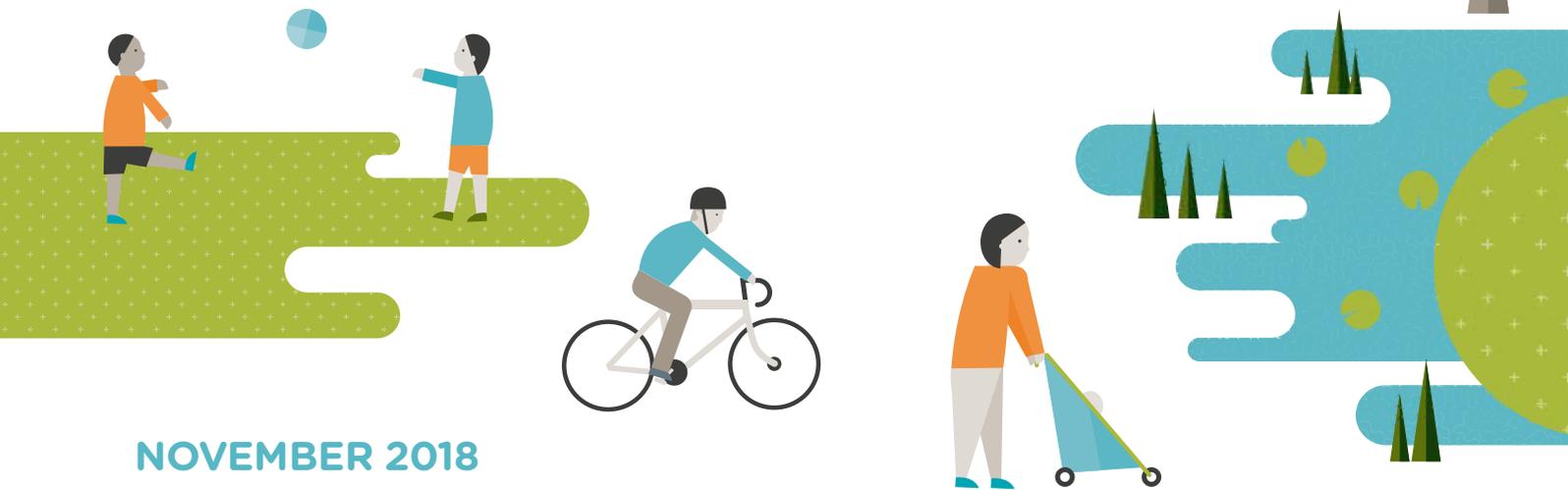


West of England Joint Spatial Plan

Justification of the requirements for the
12 Strategic Development Locations
7.1 North Keynsham



NOVEMBER 2018

Joint Spatial Plan Examination

WED 004A: Justification of the requirements for the 12 Strategic Development Locations in Policy 7.1 - 7.12 (Nov 2018)

SDL Policy 7.1 North Keynsham

Introduction

1. This SDL lies to the north-east of Keynsham, between the town and the River Avon, and also includes the land at East Keynsham that was safeguarded for future development in the Core Strategy. The majority of the site is currently within the Green Belt. The western end of the site lies within 500m of the train station and extends for 2km eastwards towards Saltford. It lies close to the urban fringe of the town but the main part of the site is isolated due to severance caused by the railway line. The site is largely level, sloping downwards to the floodplain and river. It is largely undeveloped but includes a range of uses such as Broadmead Lane Industrial Estate, Wessex Water Sewage Treatment Works and Avon Valley Wildlife and Adventure Park. The site lies in close proximity to the A4 providing direct access to Bath and Bristol by car and public transport, and close to the Bristol and Bath cycle path to the east. The intention at North Keynsham is to generate a critical mass of people able to support services such as public transport, local shops and schools, and the North Keynsham SDL is intended to support that aim. The recommended approach to density is design-led, concentrating on sustainable urban quality with the need to relate densities to context and the need to provide a mix of densities within large developments. The benefits of seeking higher density levels in overall terms are well recognised – especially in the context of delivering mixed-use development where a minimum housing density is required to sustain non-residential uses. The Arup Strategic Planning Framework (WED 101) suggested densities are based on analysis of what the market might realistically deliver and are therefore seen to be viable and deliverable.
2. Technical work published through the Locational Dashboards (**SD11C**), and SDL Templates (**SD11A**) identified potential for strategic growth at this location. This was informed by call for sites (**SD11F**) information indicating land availability. The strategic principles and infrastructure requirements are also supported by the Transport Topic Paper (**SD16A**) and Joint Transport Study (**SD16B**).

	JSP Criteria	Reasoned Justification	Proposed Amendments
1	<p><i>The delivery of around 1,500 new homes, with 1,400 homes built in the plan period, optimising densities and including affordable housing</i></p>	<p>The <i>North Keynsham Strategic Planning Framework</i> (Arup, June 2017 ref WED 101) outlines high level proposals for an urban extension at North Keynsham (including the safeguarded land at East Keynsham) for around 1,500 dwellings.</p> <p>The B&NES Local Plan North Keynsham Background Paper further refines the capacity of both North and East Keynsham. North Keynsham has a capacity of around 1,220 dwellings which is a conservative assessment reflecting the uncertainty at this point regarding how much land will be required for uses such as the primary school and the relocation of Avon Valley Adventure and Wildlife Park; the safeguarded land at East Keynsham has a capacity of 280 dwellings based on masterplanning by Clifton Emery/Mactaggart and Mickel (see planning application numbers 16/00850/OUT ref WED 104) and Barton Willmore/Taylor Wimpey 18/02899/OUT (WED 105). This totals 1,500 homes.</p> <p>Document SD14F shows the housing trajectory for North Keynsham, with delivery starting in 2027/28 to reflect the necessary lead in time for completion of the link road. 1,400 dwellings are anticipated to be delivered during the plan period, with annual delivery peaking at 200 dwellings per annum.</p> <p>Document SD11F provides the call for site submission indicating land availability.</p> <p>Affordable Housing is expected to form part of the mix of dwellings in order to provide for mixed and balanced communities, as required by JSP Policy 3.</p>	
2	<p><i>Include around 50,000 m² of employment floorspace.</i></p>	<p>The <i>North Keynsham Strategic Planning Framework</i> (Arup, June 2017 ref WED 101) demonstrates how the residential led development could also physically accommodate up to 55,000sqm of employment floorspace primarily located at the western end of the SDL, where land is less appropriate for residential development due to proximity to the sewage treatment works and the flood zones. Further employment development is shown at World's End Lane. The JSP rounds this figure to 50,000 sqm.</p> <p>Keynsham is well placed sub-regionally between Bath and Bristol. The strategy in the B&NES Placemaking Plan WED 91 places great emphasis on Keynsham becoming a</p>	

		<p>more significant location for business. The identified priority is the provision of additional Higher Value Added jobs which will help to reduce the current pattern of out-commuting by better aligning job types with the characteristics of the resident workforce. This will facilitate increased opportunities to live and work in the town.</p> <p>Initial work on employment forecasts to support the B&NES Local Plan identify Keynsham as being able to provide approximately 2000 net new jobs over the JSP plan period, with a substantive amount of this growth being accommodated on the proposed Keynsham SDL.</p> <p>The SDL is capable of accommodating a range of employment-related uses, including office and industrial uses. The 2015 B&NES Industrial Market Review (WED 107) identifies Keynsham as a strategically significant area for industrial development, capable of accommodating the short falls in industrial accommodation in the City of Bath. The area is already one of the key locations in the District for industrial uses (including warehouse, storage and distribution) and has an average 5 year take up of 1,802sqm.</p> <p>Keynsham is also now proving to be a viable office location and the near full occupation of around 10,000 sqm of new office space at the nearby Chocolate Factory (in just over 18 months) on the Somerdale development is proof of the popularity of the area to the market. The attractiveness of Keynsham to office occupiers is due to the strategic location between Bristol and Bath and the ability of the area to provide competitive rental levels, lower than those in central Bristol and Bath.</p>	
3	<p><i>Creation of a new local centre to provide a focal point for the new community with an appropriate range of small-scale retail, services and facilities.</i></p>	<p>The North Keynsham Strategic Planning Framework (Arup, June 2017) contains an objective to accommodate a critical mass of people to sustain local services such as a local centre. Due to the separation of the SDL from neighbouring communities by the railway line/Keynsham bypass, a small neighbourhood centre would be needed to support residents, visitors and employees with daily social, community, health and retail functions. This could include a small convenience store and some smaller units for retail or small businesses.</p> <p>The B&NES Retail Study (GVA, 2018 WED 100) considers the suitability and size requirements for retail/local centre provision within the North Keynsham SDL. This</p>	

		concludes that due to the separation with the rest of Keynsham, new retail and main town centre use provision within the SDL could be appropriate, but that this should be limited to providing for the day-to-day needs of the new community. This is recommended to consist of a modest sized convenience store and between 5-10 units of uses across Classes A1, A2, A3, A4, A5 and Class D. Para 156 of the 2012 NPPF	
4	<i>A new primary school on site and financial contribution to the provision of a secondary education provision off site.</i>	<p>The requirement to provide a primary school on site and increase secondary school capacity in the area is based on an assessment by the Local Education Authority of existing provision within Keynsham and on the legal requirement to meet the educational needs of the pupils anticipated in the proposed development.</p> <p>Further work is required through the development of the Local Plan to determine precisely how many primary school places will be required (which will be partly determined by the precise housing mix on site and the changing demographics of Keynsham as a whole, which affects school places within existing schools) and therefore how large this school needs to be, or if there needs to be more than one or expansions of existing schools. At present, it has been assumed that secondary school provision will be accommodated off-site, funded by developer contributions.</p> <p>Current analysis by the Local Education Authority, utilising an estimation of house mix delivered through the SDL, suggests that a 1,500 dwelling SDL including land at both North and East Keynsham would generate 465 primary pupils, 285 secondary pupils and 60 sixth form pupils.</p>	<p>Policy could be clarified to read:</p> <p>A new primary school provision on site <u>(to be determined through the Local Plan) and financial contribution to the expansion of existing primary and secondary schools provision of a secondary education provision off site.</u></p>
5	<i>New mixed tenure marina providing residential and leisure moorings.</i>	<p>The North Keynsham Strategic Planning Framework (Arup, June 2017) demonstrates an urban extension which responds to the strong landscape setting along the River Avon. The development includes residential-led development of apartments and family housing focused around a new marina.</p> <p>The inclusion of a marina reflects previous commercial interest and a planning application ref 13/04822/EFUL for such a use in a different location on the River. The need for marina berths is additionally evidenced by the B&NES Waterspace Study 2017 (WED 107) which identifies the benefits of increased mooring opportunities, specifically on the River Avon, to increase activity, natural surveillance and encourage navigation and enjoyment of the local waterways. The demand for moorings relates to all types – 48hr, 14day, trade and residential. Whilst there is no standardised methodology for</p>	

		<p>projecting mooring demand, there is acknowledgement that there is pressure for moorings, with very few visitor moorings along the River Avon, and few on-line moorings that have pontoons. The Waterspace Study shows that the stretch of the River Avon that flows through the North Keynsham site is an area of search for potential additional moorings. The marina would have the additional benefit of increasing land values in its vicinity, making it viable to deliver higher density housing than would otherwise be possible.</p> <p>Further work will be undertaken during formulation of the B&NES Local Plan to consider technical issues such as flood modelling and compensation requirements.</p>	
6	<p><i>A layout and form that produces a high quality of urban design, contributes positively to local character and distinctiveness, and that mitigates impact on sensitive views (including key views from the Cotswolds Area of Outstanding Natural Beauty). This should incorporate a well-integrated, multifunctional green infrastructure network that includes new wetland features, restored floodplain meadows and new woodland.</i></p>	<p>NPPF Paragraph 56 notes that good design is a key aspect of sustainable development. Paragraph 57 states the importance of planning positively for the achievement of high quality and including design for all development, including wider area development schemes.</p> <p>The North Keynsham SDL currently sits within Green Belt and is visible from the Cotswolds Area of Outstanding Natural Beauty (AONB). Preliminary landscape and visual analysis undertaken by B&NES provided a baseline for the preparation of the Arup Strategic Planning Framework in 2017 (WED 101). The landscape quality of the North Keynsham area is one of the most SDL's major attributes. The area is part of a continuous swathe of open countryside from the Avon Valley towards the AONB hills. The eastern and riverside areas of the area are considered to be the most visible and least appropriate for development. Landscape impact from development will require mitigation. Further LVIA work is currently being undertaken to inform the Local Plan and to provide more detailed guidance.</p> <p>The Strategic Planning Framework identified the potential to incorporate green infrastructure into the SDL, and detailed potential low visual impact enhancements which would serve a multifunctional purposes, providing recreational and environmental assets. In keeping with national policy and guidance, green infrastructure should be incorporated into any development proposals.</p>	
7	<p><i>Provision of key transport infrastructure including:</i></p>	<p>In respect of each of the sub-clauses under this criterion, Examination Document SD16A para 4.3 outlines the transport programme to address the needs generated by SDL. This comprises both strategic interventions and more localised improvements and</p>	

<p><i>i) North Keynsham multi modal link from Avon Mill Lane to A4. This new link will be designed as a street through the development, considering the needs of pedestrians, cyclists, public transport and vehicles, and capable of performing a wider strategic function for traffic relief in Keynsham. Development will have a positive relationship with the link road;</i></p> <p><i>ii) Pedestrian and cycle connections in all directions which link the site with key services and facilities. These include Keynsham rail station, the town centre, the A4 public transport corridor, the A4175 Keynsham Road and the Bristol to Bath cycle path with the potential for new bridge connections across the River Avon;</i></p> <p><i>iii) Where existing vehicle routes across the railway line are no longer required for continued use by motor traffic, seek to downgrade them to pedestrian and cycle only links;</i></p> <p><i>iv) Metrobus (high quality public transport) route from Bristol to Keynsham on the A4 corridor;</i></p> <p><i>v) High frequency local bus service following an orbital route connecting</i></p>	<p>is designed to improve travel choices (and maximise opportunities for mode shift) and mitigate the impacts of additional traffic.</p> <p>Clause i) SD16A Table 4.1 shows the requirement for a single carriageway link between the A4 and A4175 including access over the railway line and possibly the River Avon, and providing access to the SDL from the rest of transport network.</p> <p>Document SD16B outlines that this will improve traffic routing around the east of the town and will facilitate access to new development north of Keynsham.</p> <p>Clause ii) SD16A Table 4.1 shows the requirement for improvements to walking and cycling infrastructure to encourage active travel choices for local journeys across the urban area.</p> <p>Document SD16B states that a Strategic Cycle Route between Bristol and Bath forms part of the Greater Bristol Cycle Network and Bath Cycle Network schemes. These include reallocation of roadspace on arterial routes and traffic management measures, complimenting investment in quiet routes and off-road facilities, to create an easy to use network.</p> <p>Clause iii) Subject to where and how the link road connects to the A4, the Strategic Planning Framework proposes that some of the existing crossings over the railway line should be downgraded for use of pedestrians and cyclists. Justified by NPPF to facilitate sustainable transport and overcome severance from the rest of the town.</p> <p>Clause iv) SD16A Table 4.1 shows the requirement for a Metrobus service along the A4 corridor between Keynsham and Bristol, incorporating Callington Road link to reduce congestion on the A4.</p>	
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<p><i>the site to the town centre, Metrobus, rail and other local bus services;</i></p> <p><i>vi) Improved passenger facilities at Keynsham rail station;</i></p> <p><i>vii) Off-site junction improvements including at Hicks Gate;</i></p> <p><i>viii) Expanded or relocated A4 Bristol Park & Ride.</i></p>	<p>Document SD16B outlines that there will be an initial priority for a Metrobus Corridor from Bristol to Bath, with longer-term ambition for light rail between Keynsham and Bristol City Centre. This would necessitate completion of the Callington Road Link, a new road link between A4320 St Phillips Causeway and A4174 Callington Road, which would enable diversion of through traffic from the A4 onto St Phillips Causeway. This would provide several benefits; it would reduce the volumes of traffic through the heavily congested A4/A4174 West Town Lane junction and would allow major re-engineering of the current A4 through Brislington to allow the creation of the new transit route, together with other improvements to sustainable transport and public realm.</p> <p>Clause v) SD16A Table 4.1 shows the requirement for an expansion of bus priority measures across the Bristol urban area and further improvements to bus facilities to support sustained growth in bus patronage across the urban area.</p> <p>Clause vi) SD16A Table 4.1 shows the requirement for a review of access arrangements and passenger waiting facilities to enhance the attractiveness of rail for commuting and other travel needs from the wider Keynsham area.</p> <p>Document SD16B outlines the target for all stations across the West of England to be served by at least two trains per hour in each direction, with increased capacity rolling stock to accommodate demand. Improved waiting facilities and interchanges at all stations, with consistent MetroWest branding. This will include upgrades to Keynsham station to a consistent MetroWest standard.</p> <p>Clause vii) SD16A Table 4.1 shows the requirement for changes to the existing roundabout layout at Hicks Gate including a new link between the A4174 and A4 Keynsham bypass to partially bypass roundabout; and also the requirement for improvements to other</p>	
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		<p>junctions affected by traffic, including A4/B3116 roundabout (between Keynsham and Saltford) and A420/A4175 junction at Bridgegate (in South Gloucestershire).</p> <p>Clause viii) SD16A Table 4.1 shows the requirement for a new Park and Ride site south of Hicks Gate junction to replace the existing Brislington Park and Ride site.</p> <p>Document SD16B states that there will be a network of new and expanded Park and Ride sites on the edge of the Bristol urban area, enabling traffic to be intercepted and facilitating multi-modal interchange. This includes the provision of a site on the A4 at Hicks Gate, to replace the existing site at Brislington. A key benefit is stated to be that traffic would be intercepted further upstream of the A4 corridor, reducing congestion on the constricted section of the A4 between Hicks Gate and Stockwood Road. The traffic lane providing access to the current Brislington Park and Ride site could be converted to a lane for mass transit service.</p>	
8	<p><i>No housing will be completed at the North Keynsham SDL ahead of the Avon Mill Lane to A4 link, Keynsham rail station improvements and Metrobus (high quality public transport) route from Bristol to Keynsham on the A4 corridor being completed. This should not prejudice a full Transportation Assessment which will be required for each location.</i></p>	<p>Document SD16A para 3.4.4 outlines that detailed (Paramics) assessments demonstrate that the road network at Keynsham is highly congested and that increased traffic could cause a significant increase in delay.</p> <p>Document SD16B states that there are high levels of traffic demand between Bristol and Bath resulting in congestion and long journey times.</p>	