However on this particular site it would be prudent to add in a year's contingency, thus work would not really start until 2019/20, with first completions in 2020/21.

Rear of St Peters Factory (MSN15)

- 2.113 This land is part brownfield/part greenfield and relates to the undeveloped part of a the mixed use allocation (GDS.1/NR4) of the BANES Local Plan (2007). The part of the allocation that has been developed was completed by Oval Homes for a mixture of residential (107 dwellings), an office, light industrial and construction trade retail units. This development took place prior to 2011 and therefore does not count toward the Core Strategy housing requirement 2011-29.
- 2.114 In October 2014 Oval Estates submitted a planning application ([14/04003/OUT](#)) for the undeveloped land, originally for 91 units, but during determination the capacity reduced to 81 units. Development Control Committee resolved to permit subject to S106 which was signed at the beginning of March 2016. Assuming reserved matters are prepared and determined in 2016/17, construction can begin at some point in 2017/18 (say mid-point) and first completions can be registered during 2018/19.

Other Greenfield HELAA sites with planning history

- 2.115 In addition to the sites recently granted planning permission a number of other greenfield sites have been put forward for development in the Somer Valley Policy area. None of these sites form part of 5 year housing land supply. Neither do they form part of the identified supply for the Core Strategy period as a whole.

Greenfield HELAA sites of recent and immediate interest

- 2.116 Of recent and immediate interest are the following sites, five of which have been put forward by Edward Ware Homes.
- i. **Norton Radstock College (Rad 8)** had previously indicated that some of its land was surplus to requirements and could accommodate around 50 units. Pre-application advice was sought from Curo in July 2014 (14/03262/PREAPP). However, in December 2014 the college announced that it was to merge with Bath City College. This is likely to result in the land being used for educational purposes and so the site has been removed from plan period housing land supply assumptions.
 - ii. **Land north of Fosseway Gardens, Westfield (MSN 14c)**, where Radstock Land LP submitted an outline planning application ([13/00583/OUT](#)) for 92 dwellings in February 2013. This was refused in June 2013. This decision was appealed and hearings took place

during March 2014. The Inspector reported in July 2014 (between the receipt of the Core Strategy Inspectors Report and the adoption of the Core Strategy) and dismissed the appeal. An alternative application for 73 dwellings ([13/03395/OUT](#)) was made in August 2013 and was refused in February 2014.

- iii. **Boxbury Hill, Midsomer Norton (MSN 27)**, where Edward Ware Homes submitted an outline planning application for 124 dwellings in November 2013. This was refused in February 2014 ([13/04880/OUT](#)). An appeal has been submitted and was heard (alongside two others in a con-joined arrangement) in January 2015. The decision (to dismiss) was published in May 2015, challenged in the courts and quashed. Upon PINS integrating a fresh set of hearings the appellant withdrew the appeal.
- iv. **Grove Wood Road, Haydon, Radstock (Rad 31c)**, where a planning application ([14/00335/OUT](#)) was submitted by the Silverwood Partnership in January 2014 for 100 dwellings. This was refused in May 2014. An appeal was launched but was withdrawn in July 2014. A duplicate application ([15/01075/OUT](#)) was submitted in March 2015 was refused in October 2015.
- v. **Land West of Northmead Road, Midsomer Norton (MSN 23)**, where a planning application ([14/00672/OUT](#)) was submitted by Edward Ware Homes in February 2014 for 44 dwellings and refused in August 2014. An appeal against this decision was submitted in April 2015 but was withdrawn
- vi. **Thicketmead Farm, Midsomer Norton (MSN 24a)**, where a planning application ([14/00685/OUT](#)) was submitted by Edward Ware Homes in February 2014 for 72 dwellings and refused in August 2014.
- vii. **Parcel 5922, Farrington Road, Paulton (Pau 11)** where Edward Ware homes were refused planning permission for 47 dwellings in January 2014 ([13/03547/OUT](#)). An appeal was submitted and was heard (alongside two others in a con-joined arrangement) in January 2015. The decision was published in May 2015. The appeal was dismissed. That decision was then quashed in relation to its not site specific reasoning
- viii. **Somerset Inn, Bath Road, Paulton (Pau x)**, where planning permission was refused for 22 dwellings in the garden to the rear in January 2014 ([13/04606/OUT](#)). An appeal was

launched but withdrawn. An application for 16 dwellings was received in January 2015 and is being determined.

- ix. **Parcel 0069, Church Road, Peasedown St John (Pea7b)** where Edward Ware Homes submitted a planning application for 55 dwellings ([14/02547/OUT](#)) in June 2014. This was refused in September 2014.

- x. **Upper Whitelands, Tynning Hill, Radstock (Rad x)** An outline planning application ([15/00855/OUT](#)) for 55 dwellings was submitted here in February 2015 by Davis Webb Management but was withdrawn in May 2015.

Rural Areas

- 2.117 Much of Bath and North East Somerset is rural and comprises small to medium sized villages. During the previous BANES Local Plan period and during earlier plan periods, these villages made a significant contribution to housing land supply. These villages have grown over time as a result of planned growth and the allocation of land for development. They have also been the source of a considerable number of small windfall developments within the housing development boundaries. The Core Strategy apportions 1,100 dwellings (about 60 per annum) to the rural areas over the plan period 2011-29. That is about 8% of planned growth.
- 2.118 Within the spatial strategy for development, villages are categorised based on their sustainability credentials, and their future growth role is also related to whether a Green Belt constraint present. Alongside small scale infilling within current housing development boundaries the Core Strategy creates a framework for the identification of large sites (of 10+ units) to accommodate around 50 units (in RA1. villages outside the Green Belt) and 10-15 units (in RA.2 villages outside the Green Belt). Seeking development on large site enables affordable housing to be secured. Housing will not be secured at any cost if the harm to the village and its setting outweighs the benefits of the new housing.
- 2.119 The HEELA that was published at the time of the Core Strategy examination revealed, unsurprisingly, that there was a mixed picture of land availability and suitability across the rural areas. In short that assessment showed that there were options available to deliver the spatial strategy of the Core Strategy and respond to NPPF: 54 in respect of the requirement for LPAs to plan housing development to reflect local needs particularly for affordable housing.
- 2.120 A number of parish councils are undertaking neighbourhood plans to identify sites for development. The Draft Placemaking Plan has also been prepared same. In most cases, 'planned for' levels of development have already been permitted, or exceeded (by the Council and PINs granting planning permission, both prior to and since the adoption of the Core Strategy. In essence much of the job that that the Placemaking Plan might have otherwise engaged with has been achieved via the Development management process, although there are some residual issues to deal with in respect of some villages.

RA.1 Villages outside the Green Belt

2.121 Bishop Sutton, Clutton, High Littleton, Farrington Gurney, Temple Cloud, and Timsbury currently meet the sustainability criteria that is required to achieve of RA.1 village status.

Bishop Sutton

2.122 Bishop Sutton has received its 'quota' of around 50 dwellings identified for it in Policy RA.1 on two large sites (yielding 76 dwellings between them) at:

- **Cappards Road (Bis 3a)** Edward Ware Homes submitted an outline planning application ([12/04238/OUT](#)) for 35 dwellings in September 2012. This was reported favourably to Development Control Committee in March 2013. Planning permission was issued in February 2014 on completion of a S106 agreement. Edward Ware then sold the site to Charles Church who submitted a reserved matters application ([14/00544/RES](#)), also in February 2014, which was permitted in June 2014. This was also when the last pre-commencement condition was discharged The site was marketed as the *Herriots End* and all units were completed in 2015/16
- **Wick Road (Bis 2)** Barratt submitted a full planning application ([12/05279/FUL](#)) for 41 dwellings in December 2014. This was refused in April 2014 and the decision was appealed. Hearings took place in August 2013 and the appeal was allowed in September 2013. The site was launched as *Oak Court* in August 2014, with the completion of the show home. The first 15 completions where recorded in 2014/15 and remainder followed in 2015/16

2.123 In November 2013 Edward Homes submitted an outline application to **extend the Cappards Lane site** by 32 dwellings ([13/04975/OUT](#)). This was refused in March 2014 and is being appealed. The appeal has been recorded by SoSCLG. Bishop Sutton is part of Stowey Sutton parish which has a neighbourhood plan (2015).

2.124 Elsewhere in the village an application outside the HDB for:

- 9 dwellings to the north of **Stitchings Shord Lane** (13/02728/OUT) was submitted in June 2013. This was refused in April 2014. An appeal was launched and was dismissed in January 2015.

- 9 dwellings at **Ham Lane** ([14/00336/OUT](#)) was submitted in January 2014. This was refused in March 2014. An appeal was launched and was dismissed in January 2015.

Clutton

2.125 Clutton has also received permissions its 'quota' of around 50 dwellings on large sites. Both of these sites are deliverable in the next 5 years

- In April 2012 Curo submitted a planning application for 36 dwellings at **Maynard Terrace** ([12/01882/OUT](#)). This was refused in December 2012 and the decision was appealed. The appeal was allowed in July 2013. There was no 5 year land supply at this time. An application for reserved matters ([14/05692/RES](#)) was received in December 2014 and is being determined. Following the receipt of consultation responses and feedback on the original submission in early 2015, the applicant submitted revised drawings in April 2016. One might reasonable expect full planning permission to granted in 2016/17 and commencement towards the end of 2016/17 or in 2017/18.
- 15 dwellings were permitted at **The Wharf** in April 2015 ([12/00293/FUL](#)). The applicant was the landowner and the site has since been sold to a developer, Chew Valley Homes who have had some pre-commencement conditions discharged.

2.126 In the immediate vicinity of the permitted Maynard Terrace site two further applications to the south and east ([14/00039/OUT](#) and [14/00041/OUT](#)) were submitted in January 2014 (by Edward Ware Homes) for 36 dwellings and 37 dwellings. Both of these applications were refused on April 14th 2014. Even before they were refused duplicate applications were submitted on April 10th 2015 ([15/01644/OUT](#)) and ([15/04646/OUT](#)). These were withdrawn in June 2015.

2.127 Elsewhere in the village Barratt submitted an application in November 2011 for 55 dwellings between Station Road Church Farm ([11/04955/FUL](#)). This was refused in March 2012. The decision was not appealed.

High Littleton

2.128 Previous HEELAs struggled to find a suitable development site in High Littleton either within or outside the Green Belt. However, a number of land parcels have been promoted

availability, both more recently (tending to be outside the GB) and historically (tending to be within the GB). During the preparation of the Core Strategy, A 50 dwelling contribution from High Littleton towards meeting the overall rural /district housing requirement was not ‘relied’ upon to meet the rural or district wide housing requirement for, on account of the lack of identification of suitable sites. The Placemaking Plan examination process will determine whether there is a suitable site or not. There may be some scope for 30 or so dwellings at Wood Lea Bottom off Greyfield Road. Even if there is a suitable site there are primary school capacity issues that would affect its suitability for development now, in the widest sense.

- 2.129 In respect of development management activity, in January 2014 Edward Ware Homes submitted a planning application for up to 71 dwellings at **Langford’s Lane** ([14/00038/OUT](#)) This was refused in April 2014. An appeal was launched at the end of October 2014. But was withdrawn in May 2015. The Council evidence to this appeal is the *de facto* HELAA view of the site. Prior to the application, the site was not submitted to the HELAA by the land owner/developer. Though the HELAA was proactive in looking at land around High Littleton this site was not assessed on account of not being a reasonable contender, it being disassociated from the framework of the village.
- 2.130 Within the village Curo is developing 9 affordable units on the former co-op site (13/04514/FUL). This is an unexpected affordable housing windfall, which would have normally taken a further 21 market units (i.e. 30 overall) to make viable

Farrington Gurney

- 2.131 There is currently no committed housing land supply on large sites at Farrington Gurney. No site has yet been confirmed as being available but suitable areas have been identified. The Duchy of Cornwall is the major land owner in this area and has shown itself as a willing agent in achieving housing land supply (e.g. the promotion of 1,500 homes to the west of Bath. The capacity of the primary school to take more children, and the inability of the school to expand within its current site is an issue to overcome as there are no other schools within walking distance on a safe route. There is land adjoining the school that, in theory, could be utilised. No land is allocated in the Placemaking Plan.

Temple Cloud

- 2.132 In August 2013 an outline planning application (made by the landowner) was submitted for 70 dwellings on land to the south of Temple Inn Lane ([13/03562/OUT](#)), but this was refused (against officer recommendation) in August 2014. This decision was been appealed and the hearings took place June 2015. The appeal was allowed in August 2015. In September 2015 David Wilson Homes submitted reserved matters for approval ([15/04215/RES](#)) and these were approved in February 2016. Construction can begin during 2016/17.
- 2.133 Elsewhere in the village the redevelopment of part of the curtilage of the Temple Inn (PH) for 9 dwellings contributes as small windfall site (being less than 10 units) for which a windfall allowance is made for the rural areas as a whole.

Timsbury

- 2.134 There is currently no committed housing land supply on large sites at Timsbury. The identification of a preferred site(s) has place as part of the preparation of the Draft Placemaking Plan. Two preferred sites, totalling 50 dwellings have been identified in the Draft Plan (Dec 20145). The first relates to a former concrete batching site (Wheeler & Co) on the western edge of the village. In 2009 Flower and Hayes submitted an application for 27 dwellings here (09/02468/FUL) but it was never determined and no appeal against non-determination was made. The developer intends to develop the site but cites the avoidance of overage costs as the reason for not pursuing development sooner. The Placemaking Plan identifies a preferred greenfield site to make up a another 20 dwellings to the east of St Mary School.
- 2.135 Alongside then ‘on-plan’ options the landowner of parcel 4325, South Road submitted a planning application for up to 45 dwellings in November 2015 ([15/04980/OUT](#)). This is currently being determined.

RA.1 Villages surrounded by Green Belt

- 2.136 The preparation and examination of the Core Strategy established that there were not exceptional circumstances to develop undeveloped land in the Green Belt adjoining RA.1 villages – aside from at:

Whitchurch

- 2.137 Whitchurch, on the very edge of Bristol. Here, in addition to safeguarded land (for highways) that has now been developed being development by Barratt for 47 homes ([\(11/02193/FUL\)](#)), following appeal, land was removed for around another 200 dwellings (see para 2.83)
- 2.138 Elsewhere land was also safeguarding in the BANES Local Plan (2007) at Farmborough for development post 2011. Blue Cedar Homes have been granted planning permission for 35 dwellings here ([\(13/04194/RES\)](#)) and the site is half complete. This site is supplemented by ([\(12/04318/OUT\)](#)) for 12 dwellings at the Poplars on largely undeveloped land within the HDB. A reserved matters application was submitted in May 2014 ([\(14/02426/FUL\)](#)) but refused in March 2015. This decision was appealed and allowed in October 2015. The Burdens site (PDL in the Green Belt) has been permitted for 14 units ([\(14/00862/OUT\)](#)) in April 2015 following submission in February 2014. Reserved matters followed in October 2015 and were approved in January 2016 ([\(15/04713/RES\)](#)).
- 2.139 The other large villages surrounded by Green Belt include those immediately to the east of Bath (Bathampton, Batheaston and Bathford) where there is very limited availability and suitability and Salford. At **Manor Road, Salford** Crest was refused planning permission for upto 99 dwellings ([\(12/05315/OUT\)](#)) in April 2013. An appeal was dismissed in April 2014 on Green Belt reasons. Otherwise, the site is in a sustainable location and is suitable.

RA.2 Villages

- 2.140 The Placemaking Plan has deified a modest amount of development (35 units) for the at seven qualifying RA.2 villages. Not all qualifying villages have been found a site re suitability and availability. It is quite likely, given the small nature of the sites, this supply is deliverable within the next 5 years.

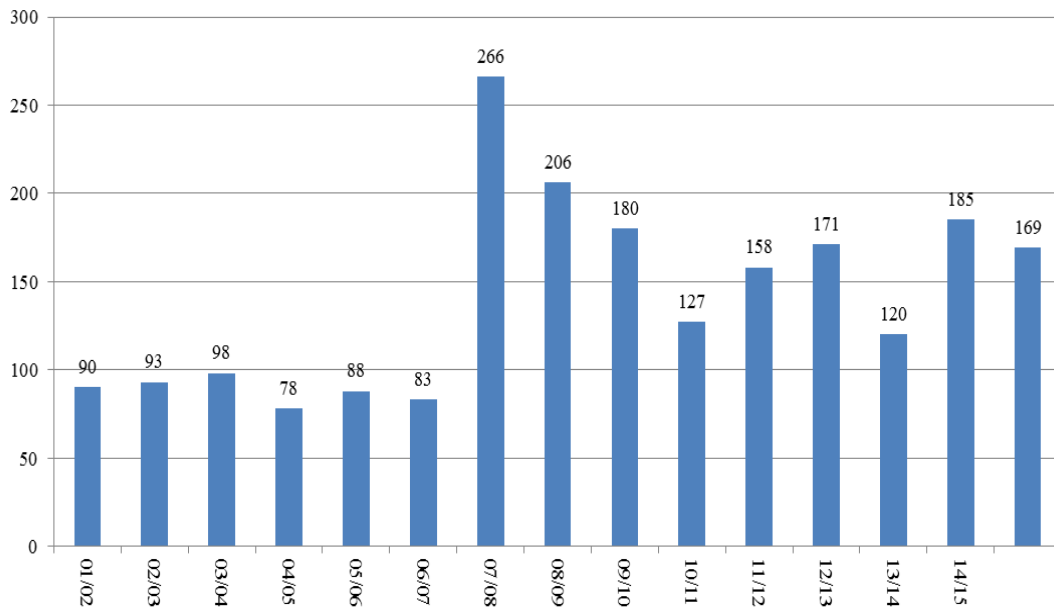
Windfall potential from small sites & broad locations

- 3.1 NPPF 48: advises that LPAs may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the HELAA, historic windfall delivery rates and expected future trends, and should not include residential gardens (or other land that is classified at greenfield). The Council includes such an allowance for the rate of delivery on small sites (less than 10 dwellings). The NPPG also advises that a windfall allowance for broad geographical locations can also be made for the medium to longer term.
- 3.2 The Council's small site windfall allowance is based on an analysis of the past rate of completions (rather than permissions). The rolling 5 year average rate of delivery (discounted to take account of green field development) forms basis for the allowance for the next five years and beyond. For 5 year supply purposes the expected number of dwellings that will be completed overall is compared to the existing stock of permissions. The windfall allowance is the difference between two, meaning that the output is always 'controlled'. The windfall allowance is therefore variable over time subject to the stock of permission and the forecast 5 year trend completions figure.
- 3.3 Small sites (under 10 units) have consistently contributed to housing development across BANES. The data overleaf shows that:

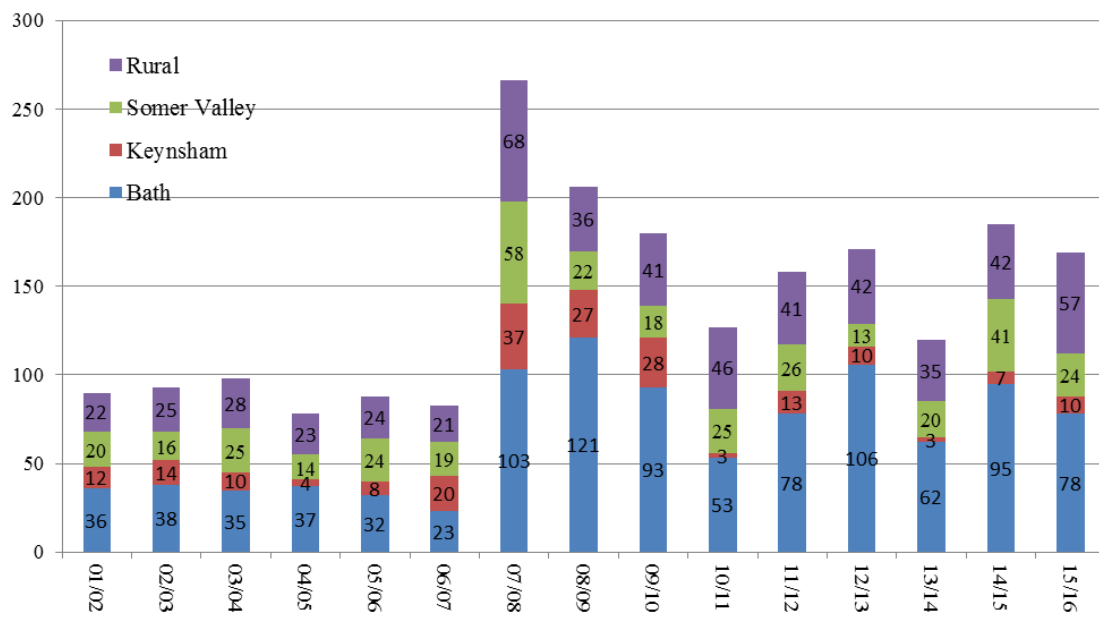
Period	No. years	Observations
2001/02 -15/16	All 15 years	Housing development on small sites contributed an average of 141 units a year .
2001/02-05/06	First 6 years	The rate of delivery was lower and relatively stable at 90 units a year
2007/08 -15/16	Last 9 years	The rate has been higher but more variable and has averaged 175 units a year
2011/12-15/16	Last 5 years	The 5 year rolling average is 161 units per year

3.4 During the last 5 years Bath accounted for 52% of small site completions, Keynsham 5%, Somer Valley 16% and the rural areas 27%.

Historic small site completions data for BANES



Historic small site completions data by policy area



3.5 If the rolling 5 year average of delivery is projected forward for the 5 year supply period 2015/16 – 2019/20 it would yield **805** units from small sites. However, this results in double counting if sites with planning permission are not discounted.

3.6 At April 1st 2016, the stock of small sites with planning permission was **626** and for the purposes of calculating the windfall allowance it is assumed that these units will be implemented within the next 5 years. Against this background the windfall allowance for the next 5 years from 2015/16 would be **179**.

3.7 The analysis so far has not been adjusted in respect of the need to remove the greenfield component (residential gardens, barn conversions and other previously undeveloped sites) from the past trend in small site completions. Since 2006, 20% of small site completions have been on such sites. On this basis, the unadjusted five year windfall allowance of 179 is adjusted to 143 (or 28.6 per annum). We have not rejected this allowance for the fact that rural gardens are now classified as brownfield (*Dartford Borough Council v SSCLG* [2016] EWHC 635 (Admin.)).

3.8 For the purpose of the housing delivery trajectory the Council assumes that these 143 units will come forward in line with the geographical pattern of small site completions seen in the last 5 years, resulting in the following distribution. It is the figure in the final column that appears in the housing trajectory as the windfall allowance for the next 5 years.

	Share	Total	Per annum Rounded
Bath	52%	74	15
Keynsham	5%	7	1
Somer valley	16%	23	5
Rural	27%	39	8
BANES	100%	143	29

Longer term windfall allowance

3.9 Projecting forward an unadjusted 5 year trend for small site completions of 161 per annum for the last 8 years of the plan period (2022/23 to 2028/29) would result in a total of 1,288 units being delivered across BANES. However, once this figure is adjusted by 20% re the discount for the greenfield trend development, this reduces to 982 units (122pa).

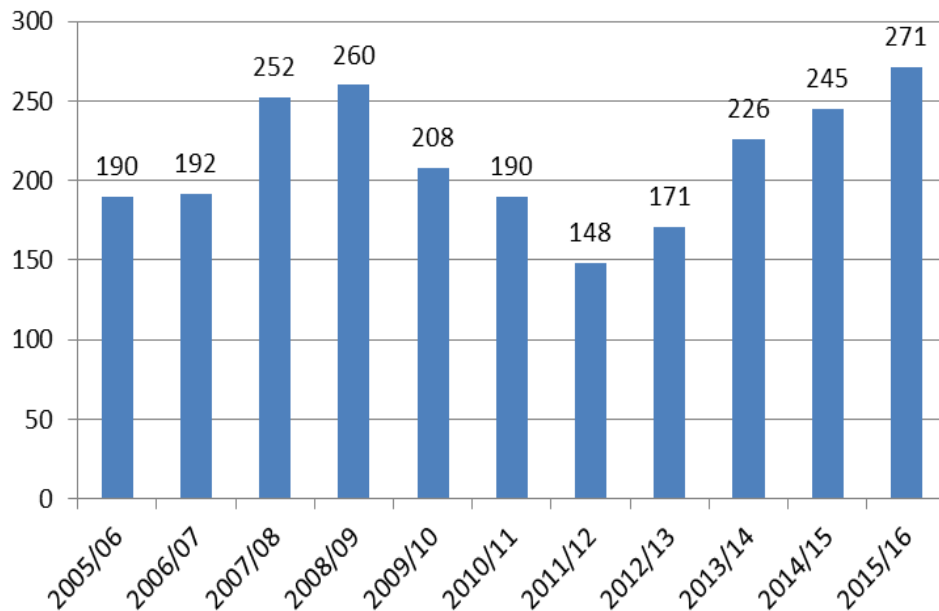
3.10 Again, for the purposes of preparing the housing delivery trajectory the Council has assumed that, geographically, these 982 units will come forward in line with their historic distribution re the broad locations of past delivery (see paragraph 3.8).

	Share	Total	Per annum Rounded
Bath	52%	510	64
Keynsham	5%	49	6
Somer valley	16%	157	20
Rural	27%	265	33
BANES	100%	982	123

Other Evidence

3.11 In addition to forecasts based on the past rate of completions the Council also justifies its small sites windfall/broad location allowance by reference to the rate at which permissions have been granted. The average annual number of units permitted on small sites granted over the last 11 years is 213. After a dip 4/5 years ago number have been rising consistently.

3.12 Further, the permissive planning policy context that enabled the past rate of completions/permissions has not changed with the adoption of the Core Strategy



Performance against the housing requirement for 2011-2029 and 5 year housing supply position at April 2016

- 4.1 Delivery performance to date is set out in appendix 1. This is the housing delivery trajectory and comprises an excel workbook with a separate worksheet for each part of the district and a summary worksheet for the district as a whole in which the 5 year requirement and supply position is set out.
- 4.2 The 'Sedgefield' approach is applied to the 5 year land supply calculation to that any shortfall in delivery that is evident at the start of the five year period is made good by the end of that period, rather than over the remainder of the entire plan period. A 20% buffer is applied on account of past persistent under delivery.
- 4.3 The table below shows that BANES needs to deliver 7,220 dwellings (C) by the end of the between the beginning of the plan period and the end of the 2020/21 monitoring year. Given progress to date there is a residual of 4,180 (B). Applying a 20% buffer means that a deliverable supply of 5,016 dwellings must be identified (F). This is exceeded by 422 dwellings that a 30% buffer can be identified.

A	Total Planned Provision	2011-29	13,000
B	Built over years 1-5	11/12 - 15/16	3,026
C	Plan requirement for years 1-10 (5 years hence)	11/12 - 20/21	7,220
D	5 year Supply Requirement (100%)	16/17 - 20/21	4,194
E	5 year Supply Requirement (with 5% buffer)	16/17 - 20/21	4,404
F	5 year Supply Requirement (with 20% buffer)	16/17 - 20/21	5,033
G	Deliverable Supply (#)	16/17 - 20/21	5,438
H	Deliverable Supply buffer (%)	16/17 - 20/21	30%
I	Deliverable Supply (#) over 100% requirement	16/17 - 20/21	1,244
J	Deliverable Supply (#) over 105% requirement	16/17 - 20/21	1,034
K	Devlilverable Supply (#) over 120% requirement	16/17 - 20/21	405

Overall Housing Delivery and Supply

- 5.1 Against a requirement for 13,000 dwellings the housing trajectory (summary sheet, cell C30) reveals that at present 12,702 units can be identified. That is a shortfall of 300 (around 5 months of supply).

Affordable Housing Delivery and Land Supply

- 5.2 The Development plans affordable housing target is 3,290 between 2011 and 2029 (183 per annum). The housing trajectory (summary sheet, cell C27) reveals that at present 3,222 units of affordable housing can be identified. That is a shortfall of 68 (around 4 months of supply). In the absence of any windfall 100% affordable housing sites between 2016 and 2029 around another 170-225 dwellings overall would be needed to deliver this at a 30%-40% affordable housing requirement