



# ENSLEIGH

## DEVELOPMENT CONCEPT OPTIONS REPORT

APRIL 2013

ARUP



# CONTENTS

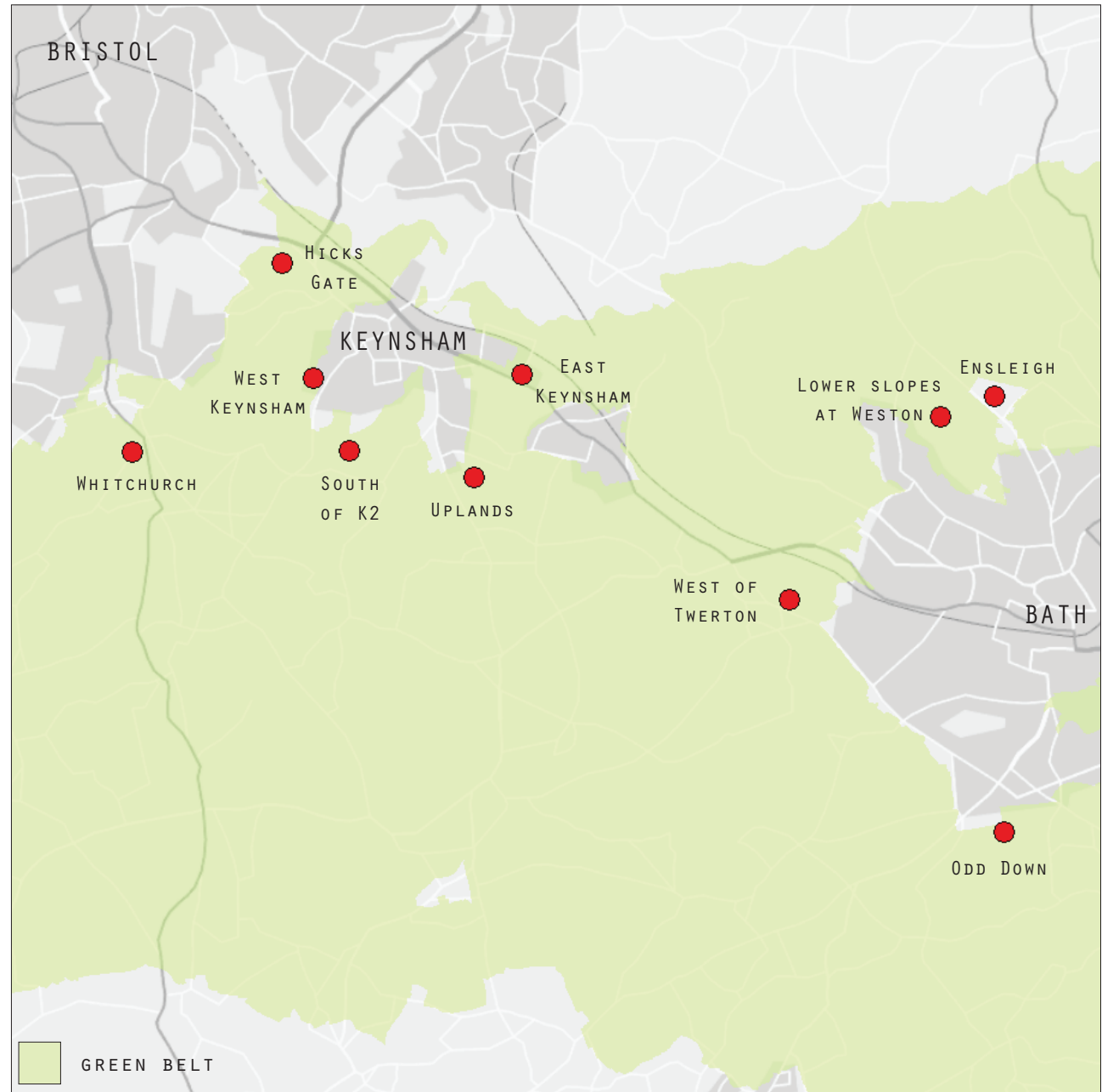
1	Introduction	4
2	Site analysis	9
3	Constraints and opportunities	22
4	Concept options	28
5	Infrastructure requirements	34
6	Viability and delivery	40
7	Summary	43

# 1 ■ INTRODUCTION

## 1.1 OVERVIEW

Bath and North East Somerset Council ('B&NES') Planning Service appointed Ove Arup and Partners Limited ('Arup') to investigate development concept options for ten locations to inform the consideration of additional housing led development. The locations are largely adjacent to the principal settlements within and associated with Bath and North East Somerset. Four locations are on the edge of Bath, two on the south edge of Bristol and four on the edge of Keynsham.

**These Concept Option Reports are not the work of the Council and are not planning policy. They are assessments used to help the consideration of these locations for development. By publishing these reports the Council is not agreeing to the development capacities identified in the Concept Options presented. As such the Reports have no planning status. The planning policy relating to any locations taken forward will need to be formulated in the first instance through the Core Strategy and sites will then be allocated with detailed site requirements in the Placemaking Plan. Work on the Placemaking Plan will be done in conjunction with local community involvement and supported by further detailed site work e.g. relating to environmental impacts.**



## 1.2 DEVELOPMENT CONCEPT OPTIONS

The Development Concept Options work will build upon the work already undertaken by the Council within its Core Strategy preparation process. The locations, selected by the Council, have previously been assessed either through the Strategic Housing Land Availability Assessment (SHLAA) and/or the Environmental Capacity Study.

The locations have all been previously considered unsuitable for development due to strategic policy reasons, i.e. the draft Core Strategy did not propose any changes to the general extent of the Green Belt, in the form of either extensions or deletions.

The Development Concept Options work is to contribute to the identification of additional development capacity within the review of the Council's Core Strategy.

The work will identify: viable potential development capacity, illustrate and test potential outline spatial scenarios; and place-making principles.

As part of this report no site selection recommendations will be made by the design team in its reporting. This exercise will be undertaken by the Council Members and Officers post completion of the technical analysis.

## 1.3 FIT WITH THE WIDER CORE STRATEGY REVIEW

As part of the wider Core Strategy Review, the Council is also currently developing, reviewing and updating a number of related relevant technical evidence documents. For this report, the following evidence base documents are particularly relevant:

- Green Belt Review: A strategic review of the entire Green Belt in B&NES to assess the importance of different areas of land in serving the purposes of the Green Belt, in order to inform consideration of whether land should be removed from the Green Belt to accommodate development in a sustainable location.
- Transport Assessment: To examine the transport impact of development at the ten locations; identification of infrastructure 'trigger points'; and consideration of the cumulative impact of development across the related locations and the District.
- Landscape and Visual Study - A Landscape and Visual Study has been carried out to inform and test the suitability of the Land at Ensleigh site. The study assesses the significance of the landscape and visual effects of the proposed development site.

The analysis of these evidence base documents together with the existing work carried out by the Council has informed the production of this report.

The publication of this study is not an endorsement by the Council of a particular strategy for this location; rather it is to test different development scenarios in order to assess the relative capacity and development impacts.

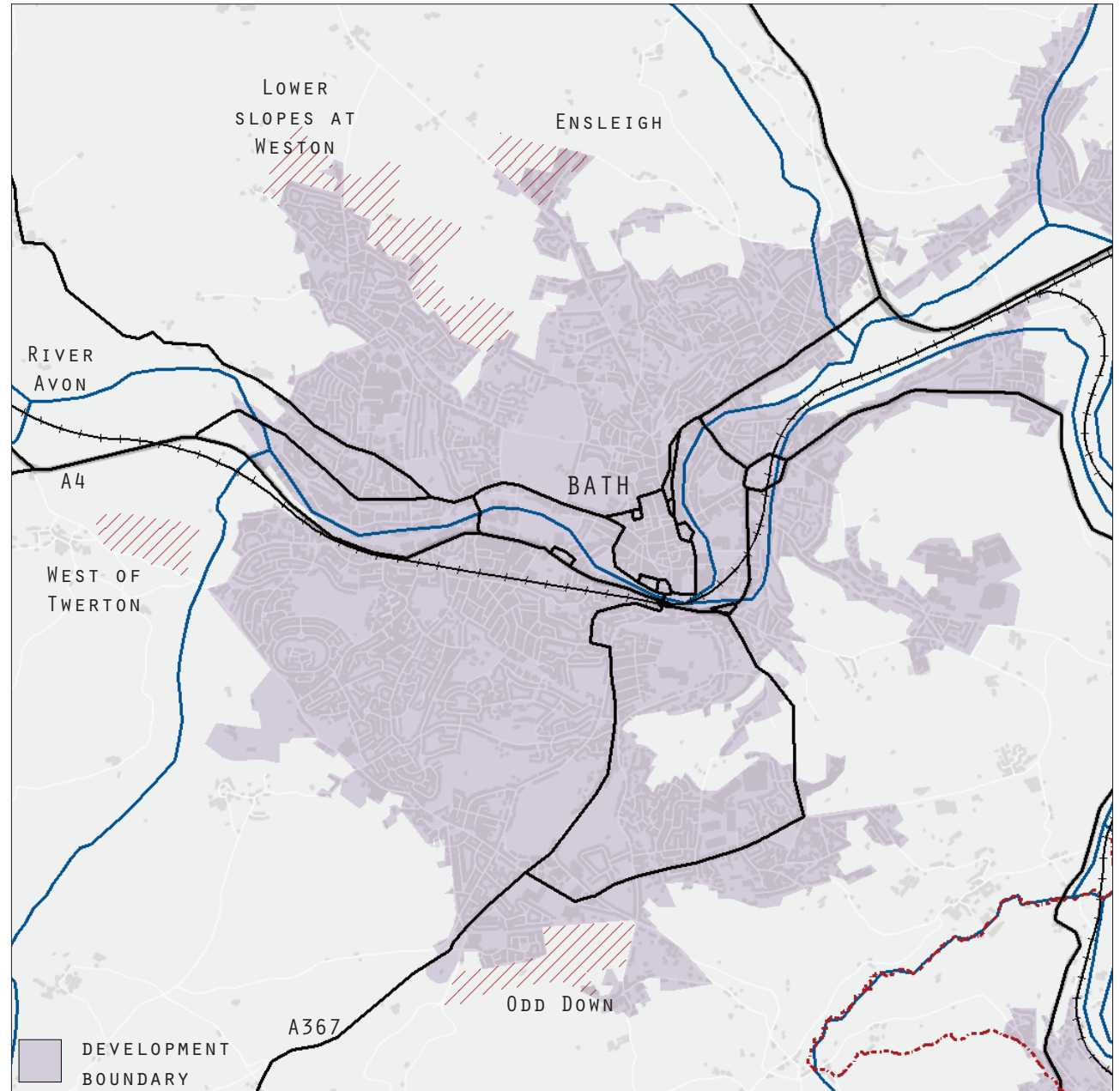
## 1.4 BATH CONTEXT

The Council selected four locations adjacent or near to the existing settlement boundary of Bath:

- Land at MoD Ensleigh
- Lower Slopes at Weston
- Land adjoining Odd Down
- Land West of Twerton

The study areas vary in character, size and location but all relate to the current edge of settlement relationship with the landscape; the definition of the Bath character; and the confinement of the city within the landscape.

The land around Bath contributes positively to the setting of the city and the World Heritage Site.



ENSLEIGH STUDY AREA LOCATION

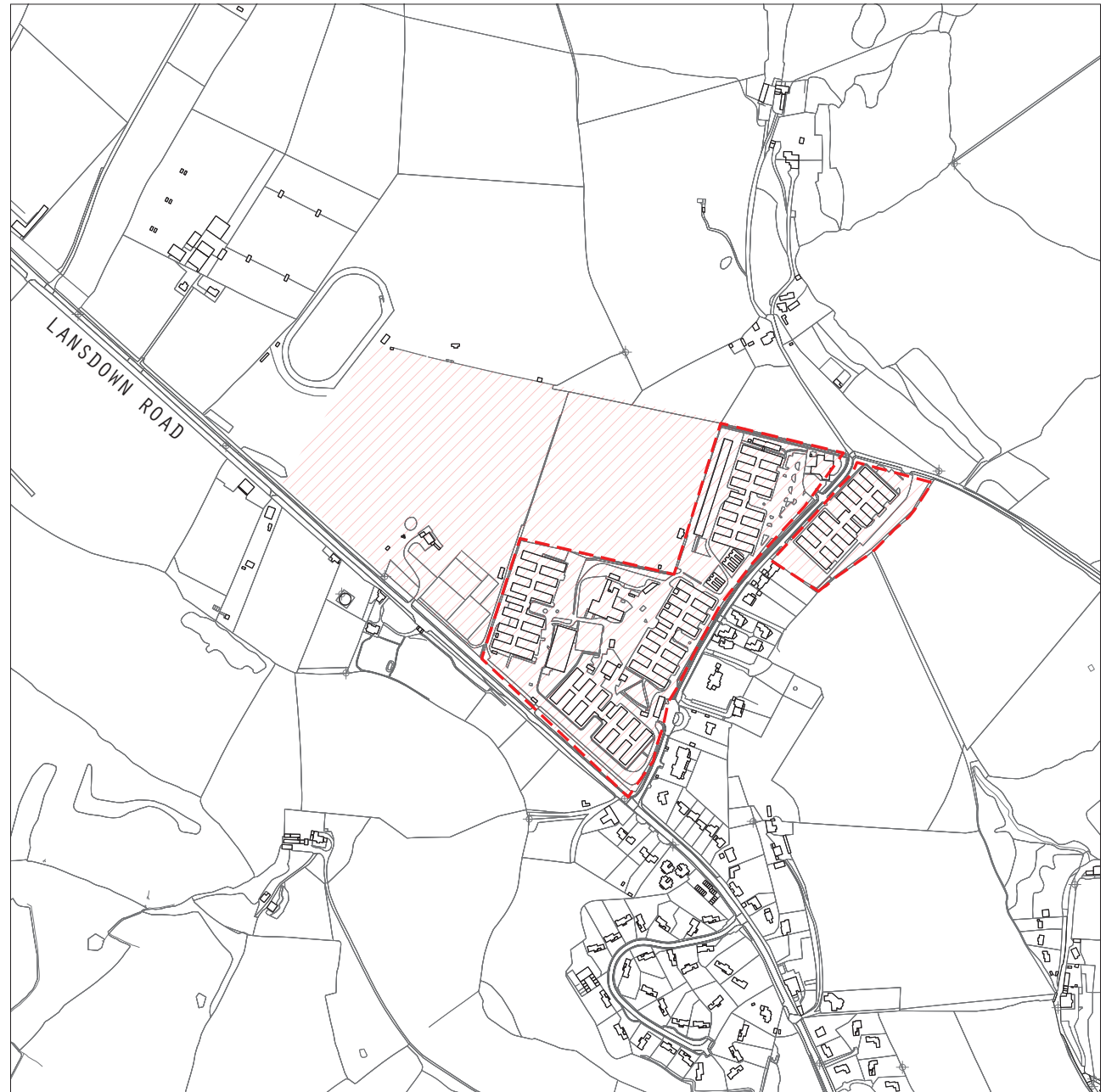
## 1.5 ENSLEIGH

This report concerns the Enleigh study area Bath (right).

This study area has been considered following the abolition of the South West Regional Spatial Strategy. It has been considered in the context of the Council's Concept Statement for the MoD site.

The dashed line shows the boundary of the MoD Enleigh site.

AREA	23 hectares
EVALUATION HISTORY	The Council's previous assessment of this area has provided the context for this Report. The relevant assessment document is:  - Strategic Housing Land Availability Assessment: Report of Findings (May 2011): Appendix 1a: Bath Site Assessments





## 2 . SITE ANALYSIS

## 2.1 LAND USE

The study area is dominated by the MoD Ensleigh site which began decommissioning in September 2012. The area includes densely packed, low-rise buildings.

To the east of the MoD site are a collection of playing fields (separate elements used by Kingswood School and Royal High School). This facility includes hard-surface courts and a new sports pavilion. The Park and Ride facility lies 500m to the north east.

To the south lies the suburb of Lansdown which reaches up the hillside from the city centre. The area is typified by large detached and semi-detached housing on open streets which respond to topography. The eastern side of Granville Road is lined by large dwellings, including a recent development of high-value properties overlooking the valley.

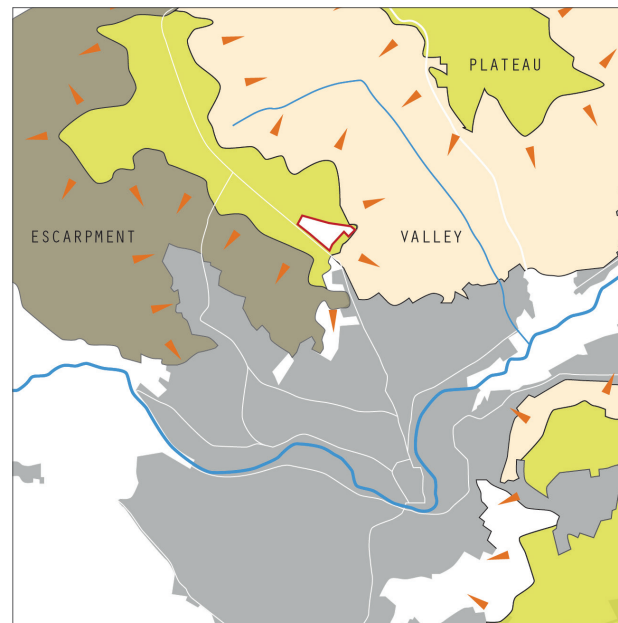
To the west across Lansdown Road, lies Lansdown cemetery and Beckford's Tower, a Grade I listed structure and prominent local landmark.

The surrounding area is predominantly open countryside, with areas of woodland and dense vegetation on the hillside and small clusters of farm and residential buildings.

## 2.2 TOPOGRAPHY

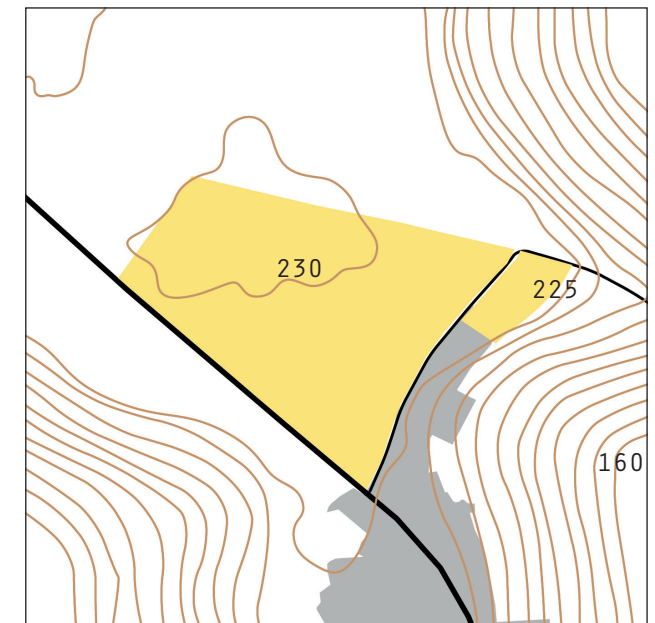
The study area sits above Bath city centre on the southern edge of the Lansdown plateau, part of the southern Cotswolds. The topography is typical of the Bath area (a series of valleys and plateaux radiating from the city centre) and forms the edge of the 'bowl' which has largely determined the layout of the city.

The area itself is largely flat, with a slight decline towards the east. The southern corner of the MoD site is met by the ridgeline which drops away steeply and immediately towards eastern Bath.



LAND USE

TOPOGRAPHY



## 2.3 ACCESS AND CONNECTIVITY

The study area is primarily accessed from Lansdown Road which provides a link between the M4 / A420 and Bath city centre. Lansdown Road extends along the centre of the plateau, creating a strong corridor. At the study area, Lansdown Road is very straight and has good visibility in both directions, providing many opportunities for access. Secondary access is available from Granville Road which passes along the eastern boundary before heading towards eastern Bath, though capacity onto this road is more limited.

The study area lies 500m from the Lansdown park and ride facility which provides access to the city centre. An additional bus service runs from Granville Road, through the city centre, to Combe Down.

The local area includes a number of public right of way routes, including one running along the northern boundary and one leading towards Weston. In the vicinity, Lansdown Road has a footway on one or both sides.

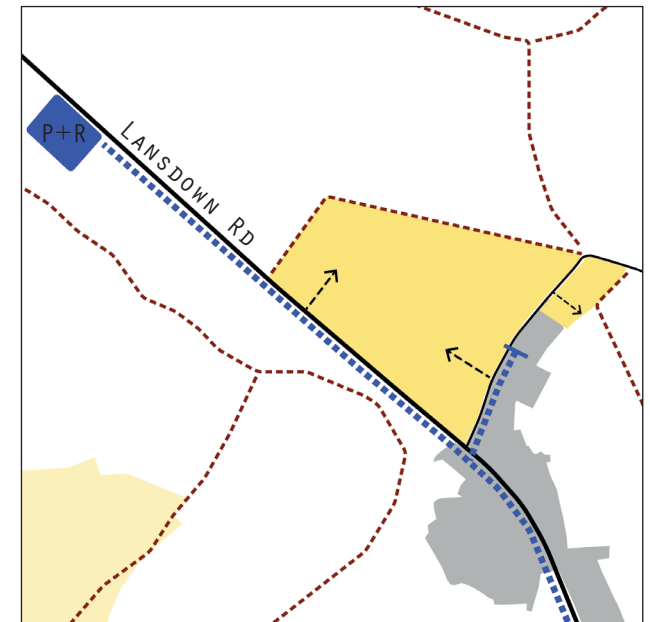
The study area lies some distance north of the nearest railway station (Bath Spa).

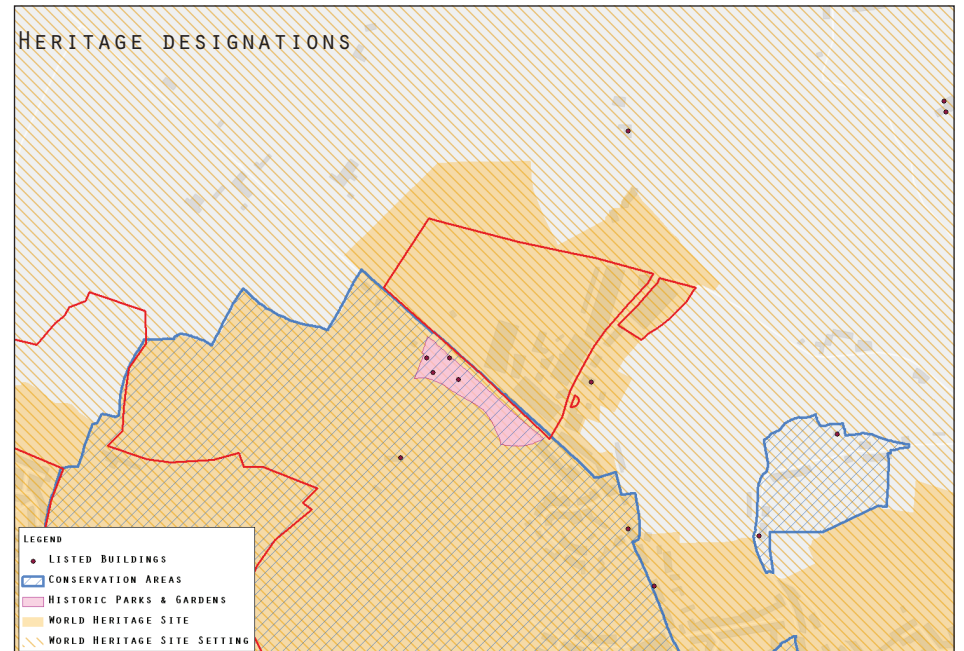
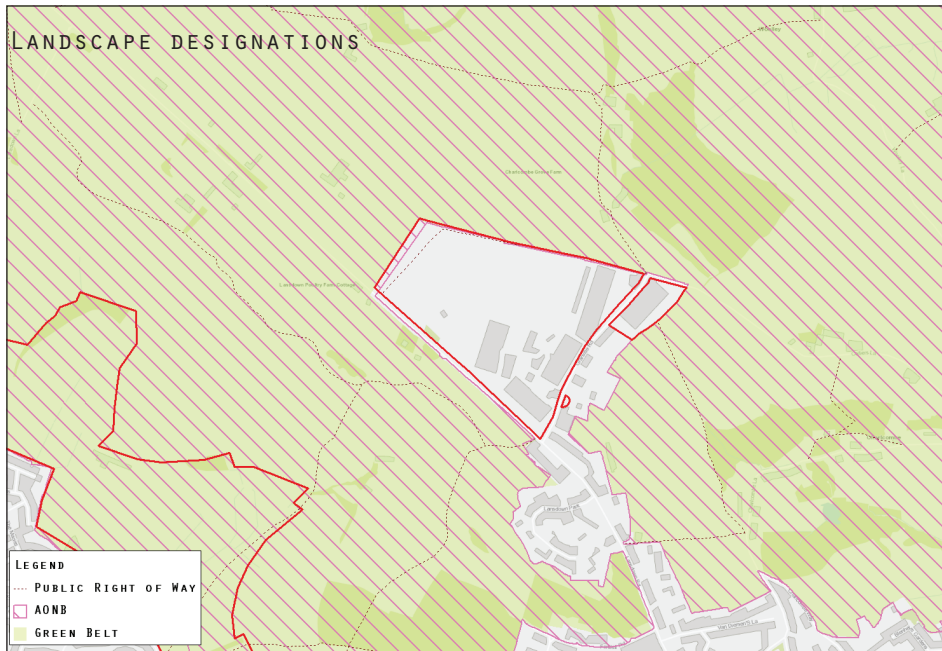
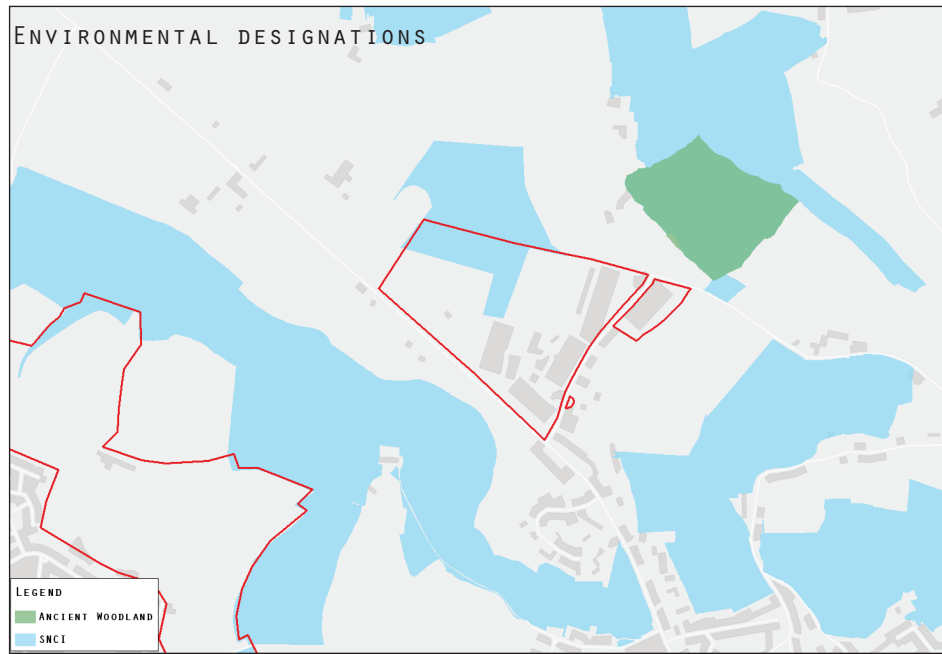
## 2.4 DESIGNATIONS

As illustrated in the diagrams (overleaf) there are a number of environmental, heritage and landscape designations both within and in close proximity to the boundary:

- City of Bath World Heritage Site
- World Heritage Site Setting
- Public Rights of Way
- Cotswolds Area of Outstanding Natural Beauty (AONB)
- Green Belt
- Kingswood School Playing Field SNCI
- Adjacent to Bath Conservation Area
- Near to Lansdown Cemetery and Beckford's Tower Historic Park and Garden
- Near to Listed Buildings
- Near to Ancient Woodland

BUS AND PEDESTRIAN ROUTES





## 2.5 LANDSCAPE APPRAISAL

### PLATEAUX AND VALLEYS

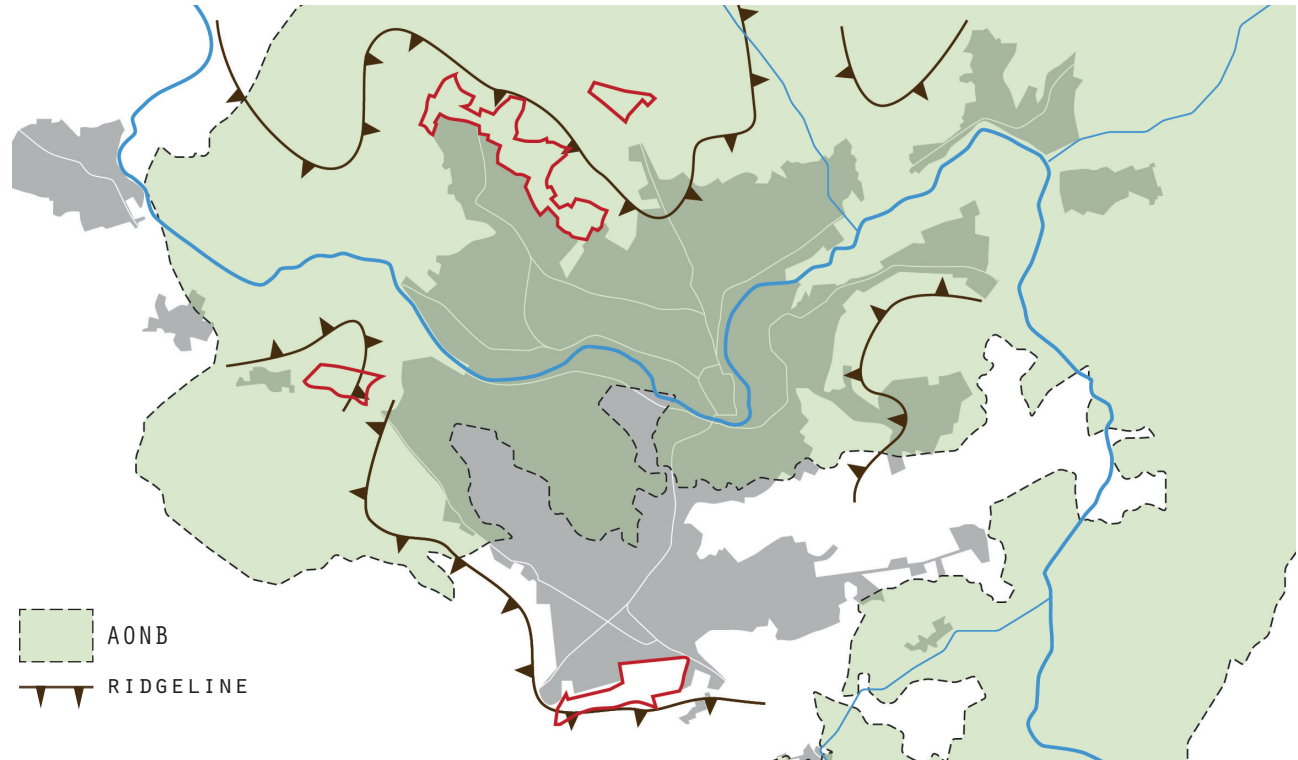
The distinctiveness of the landscape character is related mainly to the contrast between the two landscape types - plateau and valley.

The city settlement boundary remains confined to the 'bowl' with very little development present upon the plateaux to the north east of the city, with the exception of the Lansdown plateau. These elements of development remain discrete upon the plateau and visually unobtrusive, largely due to their location, set back from the break of slope. Similarly, little dense vegetation is present on the plateaux; woodland rises up the valley sides but stops short of the ridgeline.

The transition between the two character types is abrupt: the plateaux break slope immediately at their edge to become the valley sides.

This contrast is further emphasised by the patterns of use and development within each of the landscape types. Upon the Lansdown plateau, this is characterised by open areas of playing fields and little vegetation along field boundaries, maintaining the open and exposed character. Views are possible from positions upon the plateau over the tree tops across the valleys; in a few situations, including Soper's Wood, the tree heights restrict these views out from the plateau.

### AREA OF OUTSTANDING NATURAL BEAUTY



### B&NES LANDSCAPE CHARACTER ASSESSMENT

The B&NES report *Rural Landscapes of Bath & North East Somerset - A Landscape Character Assessment* is a broad study which places the study area in Area 16 - Cotswold Plateaux and Valleys, characterised by:

- Contrasting plateaux and valley areas;
- Transitions between valley and plateau defined by distinct breaks in slope and populated at the edge by wooded areas and vegetation;
- Flat plateau tops which are exposed both physically and visually;
- Enclosed valleys which eventually combine and open out to form the city 'bowl'.

## AREA OF OUTSTANDING NATURAL BEAUTY

Ensleigh lies adjacent to the Cotswolds Area of Outstanding Natural Beauty (AONB) which is characterised by rolling hills and jurassic limestone landscape with deep-cut wooded valleys. The Management Plan vision identifies a desire for sustainable development which recognises the significance of local archaeology and the distinctive historic environment, a conserved and enhanced natural environment, and a harmonious meeting of natural and built environment.

A review of the Cotswolds AONB Landscape Character Assessment indicates that the region north west of the city is characterised by two landscape definitions:

- Area 4C Enclosed Limestone Valley - represented most locally within the Lam Brook and St Catherine's Brook valleys;
- Area 9C High Wold Dip Slope - typifies the higher plateau areas and identifies the Lansdown plateau, on which the Ensleigh study area lies, with a specific description.

## GREEN BELT

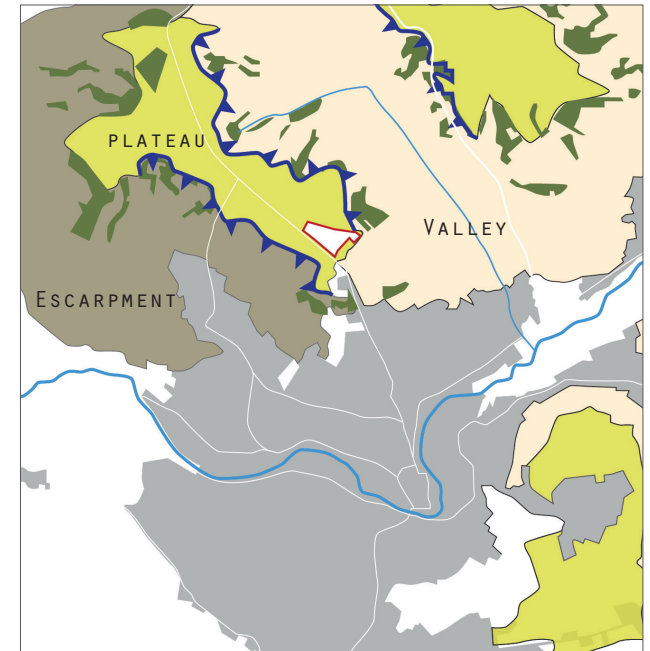
The study area lies adjacent to the boundary of the Bristol-Bath Green Belt which was set up to contain the spread of settlements, preserve the setting of historic settlements and assist in regeneration of brownfield sites. The study area is one of few areas of developable greenfield land which fall outside of the green belt boundary, and as such, is a valuable location.

## KINGSWOOD SCHOOL PLAYING FIELDS SNCI

The Kingswood School Playing Fields SNCI is identified as 'unimproved calcareous grassland' with a diverse flora including Green Winged Orchid and Hay Rattle. Most of this designated area lies outside of the boundary.

## HISTORIC PARK

Across Lansdown Road is the Lansdown Cemetery and Beckford's Tower Historic Park and Garden. This is an enclosed linear area containing the Grade I Listed Beckford's Tower, and three Listed tombs and structures within the cemetery and including dense, mature tree cover.



LANDFORM AROUND BATH

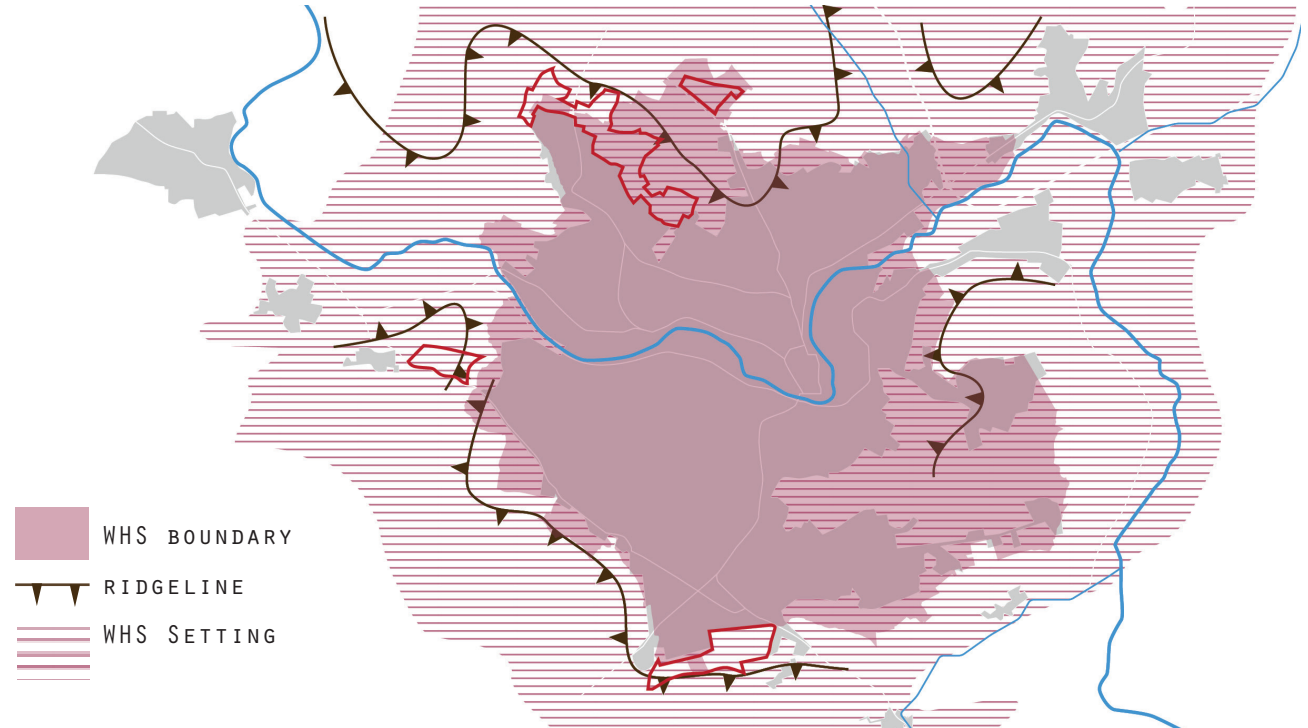
## WORLD HERITAGE SITE

The study area lies just within the boundary of the City of Bath World Heritage Site (WHS). The designation of the WHS has a strong correlation with how the local landform and landscape has influenced the built form and character areas of the city, notably describing a 'bowl' created by the variety of slope aspects and ridge lines.

B&NES has carried out a study into the setting of the WHS (World Heritage - Site Setting Study 2009) to inform developments coming forward within this designated area. In summary the key characteristics identified in this study which are of importance to the landscape and topographic setting of Bath are:

- Strong landform features and distinctive character zones, reinforcing the containment of the city within its landscape;
- High quality surrounding landscape character;
- Abrupt edge between built development and the countryside;
- A mixture of city character areas which together produce a distinct Bath character.

## WORLD HERITAGE SITE



The landscape and topographic setting to the World Heritage Site consist of the following:

- The undeveloped landscape surrounding the city;
- A variety of landscape character areas adjoining the settlement boundary which have also been instrumental in defining the character of the city;

- Specific landscape features which are identifiable today or have influenced the morphology of the built environment which exists today including the relationship between landscape and architecture, the significance of the picturesque qualities of the landscape and the open elements of landscape both beyond and within the WHS boundary.

## 2.6 PHOTOGRAPHIC APPRAISAL



This view (from playing fields looking towards the MoD site) demonstrates the largely flat form of the area and the lack of physical landforms and constraints within the study area. The natural boundary treatment of hedgerows and mature tree lines, with the addition of low dry-stone walling. The level nature of the area, and its position on the edge of the plateau, means it is not overlooked by surrounding development or publicly accessed land.



This view (looking west from the Kingswood School playing fields) shows the prominent form of Beckford's Tower, sitting behind the pavilion and sports courts. The strong tree line along Lansdown Road extends along the plateau and forms a corridor of mature planting with a limited amount of development fronting to the road. While this screening is effective, it is as a result of historic interventions out of keeping with landscape character.





Looking north from the Kingswood School playing fields, long views are possible across the plateau towards the distant hills. The playing fields bleed into the surrounding countryside which has mainly low-level vegetation and only isolated clusters of built form.

Views from the A46 and the plateau to the east show the study area's location on the top of the flat plain. Ensleigh is set back from the ridgeline and is only visible in the form of the playing field floodlights. Beckford's Tower can be seen from across the valley.





The eastern boundary is marked by a low dry stone wall and sporadic tree planting but maintains open views inside and outside the study area. This form continues around much of the surrounding area and is the prevailing approach to boundary treatment.



The view from Beckford's Tower takes in Lansdown Cemetery and the MoD site. The existing MoD buildings are generally low-rise (two storey) but occupy large footprints. The architectural form is generic and institutional and offers nothing to the wider landscape. There is the opportunity to replace this with a development which contributes positively to the special landscape and historic setting.

## 2.7 PHOTOGRAPHIC APPRAISAL OF WIDER AREA



Wooded edge to Lansdown plateau. Tree line generally below the plateau level allowing views across the contrasting adjacent valley areas.



Existing development typically clings to side of valley slopes. Groups of buildings form linear patterns in response to contours.



Plateau edge and break of slope is abrupt. The flat top area to the plateau is exposed and open. The contrast between plateau and valley is highly sensitive.



Wooded areas tend to be around the edge of plateau and breaks of slope, defining the contrast and transition between areas.



Flat plateau top - open and exposed with views across plateau to plateau. Undulating valley with lanes and field boundaries creating isolated and enclosed areas.



Plateau edge with break of slope transitioning abruptly into the valley side. Valleys ultimately open out and combine into the city bowl.

## 2.8 LANDSCAPE & VISUAL STUDY

A Landscape and Visual Study has been carried out to inform and test the suitability of the Land at Ensleigh study area. The study assesses the significance of the landscape and visual effects of the proposed study area

The landscape and visual characteristics prior to development are assessed to establish their quality, character, defining features and sensitivity to change. The degree to which the existing landscape and visual receptors would be affected by the proposed development is determined. The study identifies appropriate mitigation measures.

Due to the relatively flat topography, it is relatively easy to screen with vegetation particularly on the northern and western boundaries. On the southern and eastern edge, however, the landscape falls away quickly affording long distance views of the plateau edge from the surrounding area. Key to the setting of the Bath World Heritage Site are views of the surrounding hills with bare fields, hedgerows as well as blocks of woodland.

Although the Lansdown plateau character area is more open there are often significant blocks of woodland on the valley sides and tops of the adjacent character area of The Enclosed Limestone Valley Lam Brook and St Catherine's Brook Valleys.

### DESIGN AND MITIGATION RECOMMENDATIONS

The following design and mitigation recommendations should be considered during the design of the Development Concepts and have been divided into five topics:

#### SPATIAL ARRANGEMENT OF DEVELOPMENT

- The development concepts should consider locating built development to the eastern and southern areas in the vicinity of the existing MOD buildings. Open, green areas would be more appropriately located to the western side of the study area in order to provide a more gradual transition from the residential areas of Bath to the more open rural landscape of the Cotswolds AONB and the Green Belt. This arrangement would also be sympathetic to the views from Beckford's Tower.

#### HEIGHT, MASSING AND DENSITY OF BUILT FORM

- As with the spatial arrangement, a greater concentration of development to the southern and eastern areas is considered most appropriate. The possible location of school building which would be large but low-rises, is probably best located to the centre of the study area and its associated playing fields to the west. It is anticipated that the tallest buildings will be two storey residential dwellings.

**MATERIALS AND LIGHTING** - Building materials should be high quality and from a restricted palette of tones that are sympathetic to the prevailing architecture. Lighting should be sensibly considered to minimise night time visual impact and disturbance to local wildlife corridor.

**LANDSCAPE** - Within the study area there are significant areas of mature vegetation particularly along the south western boundary which, should be incorporated into the proposed design. Structural planting could retain and strengthen the existing field patterns and boundaries and help to integrate the proposed development within its landscape setting. The anticipated building heights should be largely screened by existing mature vegetation.

The setting back of built development on the northern and north eastern edges in association with tree planting will help to mitigate against long distance views. Development along the Lansdown Road should sensitively address the road and be in keeping with the presence of Beckford's Tower and Lansdown Cemetery (designated as Historic Park and Garden).

Key mitigation measures should include the early planting of vegetation and the incorporation of suitably mature vegetation, to increase existing screening, particularly from Lansdown Road and more distant views from the northwest, west and southeast.

GREEN INFRASTRUCTURE - There are opportunities to incorporate Public Right of Way (PROW) routes within the design proposals to promote pedestrian connections. Throughout the study area the use of green corridors with the potential to accommodate sustainable urban drainage measures, biodiversity enhancements, etc. should be considered.

# 3 ■ CONSTRAINTS AND OPPORTUNITIES

### 3.1 CONSTRAINTS

#### LOCATION WITHIN WORLD HERITAGE SITE

Any development at Ensleigh should have strong regard to its location on the northern fringe of the WHS. Proposals should be mindful of the impact they will have on the WHS ‘bowl’ and sympathetic to the prevailing character and materials. Development should have regard to the B&NES World Heritage - Site Management Plan.

#### VISUALLY PROMINENT BOUNDARIES

Although itself flat, the study area sits on the edge of a plain which drops away steeply to the south, west and east. Development should be mindful of the impact on long views, particularly from within Bath urban area.

#### SETTING OF GREEN BELT AND AONB

The study area forms an island within the Green Belt and AONB designations but development should be well contained and avoid major adverse impacts on the specific visual and ecological qualities of this area. Development should have regard to the Cotswolds Area of Outstanding Natural Beauty (AONB) Management Plan (2008-13).

#### NARROW ROAD AT COLLIERS LANE

Colliers Lane, which links to the A46 and east Bath, is a narrow road and unsuited to increased traffic levels.

#### SITES OF NATURE CONSERVATION IMPORTANCE

The study area lies partly within a SNIC (see Designations plan) which could constrain development in this area. The loss of this area may need to be compensated for off-site.

#### SETTING OF CONSERVATION AREA

Although outside of the designated area, the study area lies adjacent to the Bath Conservation Area and development should be sympathetic to the protected character.

#### SETTING OF BECKFORD’S TOWER (GRADE I LISTED)

Any development should avoid detrimental impact on the setting of Beckford’s Tower. The surrounding area contains a number of additional listed buildings. The tower is a significant and recognised landmark from much of the surrounding area and has its own role as a long-distance viewpoint - views to and from this location should be carefully managed.

#### STRONG HEDGE AND TREELINES FRAMING STUDY AREA

Areas of Ensleigh are bounded by strong vegetation which should be protected where possible but which will constrain the layout of development.

#### POTENTIAL LOSS OF SPORTS FACILITIES

The study area includes a number of sports pitches and a recently built sports pavilion used by Kingswood School in Lansdown. This facility may need to be compensated for if lost as part of the development. The MoD Ensleigh Concept Statement identifies planning obligations regarding open space provision, namely provision of 1.2 ha of formal open space.

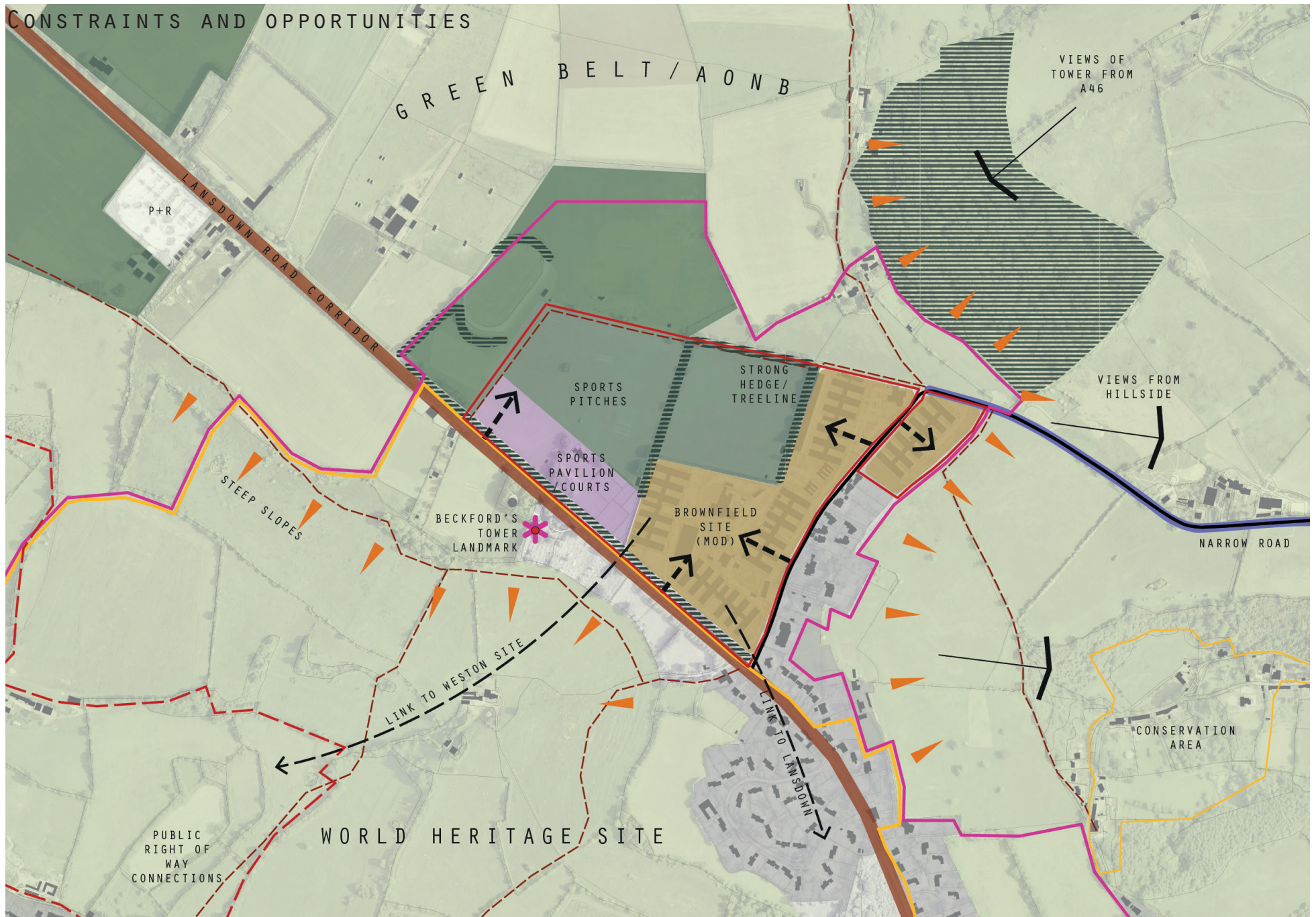
#### PLANNING OBLIGATIONS

The MoD Ensleigh Concept Statement concerns the redevelopment of the MoD site itself and identifies planning obligations regarding physical provisions, namely:

- Provision of a new single form entry primary school on site;
- Provision of 1.2 ha of formal open space;
- Provision of 1.2 ha of natural open space; and
- Provision of 0.24 ha of allotments.

Additional obligations concern financial contributions to child and youth services, infrastructure and provision of 35% affordable housing.

# CONSTRAINTS AND OPPORTUNITIES





## LEGEND

	STUDY AREA BOUNDARY
	WOODLAND / MATURE VEGETATION
	HEDGEROW
	WORLD HERITAGE SITE
	SIGNIFICANT VIEWS
	DIRECTION OF SLOPE
	VEHICULAR ACCESS OPPORTUNITY
	PUBLIC RIGHT OF WAY
	PRIMARY ROAD CORRIDOR
	NARROW LANE
	GREEN BELT
	CONSERVATION AREA
	LANDMARK

## 3.2 OPPORTUNITIES

### IMPROVEMENT OF EXISTING BROWNFIELD SITE

The existing MoD Ensleigh development is of low architectural merit and has a poor relationship to its surroundings and the WHS. New development has the opportunity to create a much improved urban environment.

### CONNECTIONS TO RURAL LANDSCAPE TO THE NORTH

The study area is largely surrounded by open countryside and occupies a key hilltop position. Proposals have the opportunity to link into this green infrastructure and provide strong connections to the wider landscape.

### CONNECTIONS TO PUBLIC RIGHTS OF WAY (PROW)

The study area lies at the centre of a number of PROW routes which give connections to the surrounding rural and urban areas. New proposals can exploit existing connections and close the gaps in this network.

### CONNECTIONS TO THE WESTON STUDY AREA

The study area lies uphill, to the northeast of the Weston study area. There is the opportunity to create a cohesive green infrastructure and pedestrian/cycle access plan linking the two study areas.

### CONNECTIONS TO BATH URBAN AREA

Currently there are poor connections between the Lansdown area and the sporting facilities within and adjacent to the study area. There is the opportunity to create new safe and attractive routes which facilitate movement between new and existing local facilities.

### TAKE ADVANTAGE OF POTENTIAL VIEWS

While accepting the need to create an inconspicuous development at this location, proposals can be arranged to maximise desirable views from the study area through housing layout and arrangement of house types.

### UTILISE EXISTING VEGETATION

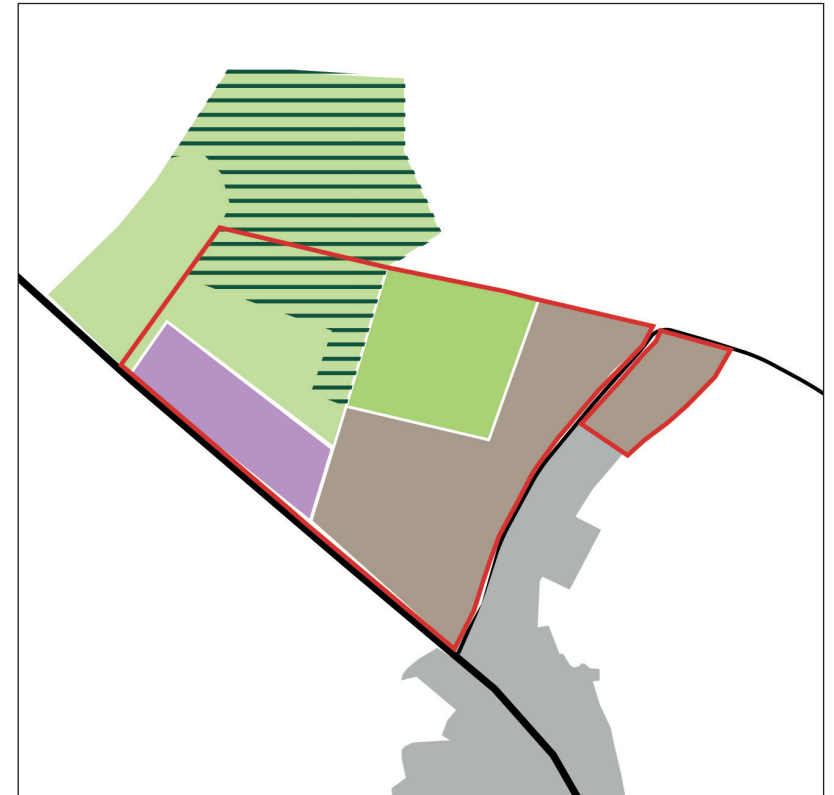
The existing mature vegetation within the study area provides a visual buffer to development. There is the opportunity to use this positively to provide natural breaks in urban form and part of a cohesive green infrastructure strategy.

### 3.3 DEFINITION OF DEVELOPMENT STRATEGY

The study area is affected by few internal constraints on layout and land use but affected more strongly by external constraints and the need to avoid strong impact on the World Heritage Site and surrounding landscape.

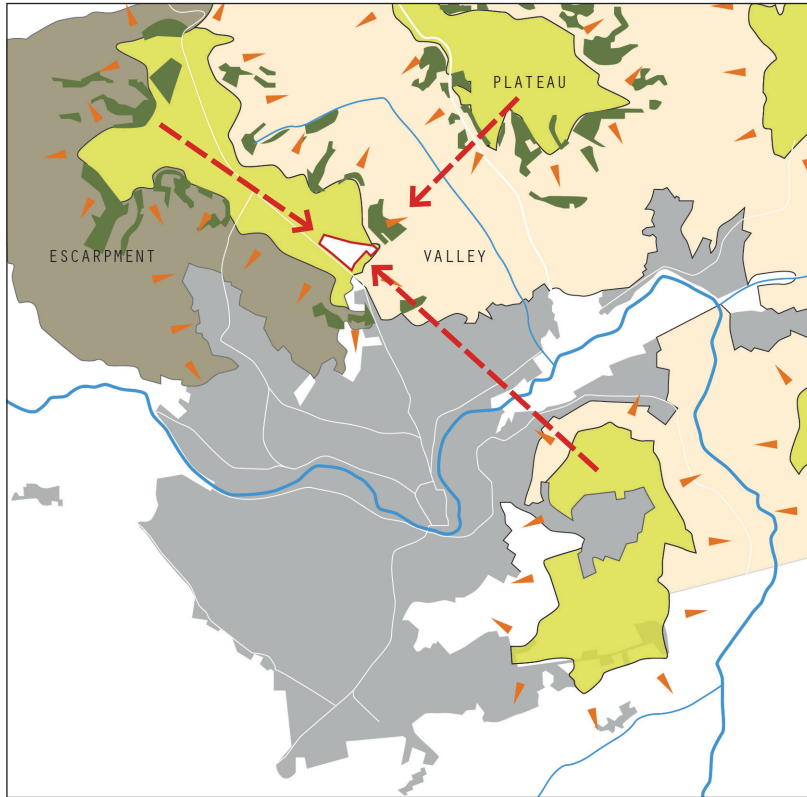
The development strategy looks at the MoD site and playing fields as a whole to devise a comprehensive approach to the study area and its phasing. The strategy allows for a number of layout options including the allocation of non-residential land uses.

For these options, the boundary is retained as per that originally provided by B&NES.



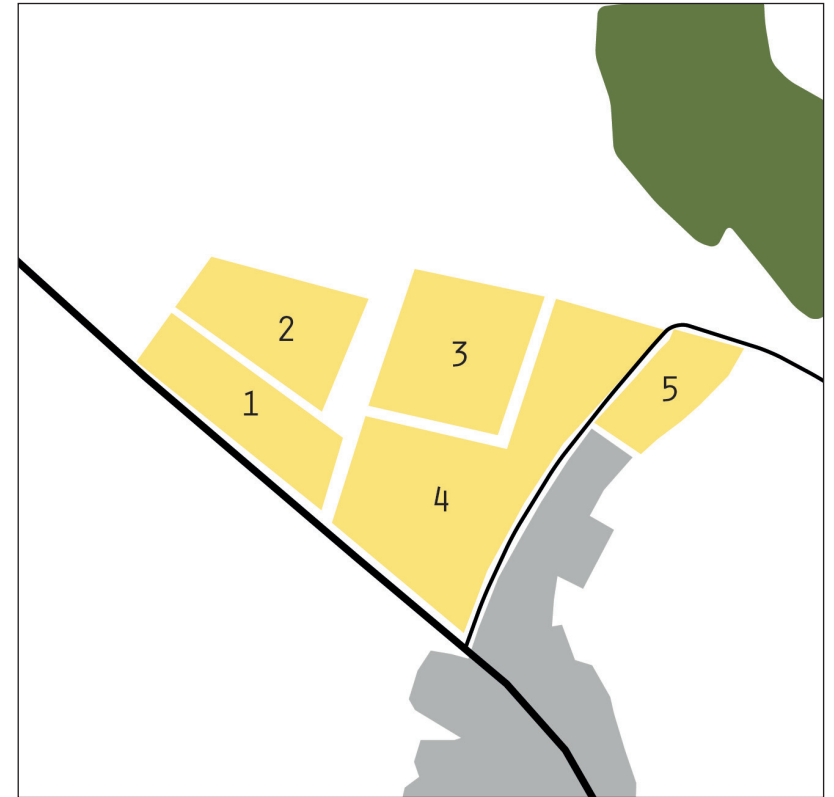
#### SPORTS FACILITIES

The northern and western areas are currently in use as school sports fields with adjacent sports pavilion and hard-surface courts. There is an option to retain the school facilities in their current location, relocate the facilities to an off-site location or remove the facilities entirely. The MoD Ensleigh Concept Statement identifies a requirement to provide an on-site element of formal open space. A key consideration here is the location of the SSCI designated land.



### MITIGATION OF LONG DISTANCE VIEWS

As identified as part of the World Heritage Site, the city lies mainly within a landscape 'bowl' and is largely hidden from external view, while woodland and strong vegetation mainly flank the sides and lie below the ridgeline. Any development on this study area needs to remain inconspicuous and should avoid using dense levels of vegetation as a visual buffer as this would be contrary to the prevailing development pattern of the city.



### DEFINITION OF DEVELOPMENT PLOTS

Internal arrangement is affected mainly by the existing hedgerows and decisions on the future of the existing sports facilities. This results in five main development plots: 1 - the school sports pavilion and courts; 2 - the western school playing fields; 3 - eastern sports field; 4 - the main MoD site and; 5 - the eastern MoD site.

# 4 ■ DEVELOPMENT CONCEPT OPTIONS

## 4.1 DEVELOPMENT QUANTUM

### DEVELOPABLE AREA

The intention of the site analysis, the opportunities and constraints and outlining of development concept options has been to establish the developable area. This is subdivided into residential development plots. The **gross developable area** (GDA) provides overall figures (ha) for residential plots and any directly associated uses which may include:

- Housing areas including private gardens and parking
- Incidental open space and landscaping
- Children's play areas (ha)
- Access roads within the site (ha)
- Provision of on-site drainage solutions

The intention of this work is to examine the locations to accommodate housing led development, figures therefore exclude:

- Major distributor roads
- Non-residential land uses
- Primary schools
- Adult/youth play spaces or other open spaces serving a wider area
- Significant landscape buffer strips

Figures for landscape and non-residential land uses are provided in the "Development Quantum" table.

### CAPACITY

On the basis of the gross developable area, the capacity of this study area to deliver residential development has been determined by the application of an assumption for the **density of development**, measured as average number of dwellings per hectare (dph).

Based on these densities, this exercise has established a **total housing quantum** for each development plot.

To provide a more refined housing capacity an **efficiency factor** has been applied (90%) to account for the difficulty associated with developing the area and any directly associated uses.

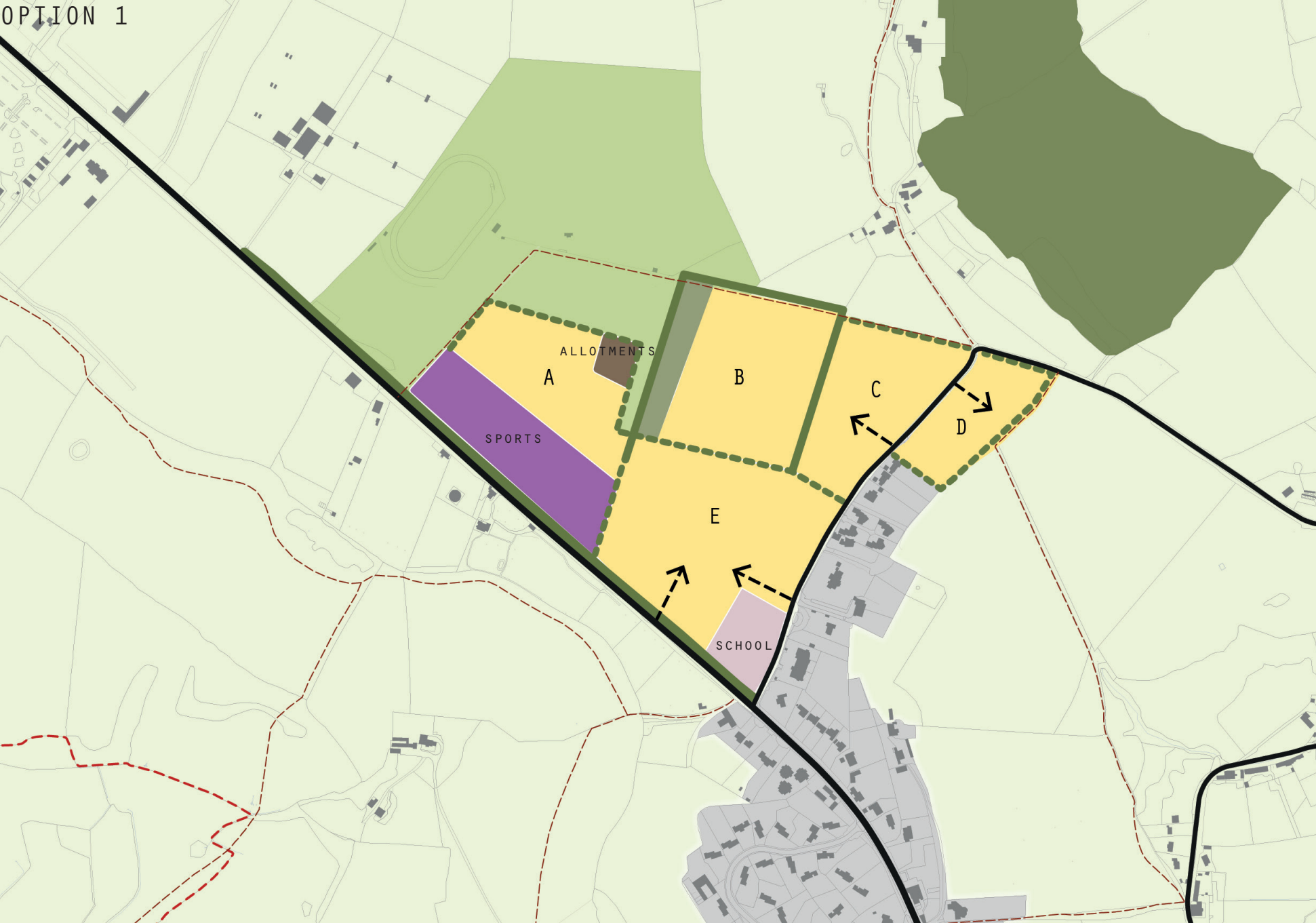
Taking these factors in to consideration a **net housing quantum** figure has been calculated to establish the housing capacity of the plot only.

### SUMMARY

Based on the above, the capacity of this study area therefore is dependent on a number of factors:

- The extent of the developable area that is taken forward as an allocation
- The difficulty with developing the portion of the study area taken forward as an allocation
- The approach taken to density.

OPTION 1



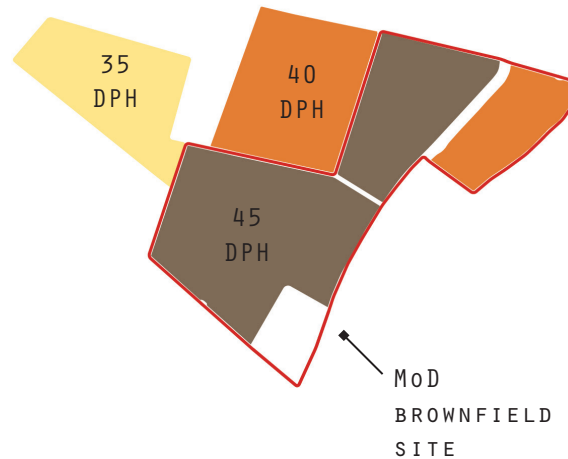
## 4.2 OPTION 1

Option 1 is an attempt to maximise development while respecting the physical constraints. The existing sports pavilion and hardsurface pitches are retained. The land behind the sports facilities is identified for residential development, avoiding developing the SNCI-designated land.

The southern corner is indicatively shown as the preferred location for a primary school (specifically identified as a planning obligation within the MoD Concept Statement); this allows it to be a key connector between the new development and the existing residents of Lansdown and Lansdown Park. Plots C and E are identified for higher density development in order to strengthen the urban environment around this extension to Lansdown Park and take advantage of land which has a lesser visual impact.

Vehicle access is via Lansdown Road and Granville Road and could utilise the existing entrance points. There is potential for cycle routes linking Ensleigh to Weston.

DEVELOPMENT DENSITY  
(DWELLINGS PER HECTARE)



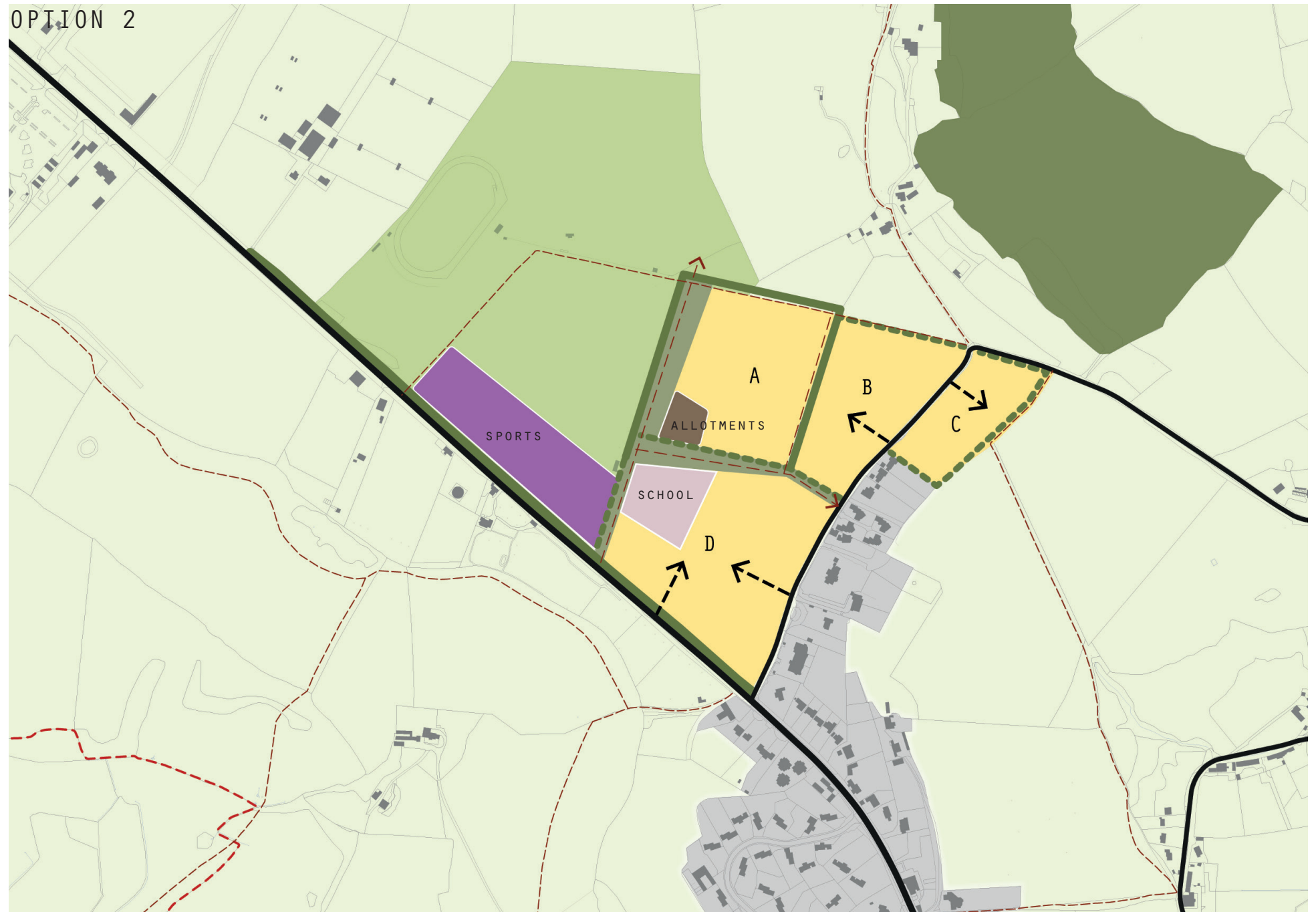
DEVELOPMENT QUANTUM

	AREA (Ha)	%
RESIDENTIAL	15.5	89.8
PRIMARY SCHOOL	0.8	4.6
ALLOTMENTS	0.3	1.7
INFORMAL GREENSPACE	0.7	3.8
<b>TOTAL</b>	<b>17.3</b>	

RESIDENTIAL DEVELOPMENT QUANTUM

	GROSS DEVELOPABLE AREA (Ha)	DENSITY (DWELLINGS/Ha)	TOTAL HOUSING QUANTUM	EFFICIENCY FACTOR	NET HOUSING QUANTUM
A	2.6	35	89	90%	80
B	3.5	40	138	90%	125
C	2.7	45	123	90%	111
D	1.7	40	68	90%	61
E	5.1	45	229	90%	206
<b>TOTAL</b>	<b>15.5</b>		<b>648</b>	<b>90%</b>	<b>538</b>

OPTION 2





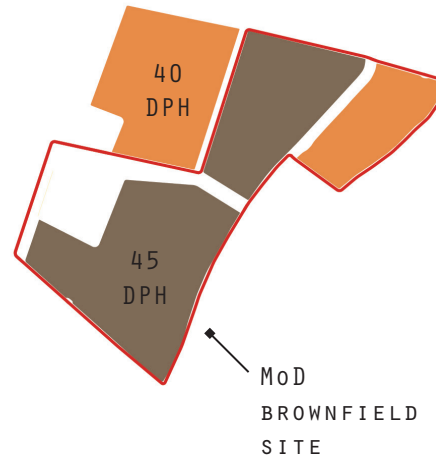
### 4.3 OPTION 2

Option 2 uses a more limited scale of development which recognises the impact of development on the sensitive views from Beckford's Tower. This Option avoids development on the land behind the sports facilities and retains the existing function of the playing fields.

In contrast to Option 1, the school is shown in a more central location, adjacent to the sports facilities. This allows the school to sit as part of a community 'hub' along with the allotments, sports facilities and open space links. The existing playing fields are utilised towards the requirements for formal open space.

A series of green corridors follow existing hedges and run through the site linking up to the SNCI and facilitating access to the school and sports facilities. These contribute to the requirement for informal green space.

DEVELOPMENT DENSITY  
(DWELLINGS PER HECTARE)



DEVELOPMENT QUANTUM

	AREA (Ha)	%
RESIDENTIAL	12.1	78.4
PRIMARY SCHOOL	0.8	5.2
ALLOTMENTS	0.3	1.6
INFORMAL GREENSPACE	2.3	14.8
<b>TOTAL</b>	<b>15.5</b>	

RESIDENTIAL DEVELOPMENT QUANTUM

	GROSS DEVELOPABLE AREA (Ha)	DENSITY (DWELLINGS/Ha)	TOTAL HOUSING QUANTUM	SITE EFFICIENCY FACTOR	NET HOUSING QUANTUM
A	3.5	40	138	90%	125
B	2.7	45	123	90%	111
C	1.7	40	68	90%	61
D	4.2	45	191	90%	172
<b>TOTAL</b>	<b>12.1</b>		<b>520</b>	<b>90%</b>	<b>468</b>

# 5 . INFRASTRUCTURE REQUIREMENTS

## 5.1 OVERVIEW

This section seeks to explain the infrastructure required to support the level of housing growth at the Ensleigh site. If this site is to be taken forward in the Core Strategy, within the capacity range as indicated within the previous chapter, it will trigger the need for the provision of physical, social and green infrastructure.

The understanding of infrastructure triggers and requirements has been informed using the following sources:

- West of England Infrastructure Delivery Plan
- Bath & North East Somerset Council Infrastructure Delivery Plan
- Green Space Strategy
- Planning Obligations Supplementary Planning Document
- A review of best practice standards and population thresholds

Once the Council's Members and Officers complete the site selection process for the allocations to be taken forward within the Core Strategy there will be a need to assess the cumulative effects of these preferred sites.

## 5.2 ASSUMPTIONS

The infrastructure requirements are considered against the following assumptions:

- Housing range: 468 - 538
- Average household size of 2.2 people
- Projected population range: 1,030 - 1,180
- Completion rate of 50 - 100 dwellings per annum
- Mix: The Council is proposing to change the Core Strategy policy (CP9) on Affordable Housing in response to concerns raised by the Examination Inspector. This changes will introduce a split target on affordable housing; this site is identified for 40% affordable with the remainder being predominantly larger, family housing.
- Early years age 0-2: 4 places per 100 dwellings<sup>1</sup>
- Early years age 3-4: 11 places per 100 dwellings<sup>1</sup>
- Primary school pupils: 31 places per 100 dwellings<sup>1</sup>
- Secondary school pupils: 15 places per 100 dwellings<sup>1</sup>

- Post 16 pupils: 4 places per 100 dwellings<sup>1</sup>
- Formal Green Spaces: 15 sq m per person (min)<sup>1</sup>
- Natural Green Spaces: 15 sq m per person (min)<sup>1</sup>
- Allotments: a minimum of 3 sq. m per person with a minimum site size of 1,500 sq. m / 10 plots<sup>1</sup>
- Children's Play Space: 0.8 ha per 1,000 population<sup>2</sup>
- Outdoor Sports: 1.6 – 1.8 ha per 1,000 population<sup>2</sup>
- Indoor Sports: 0.77 ha per 1,000 population<sup>2</sup>

Development on this site can assist the viability of the MoD site in terms of on-site provision of the planning obligations in the MoD Concept Statement.

## 5.3 PHYSICAL INFRASTRUCTURE

INFRASTRUCTURE CATEGORY	ITEM	COMMENTARY
TRANSPORT	Walking	The development can tie into established walking facilities. The location is somewhat detached from local amenities but the ward has an established sustainable transport culture.
	Cycling	No formal cycle routes in the area. Trips to central are Bath possible within 20 minutes.
	Public Transport	Close to established bus services including express P&R service from Lansdown.
	Highways	The highway impact of development is likely to be confined to a few key links, in particular Lansdown Road into central Bath and the Lansdown Road/George Street/The Paragon junction is therefore a key potential constraint. There is some scope to introduce mitigation measures through link/junction improvements along Lansdown Road and routes towards north-west Bath. The Lansdown P&R service could an element of traffic relief on city centre corridor. No significant increases in traffic volumes forecast on highways outside of Bath.
	Summary	The Lansdown ward is the most sustainable examined in this study and this location offers opportunities to link into established public transport networks with relative ease. Highway impacts are primarily confined to Lansdown Road and there is scope to introduce mitigation measures through link/junction improvements and park and ride.
WATER	Potable water supply	There will be need for new mains but these are ‘normal’ costs if spread across the development units (taking into account the size of the site). Impact on housing viability: low, as there are unlikely to be significant additional developer costs.
	Waste water + drainage	Developers will be expected to contribute to the cost of this infrastructure. This site will require new sewer site connections and may necessitate additional sewer and sewage treatment plant capacity downstream. Timescales for delivery of strategic enhancements to the network could be 3 to 5 years. Impact on housing viability: low, as there are unlikely to be significant additional developer costs.
	Flood risk + drainage	Flood Zone 1: Low Probability Impact on housing viability: low, as there are unlikely to be significant additional developer costs.
ENERGY	Gas	Local connection costs borne by developers along with some network strengthening costs. Impact on housing viability: low, as there are unlikely to be significant additional developer costs.
	Electricity	Reinforcement costs would be shared between the developer and WPD. Impact on housing viability: low, as although there will be some costs, they are unlikely to be a significant additional cost.
	Decentralised energy	Based on an initial review of the potential level of housing to be delivered on this site with the mix of uses limited to housing (and potentially a school) this will likely rule out the viability of CHP on this site The site is not in close proximity to any of the District Heating Priority Areas.

ICT	Broadband	Infrastructure for growth will be delivered through private sector development. Impact on housing viability: low, as there are unlikely to be significant additional developer costs.
WASTE	Waste treatment	This site is considered to be served by existing residual waste treatment facilities and the two planned at Broadmead Lane, Keynsham and Fuller's Earth Works, Odd Down, Bath.
RESIDENTIAL BUILDING STANDARDS	Sustainable design	All new residential development to be Code for Sustainable Homes (level 4). Requirement for zero carbon development after 2016. Renewable energy options will need to be considered on site to meet these requirements.

#### 5.4 SOCIAL INFRASTRUCTURE

INFRASTRUCTURE CATEGORY	SUB-CATEGORY	COMMENTARY
EDUCATION	Early years	Early Years contribution will be required. This could be co-located with primary school (see below) and may result in on-site provision. Early Years (0-2): 19 - 22 places Early Years (3-4): 51 - 59 places
	Primary school	Development on this site is likely to trigger the need for primary school provision on site (indicative catchment population of 4,000 <sup>1</sup> ). Primary school places: 145 - 167
	Secondary school	Contribution to additional Secondary and Post 16 provision Secondary school places: 70 - 81. Post 16 places: 19 - 22. N.B. Contribution from development would be required to consider the cumulative impact of the pupils generated at the Bath study areas on secondary school provision in Bath. Some of the pupils generated may be able to be accommodated and some will require additional places to be created. The schools in Bath are either VA schools or Academies and expansion would require the agreement of these schools. If not possible to sufficiently expand existing secondary schools then a new school would need to be provided in Bath.
HEALTH	Health centre	Development unlikely to solely trigger the need for health centre provision on site (indicative catchment population of 10,000 required). Possible need to expand existing health centre provision in the area.
AFFORDABLE HOUSING	Affordable housing provision	A large development site like this will trigger an average affordable housing percentage of 40% to be provided on site. At the development capacities assessed this would trigger the need for 187 - 215 affordable housing units to be provided on site.

## 5.5 GREEN INFRASTRUCTURE

INFRASTRUCTURE CATEGORY	SUB-CATEGORY	COMMENTARY
GREEN SPACE (WITHIN SITE)	Formal Green Space	15,450 - 17,700 sqm (1.54 - 1.77 ha)
	Natural Green Space	15,450 - 17,700 sqm (1.54 - 1.77 ha)
	Allotments	3,090 - 3,540 sqm (0.3 - 0.4 ha)
	Children's Play	0.8 - 0.9 ha
	Outdoor Sports	1.7 - 2.1 ha
	Indoor Sports	0.8 - 0.9 ha

## 5.6 SUMMARY

Infrastructure delivery is also dependent on: a) site masterplanning; and b) policy choices on the use of developer contributions.

The key infrastructure requirements that would be required to be provided by the development of this site would be:

- Contribution to extra sewage infrastructure
- Early Years provision contribution (or co-located with Primary School)
- Early Years provision Years (0-2): 19 - 22 places; and Early Years (3-4): 51 - 59 places
- Primary School provision on site for equivalent places: 145 - 167
- Contribution to Secondary school places: 70 - 81
- Contribution to Post 16 places: 19 - 22
- Provision of 187 - 215 affordable housing units on site
- Provision of (or contribution to) playing pitches (1.7 - 2.1ha) and outdoor play (0.8 - 0.9 ha)

- Provision of Formal Green Space (1.5 - 1.8 ha); Natural Green Space (1.5 - 1.8 ha) and Allotments (0.3 - 0.4 ha)
- Provision of (or contribution to) Children's Play (0.8 - 0.9 ha) and Indoor Sports (0.8 - 0.9 ha)

Development on this site can assist the viability of the MoD site in terms of on-site provision of the planning obligations in the MoD Concept Statement.

## FOOTNOTES

1. Para 2.2.14, Page 26, Bath and North East Somerset Planning Obligations Supplementary Planning Document – Adopted July 2009
2. Provision of Recreational Facilities to Meet the Needs of New Development - Page 65, Policy SR.3 Bath & North East Somerset Local Plan including minerals & waste policies – Adopted October 2007
3. Shaping Neighbourhoods: a guide for health sustainability and vitality, Spoon Press London (2003), Hugh Barton, Marcus Grant and Richard Guise

# 6 ■ VIABILITY AND DELIVERY



## 6.1 GENERAL OVERVIEW OF RESIDENTIAL DEVELOPMENT LAND MARKET

The findings of this section provide a general overview of the demand and supply of residential land in Bath with consideration given to the delivery of Ensleigh.

### DEMAND FOR RESIDENTIAL LAND

- Demand and supply of residential land are finely balanced at present across the West of England.
- An upturn in activity could see a land shortage with consequent upward pressure on land values across BANES as a whole.
- There is strong demand for well-located good quality sites for 50+ family housing units with Bristol, Bath and the outlying villages being hotspots.
- Volume house builders are currently seeking land in the Bristol and Bath area but are cautious of sites in excess of 100 units and typically are seeking deferred payment arrangements to landowners.
- Sites that have recently been brought to the market with planning consent and suitable for between 50 and 100 units attract the most interest.

- In the stronger markets such as Bath and Bristol land values have recovered to pre-recession levels.
- The scale of interest in release of MOD sites in Bath reflects this with a higher land value achieved on the smaller MOD Warminster site (suitable for 100 homes) when compared to the larger Foxhill and Ensleigh sites.
- There is strong demand in the retirement, care and student housing markets.
- Weaker market demand for apartment schemes and smaller sites up to 30 units.

### SUPPLY OF RESIDENTIAL LAND

- The increasing number of planning consents being won at appeal is driving an increasing number of transactions, typically promotion agreements on 'unallocated' land.
- The fundamentals underpinning demand for sites are closely linked to what is happening in the housing market. Developers and housebuilders are seeking to build family houses with three or more bedrooms in locations where the local economy is outperforming.
- By attracting families who have already owned a home, they are targeting buyers who are 'equity rich', and able to access finance despite the current constraints in the mortgage market.
- The limited supply of consented sites has driven up values marginally during 2011, but cautious sales rates has broadly negated any real increase in land value over 2012.
- Development sites with over 25 units are now of interest to all house builders as they look to diversify their product offer and increase sales.

- 2012 has seen an improved demand for strategic land from volume house-builders wishing to increase their 5 year land supply pipeline.
- Demand has increased as house builders and developers have worked through their inventory of sites bought prior to the downturn, and are now actively seeking to bolster their land pipeline.
- During 2012, greenfield values were up 3.6%, while urban values grew by 1.7%. Both outperformed national house price growth, which fell by -1.1%. . These small value increases reflect a general shortage of suitable, permissioned land in the market, despite early signs that NPPF is leading to more consents, including those from appeal decisions.

#### MANAGING RISK IN DELIVERY

- Due to credit constraints investor/developers are increasingly taking on the master-developer role and acquiring land without planning consent, resolving planning, infrastructure and servicing and subsequently selling to the volume house builders.
- Funding and risk issues will remain a major barrier to bringing forward large, complex and marginal sites. This has created the necessity of a 'build now, pay later' land development model. Landowners will increasingly need to be co-investors or joint-venture rather than outright, up-front sellers. This applies to both the public and private sector, but some of the public sector land initiatives recently announced have the potential to start bridging the delivery risk gap.

#### DELIVERY OF ENSLEIGH

- This site was previously assessed in the Strategic Housing Land Availability Assessment.
- The site is in single ownership.

- The Ministry of Defence confirmed the closure of MoD Ensleigh in May 2011.
- The Council prepared a Concept Statement (September 2012) to inform the sale of the site and shape the formulation of the development proposals.
- The site is considered to be available now.
- The location is deemed to offer a suitable location for development given that the site is largely previously developed land and not designated (although adjacent to AONB and Green Belt).
- Given the work carried out on promoting the site there is a realistic prospect that housing will be delivered on the site within five years and development of the site is viable.
- Overall, it is considered that there is a more than reasonable prospect that the site is available and could be viably developed.

# 7 ■ SUMMARY

## 7.1 PLACE-MAKING PRINCIPLES

Enleigh should be developed in line with the following place-making principles to ensure a distinctive development sympathetic to its location in the World Heritage Site and AONB:

- **DENSITY AND BUILDING FORM** - Development should show highest densities along the Lansdown Road corridor and close to Lansdown suburb, with lower densities and a more broken form around the rural edges of the site. Density should also be higher around areas of significant open space and community facilities. to optimise critical mass Taller buildings should be set back from the periphery to reduce visual impact.
- **ORIENTATION** - Dwellings should front onto Lansdown Road as a priority with additional frontage onto Granville Road and areas of open space, creating strong street frontage. Development should also face outwards towards the open countryside and onto the internal green corridors.
- **LAYOUT** - Noting the location relative to the green belt, the development should adopt an organic perimeter block layout in preference to a cul de sac layout or rigid rectilinear form.
- **SET-BACK** - Development on the plateau must achieve an adequate setback from the plateau edge to minimise visual impact. Development on the wider site will require a significant setback.
- **BOUNDARY TREATMENT** - Existing hedges should be retained and repaired where necessary and used as a gentle boundary treatment for the site. Visual mitigation measures should not rely on the use of dense tree lines and should use vegetation sparingly as a visual buffer.
- **FOOTPATHS AND CYCLING** - Public access should be retained as close as possible to existing routes and enhanced where necessary, with particular regard to pedestrian and cycle routes into Bath city centre via Lansdown Road and potential links to Weston village centre. The site should connect to the local footpath network.
- **ACCESS FROM SCHOOL** - If Kingswood School requires continued access to playing fields, accessibility of these areas should be considered.
- **ROAD CORRIDOR** - Treatment of the public realm along Lansdown Road should make consideration of this being a primary approach to the city.
- **OPEN SPACE** - Development options should consider the inclusion of open space where existing playing fields are displaced. The location of open space within the setback/green space around the development and at the edge of the plateau might be considered suitable. If the SNIC designated area is to be developed, this should be compensated for with ecological enhancements on land adjacent to the site.
- **BECKFORD'S TOWER** - Special consideration should be given to the form of development in the vicinity of Beckford's Tower. This listed structure can serve a valuable purpose in marking an entrance to the MoD site or as a focal point for the orientation of development within the site
- **PHASING** - Development phasing should begin with the MoD site before extending onto the playing fields.
- **ARCHITECTURE** - Development should have specific regard to vernacular and prevailing local architecture, using local materials where possible.



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