

Pre-commencement Document Consultation Report – July 2020



Introduction

The Pre-commencement Document is the notice of intent that a new Local Plan will be prepared for North Somerset and sets out its scope, methodology and programme.

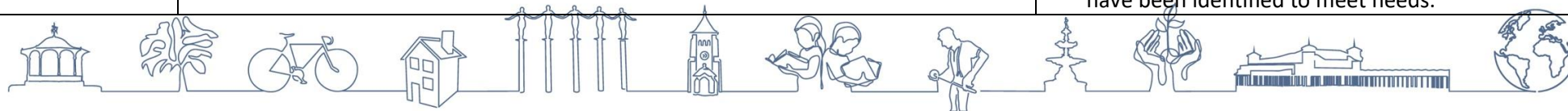
Consultation on the North Somerset Local Plan Pre-commencement Document took place between 10 March and 22 April 2020.

In total there were 94 comments received from respondents across a range of groups from Parish Councils, pressure groups, organisations, neighbouring authorities, residents and the development industry.

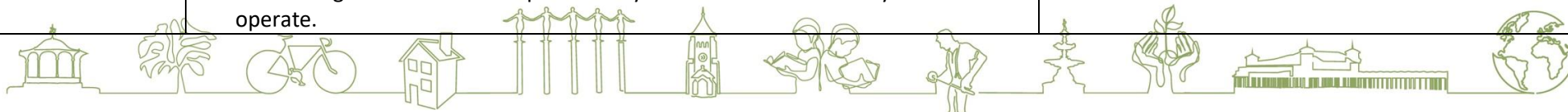
Summary of Responses

The below table sets out the main issues raised and where relevant a follow up response from the council. The full schedule of comments received is available to see on the Local Plan [webpage](#).

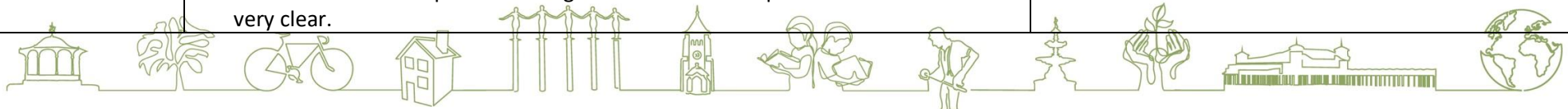
| ISSUE | COMMENT RECIEVED | COUNCIL RESPONSE |
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| Timetable/timescales | <ul style="list-style-type: none"> • Time periods between consultation stages (particularly issues and options and consultation draft) are too short to allow for effective consultation, feedback and consideration of responses. • Coronavirus and economic recession mean the timetable needs complete re-think. • Support for progressing North Somerset Local Plan quickly following withdrawal of JSP. • Local Plan is likely to take longer to prepare than set out in the timetable and there is no flexibility in the programme to satisfy the requirement of para 22 of the NPPF which requires strategic policies in local plans to '<i>look ahead over a minimum of 15 year period from adoption</i>'. • Plan period should be extended at this stage to allow for flexibility – shouldn't be changed half way through plan making when key decisions on strategic matters will already have been made e.g. scale of strategic housing requirement. • Plan period should be over 20 years to allow for flexibility | <ul style="list-style-type: none"> • We acknowledge that the Local Plan will have to take stock as a result of the coronavirus pandemic. As a result we have split the issues and options consultation into two parts with part 1 commencing during summer 2020 focusing on the Challenges (issues) and part 2 which is the Choices (options) which will identify potential spatial options happening in the Autumn when we can safely employ a greater range of engagement techniques. • The plan needs to be a minimum of 15 years from adoption and that is what is proposed in the plan timetable of 2023-2038. Once adopted the plan will be reviewed every 5 years to keep it up-to-date. • The plan-making process will ensure that the allocations are deliverable and that sufficient sites have been identified to meet needs. |



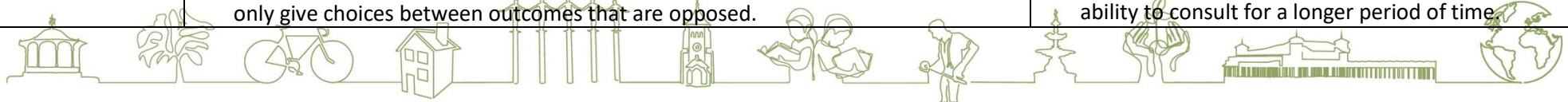
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| | <ul style="list-style-type: none"> • Having the start date 3 years into the future is very unusual and not justified given the circumstances pertaining to North Somerset in terms of its track record on housing delivery. • CS13 states (in para 3.190 of the supporting text) that a replacement policy will be adopted by the end of 2018 – pushing the start date to 2023 would disregard a substantial backlog of housing need which has arisen in the period since 2018. Therefore 2018 should be the start date for the Local Plan. Therefore the plan period should be 2018 – 2040. • Plan period should be to 2040 to allow the council an appropriate buffer to accommodate delays. • Should issues and options be progressed prior to carrying out a Comprehensive Green Belt Review? • Speedy plan preparation is necessary to fill the regulatory void and stop speculative development. • Plan period should be 2018-2041 to make up for housing backlog and allow flexibility for a 15 year plan period. • A longer plan period would allow the plan to respond to major long term infrastructure projects. | <ul style="list-style-type: none"> • A Green Belt assessment was undertaken for the West of England area. More detailed reviews will be undertaken when required as the plan-making process progresses. • It is likely that the LDS timetable will need to be amended to take account of implications arising from Covid-19. |
| <p>Duty to Co-operate</p> | <ul style="list-style-type: none"> • Duty to cooperate is extremely important in terms of distributing the Wider Bristol Housing Market Area. North Somerset will need to accommodate some of Bristol’s housing need. • Issues around how North Somerset determines how much of Bristol’s housing need to accommodate when all Local Plans in the West of England are not being examined together. Also relationship between North Somerset and WECA and Mayoral Plan could present issues. • Not enough detailed provided as to how Duty to Cooperate will work. • Need to consider Sedgemoor to accommodate cross-boundary housing need – the principal of establishing some housing development within Sedgemoor District, and specifically Burnham-on-Sea, has been established through the Sedgemoor Local Plan. • Object to NSC preparing a plan independently from the other West of England authorities – need to work together in partnership as so many issues are linked. • Advise NSC to prepare and maintain a Statement of Common Ground with Highways England. • The strategic role of Bristol Airport is a key consideration under duty to co-operate. | <ul style="list-style-type: none"> • The North Somerset Local Plan will be prepared under the duty to co-operate with neighbouring authorities and prescribed bodies on strategic cross-boundary matters. This will identify the strategic issues and how they will be addressed. • The SDS is a separate plan prepared by WECA but we will work with colleagues across the sub-region to ensure that strategic policies are aligned. • The NSC LP will determine whether the housing requirement can be accommodated in the district, including consideration of NPPF advice on the use of Green Belt, and the SDS will do likewise for the combined housing requirement for the WECA UAs. Any unmet needs identified through the plan-making processes will be subject to the duty to co-operate. This includes liaison with Sedgemoor. |



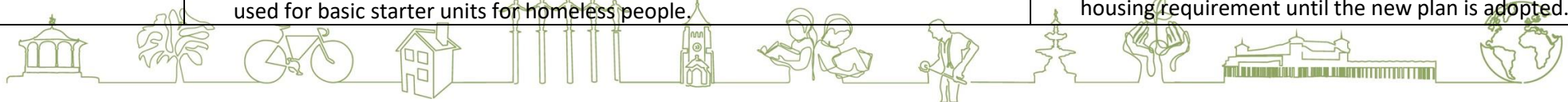
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| <p>Scope of the plan</p> | <ul style="list-style-type: none"> • If the council cannot demonstrate a 5yr housing supply should it undertake a partial review of the Site Allocations Plan to establish a 5yr supply of housing land before completing the New Local Plan? • Inspectors letter to the JSP suggested an appropriate way forward would be “<i>a high level spatial strategy for the plan area which, not based on specific SDLs, identifies how housing, employment and other development should be broadly distributed.</i>” This is a sensible starting point. • Are the strategic and non-strategic policies being advanced simultaneously? They should come forward together given the urgency to deliver houses and the need to allocate sites. • There should be a clear link between the strategic and non-strategic policies, particularly in terms of the site allocations and infrastructure requirements. • The NS Local Plan should clearly state one of its main objectives the need to help accommodate its share of Bristol’s unmet housing needs. | <ul style="list-style-type: none"> • The Site Allocations Plan is very recent, adopted in April 2018. The priority is to progress the Local Plan in a timely manner to allocate a range of suitable and deliverable sites. • The Local Plan will contain both strategic and non-strategic policies. The spatial strategy needs to be addressed first and this will then provide the context for the detailed allocations. The Consultation Draft document will pull together the strategic and non-strategic elements. • The SDS will address the issue of housing needs within the WECA area. |
| <p>Evidence Base</p> | <ul style="list-style-type: none"> • Need statistics about where residents work and how they travel to work. This will help determine the new location for housing as it should be located close to where people work. • Taylor Wimpey happy to share detailed assessments that have been done for land to the south west of Bristol particularly in relation to HRA. • Two key pieces of evidence which are fundamental to the soundness of the Local Plan are the Green Belt Assessment and the Sustainability Appraisal. • Many elements of the evidence base will need to be re-evaluated due to the COID-19 crisis e.g. economic forecasts, viability assessments, transport assessments etc. • Evidence must be open and transparent and available to all. • The JSP documentation should not have been removed. It was publicly funded and should still be available for people to view. • What’s the relationship between the Joint Transport Plan, the JLTP4 and the new Local Plan? Do schemes identified in the JLTP4 pre-judge proposals in local plan? • Need to refer to “The Strategic Road Network – Planning for the Future- A Guide to Working with Highways England on Planning Matters”. • The evidence base should include a quantified assessment of motorway junctions’ performance which includes traffic volumes, queues and delays and the resultant changes arising from the Local Plan allocations. • Evidence about transport modelling and land use assumptions should be made very clear. | <ul style="list-style-type: none"> • All evidence which informs the policies and strategies within the Local Plan will be published on our website at the various stages of the plan making process. Where appropriate we will be jointly preparing evidence with neighbouring authorities such as the West of England. • The evidence base will be as up to date as possible and where new evidence is required due to a significant change in circumstances such as a global pandemic leading to an economic recession then the evidence will need to reflect this. • A Green Belt Assessment has been prepared for the West of England. A SA scoping was published alongside the Pre-Commencement Document. A revised SHLAA will be prepared. • The various strategies and guidance that have been highlighted as needing to be taken into account as part of the Local Plan evidence base have been noted and will be considered in due course. • A full review and update of settlement boundaries will be undertaken as part of the new Local Plan. |



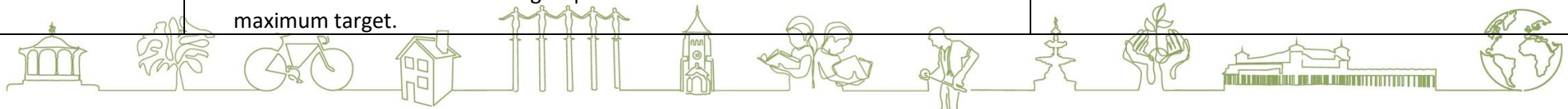
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| | <ul style="list-style-type: none"> • Sport England Strategy – “Towards an Active Nation (2016-2021)” • There does not appear to be a robust and up-to-date evidence base for sport and recreation for North Somerset, although it is understood a Playing Pitch Strategy is being developed. This should form part of the evidence base. • The Bristol Airport Master Plan should form part of the evidence base. • Need to undertake a comprehensive review of whether it is appropriate to continue with the Strategic Gap designations. • The Mendip Hills AONB Management Plan 2019-2024 should be considered as part of the evidence base. • The list of evidence base documents should include site specific matters such as landscape and heritage. • A Heritage Topic Paper setting out the issues, opportunities, risks and challenges facing North Somerset’s historic environment and how the Local Plan might address these, should be part of the evidence base. • Economic evidence base should be commercially informed including seeking inputs from the site landowners/developers to understand the full picture as to why sites may not be coming forward. • Review of settlement boundaries needed to address anomalies if nothing else. • The SHLAA 2018 currently discounts site in the Green Belt and does not assess them. Green Belt sites should be assessed in future SHLAAs else the spatial strategy is being pre-judged. • NSC Local Plan should be based on a joint evidence base which is prepared and co-ordinated alongside the other three West of England local authorities. • A comprehensive Green Belt review is needed at a much finer grain than was completed for the JSP. | |
| Methodology | <ul style="list-style-type: none"> • The forecast for the number of new homes should be adjusted to reflect the actual number of new jobs. | |
| Sustainability Appraisal | <p>Comments on the Sustainability Appraisal Scoping Report have been collated separately and can be viewed here.</p> | |
| Consultation | <ul style="list-style-type: none"> • Clear commitment to consultation which needs to be comprehensive and wide ranging. • Consultation and working transparently will only be successful if NSC does not only give choices between outcomes that are opposed. | <ul style="list-style-type: none"> • Consultation on planning documents is required to be for at least 6 weeks. However, where we feel a longer consultation period would be beneficial we have the ability to consult for a longer period of time. |



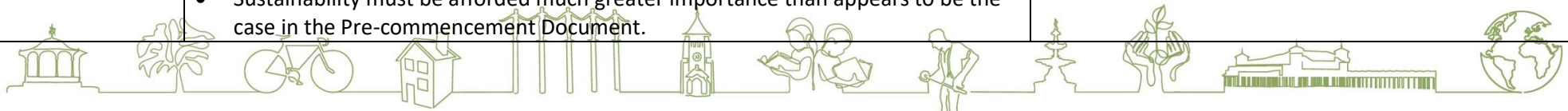
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| | <ul style="list-style-type: none"> • It is hoped that consultation will be substantially better and more meaningful than that undertaken as part of the JSP process which was condemned by all. Consultation for each stage should be a few months not 6 weeks. • Equestrians should be considered and consulted with at an early stage in the planning of any major housing or infrastructure development. • Consultation should not be carried out during the COVID pandemic as groups, parish councils can't meet to discuss proposals and proper engagement can't be carried out. • Public Health should be a statutory consultee on location and planning of major projects. • How will consultation be carried out during the Coronavirus pandemic? • Consultation should be across all West of England authorities at the same time. • NSC should have regard to representations made during the JSP. • Local Plan preparation should be delayed for six months to a year as the future for the economy, employment, housing, traffic and transport are all now very unclear. | <ul style="list-style-type: none"> • The Covid-19 has raised particular issues around consultation and these are being considered as part of the engagement strategy. • The Council is committed to an engagement process which is as inclusive and effective as possible. • The WECA authorities are preparing a SDS plus individual local plans with a different timetable to the NSC LP so it wouldn't be appropriate or practical to consult at the same time. • It is acknowledged that the pandemic has caused uncertainty, but it is important to progress with plan making given the pressures within North Somerset. |
| Neighbourhood Development Plans (NDPs) | <ul style="list-style-type: none"> • Relationship between NDPs and the Local Plan needs to be clear. • Churchill are preparing a NDP • Abbots Leigh and Pill and Easton-in-Gordano have been jointly preparing a NDP which is currently out for consultation. • Congresbury NDP should be taken into account when preparing the Local Plan. | <ul style="list-style-type: none"> • A number of parishes in North Somerset have adopted Neighbourhood Development Plans or are in the process of preparing them. Neighbourhood plans must conform with the strategic context of the development plan and the new Local Plan will set a new strategic planning context. However, during the preparation of the Local Plan we will work closely with parishes and communities to try and reflect the aims and aspirations. |
| Summary of main comments received on the propose strategic policies: | | |
| Housing Requirement/Housing General | <ul style="list-style-type: none"> • Need to provide the type of homes that are really needed, not just executive homes. • Too many 4/5 bed homes being built. The Council should build houses for ordinary people. • Has the standard methodology been adjusted to account for Brexit? It should be as there will now be fewer Europeans living in the UK. • Point 12 makes no reference to homeless people – brownfield land should be used for basic starter units for homeless people. | <ul style="list-style-type: none"> • The evidence base for the Local Plan will assess the quantum, tenure and type of housing required and identify an appropriate suite of allocations and policies. One of the key pieces of evidence is the Local Housing Needs Assessment being commissioned jointly by the West of England authorities. • The five year supply calculation is based on the extant housing requirement until the new plan is adopted. |



- Developers should only have 12 months to implement their permission. Shouldn't be allowed to sit on land.
 - Suspicious of 'standard calculation' or previous policies that are put forward as "givens".
 - Careful consideration must be given as to whether NS is capable of accommodating the quantum of housing which arises from the standard methodology in a sustainable, balanced manner.
 - NSC must co-operate with adjoining authorities (not just West of England) to see if they can accommodate any of its housing requirement.
 - House building should not be used as a way to generate funds for NSC.
 - Risking our local areas and causing "planning blight" in the hope of housing that is subsequently not built is a major risk of this process.
 - Reference should be made to affordable housing and social housing and how it is to be achieved e.g. providing sites for self-builders.
 - There should be a restriction in the number of elderly persons schemes.
 - It would be useful if consultees could be provided with details of the standard method at this stage in order to consider whether local anomalies should be taken into account.
 - How will the housing figure for each parish be arrived at? It is important that each parish understands the methodology used in the calculation and if necessary challenge the result.
 - Document does not provide clarity with regard to what the housing requirement will be for the emerging Local Plan.
 - If the plan isn't adopted until 2023 what does that mean for the 5 year housing supply in the interim to avoid planning by appeal.
 - The council should invest in affordable housing as well as town centre regeneration.
 - Has the low birth rate been taken into account when calculating housing numbers (as identified in the JSNA) and the lower immigration levels as a result of Brexit?
 - It is likely that North Somerset and South Glos will need to deliver additional housing to meet Bristol's unmet need.
 - Policy needed that supports the development of residential mobile home parks/park home site, primarily geared towards the elderly for downsizing purposes.
 - Need to ensure that the housing requirement is a minimum rather than a maximum target.
- The SDS prepared by the WECA authorities will assess the housing requirement for their areas.



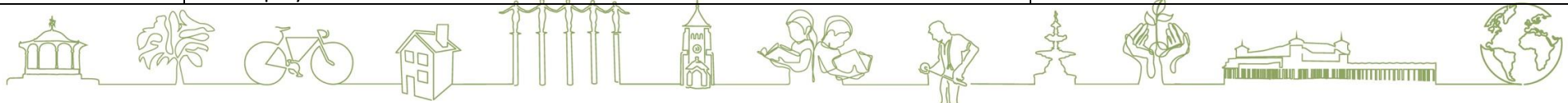
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| | <ul style="list-style-type: none"> • Need to address the lack of affordable housing and the imbalance between the mixes of residential accommodation. • The council should robustly plan for their housing need and plan for more houses than the minimum requirement. • The council should plan for a range of housing sites – large strategic sites and smaller sites – to assist with delivery and supply. • The new Local Plan policies on affordable housing will need to reflect the NPPF new definition including Rent-to-Buy. | |
| <p>Addressing Climate Change</p> | <ul style="list-style-type: none"> • The number one purpose of the plan should not be to deliver housing but to use spatial planning to reduce carbon emissions. • There should be more explicit mention of the Climate Emergency declared by North Somerset Council and it should be front and centre throughout the plan. • No road building as it does not help with the climate emergency • The impact of further housing upon climate change and the safeguarding and enhancement of finite environmental assets should be the most critical aim and objective of the plan. • All new homes should be properly insulated, low energy houses. • Changes to building Regs will ensure new building are constructed in a energy efficient way and there is little the local plan can prescribe in relation to this. • Local plan can support increased generation of renewable energy and direct development to the most sustainable locations. • The word ‘Greening’ is unclear. • Bristol airport should be constrained to 10 million passengers pa. • This should be central to the whole local plan. Not so much emphasis on car use, new building must be carbon neutral, major increase in locally produced renewable energy. • Must not build on land that can be used for food production. • Green infrastructure principles should be embedded across all areas of the plan for climate, nature and health reasons. • Woodland Trust Emergency Tree Plan – calls for 30% canopy across all new developments. This should be reflected in Local Plans. • Suggest a ‘call for sites for Nature Recovery’. • Terminology needs to be stronger e.g. Climate Emergency not Climate Change, ‘greening’ is too vague. • Sustainability must be afforded much greater importance than appears to be the case in the Pre-commencement Document. | <ul style="list-style-type: none"> • North Somerset has declared a climate emergency and will be prioritising consideration of what this means for sustainable development through the Local Plan spatial priorities, spatial strategy, policies and allocations. |



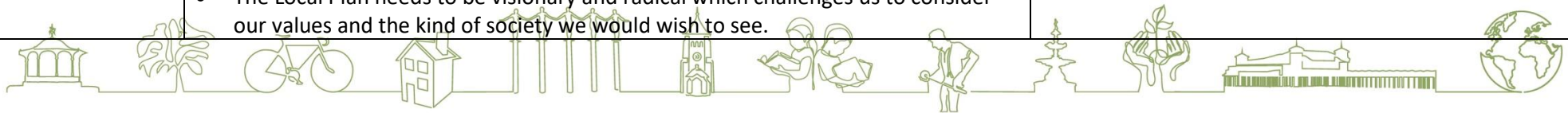
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| | <ul style="list-style-type: none"> To address Climate Change you need to locate housing in the most sustainable locations which in North Somerset would be within the inner edge of the Green Belt next to Bristol. | |
| Spatial Strategy | <ul style="list-style-type: none"> Most employment growth will be around Bristol and therefore housing should be located near Bristol to reduce commuting distances and maximise use of public transport. JSP Inspector emphasised the importance of conceiving a spatial strategy based on the aims and objectives of the plan. New homes should be located near to existing conurbations to reduce the need for the use of the private car The spatial strategy should direct development to locations with good existing infrastructure provision and well located to other uses to minimise the need to travel. Most people in North Somerset work in Bristol. Most housing should be built near Bristol. Remote Strategic Development Locations should not be included in any future plans. Sustainable Development should be a key strategic outlook. The spatial strategy should be explicit about the scope for different approaches in different settlements. NSC should learn lessons from the JSP when developing their spatial strategy. Employment and housing needs are intrinsically linked. Portishead should be a focus for growth as it will have its own train station and rail link to Bristol in a few years. The spatial strategy in the Core Strategy isn't working as not enough houses are being delivered – innovative and pragmatic revisions to the current Spatial Strategy are needed. | <ul style="list-style-type: none"> It is important that the Local Plan does not pre-judge the spatial strategy. The plan making process will identify the aims, objectives and spatial priorities before considering and testing spatial options. |
| Infrastructure | <ul style="list-style-type: none"> Building infrastructure has major environmental risks and could cause significant damage. The coast path between Clevedon and Weston should be completed as a priority to maximise active travel. Extend the segregated footpath/cycleway network e.g. through the Gordano Valley to connect Portishead and Clevedon on the route of the disused WC&P railway. | <ul style="list-style-type: none"> The importance of supporting infrastructure is recognised and the various elements mentioned will be considered as the strategic priorities are developed and the spatial strategy emerges. |



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| | <ul style="list-style-type: none"> Existing road, rail and bus links between Bristol, the airport and Weston should be upgraded before you consider building new roads. Rail and Metro links should be a priority. There should be a southern motorway bypass around Bristol from M4 J18 to M5 J21 or 22. A major reassessment of local transport priorities is required. Ever expanding road schemes offer no evident answer. More sustainable transport schemes should be sought included a greatly expanded railway service. Transport should be a separate strategic policy – not part of infrastructure because it might become subsumed with other infrastructure issues. Impacts of development on the SRN need to be taken into account. Welcome reference to delivering necessary infrastructure along with the homes. Congestion at Jn21 on the M5 needs to be tackled before new houses is built in Weston. Concerns over proposed widening of the A38 and increased traffic on A38. | |
| Green Belt | <ul style="list-style-type: none"> The mistake of the JSP to not challenge the allocation of the Green Belt should not be made again in this plan. There should be no intrusion into the Green Belt because if there is towns and villages will coalesce. A working definition of ‘exceptional circumstances’ should be agreed. A Green Belt Review must be carried out. Green Belt no longer fit for purpose. The housing need and constrained nature of North Somerset are the exceptional circumstances that warrant a review of the Green Belt. There should be a new Green Belt boundary for the airport as per option 4 of the Issues and Options consultation (Sept 2018) The JSP evidence recognised that avoiding Green Belt would result in highly unsustainable patterns of development. | <ul style="list-style-type: none"> The starting point for the Local Plan is to assess the evidence with an open mind and not to pre-judge whether or not development should take place in the Green Belt. |
| Employment | <ul style="list-style-type: none"> Pleased to see the document included reference to the Port. It should also include the role the port plays as a nationally significant infrastructure asset; national planning policy for ports; and the creation of freeports which are likely to include the Port. The redevelopment of Clevedon Town Centre presents a unique opportunity to introduce more employment and affordable housing in a sustainable location. Employment should be in accessible locations | |



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| | <ul style="list-style-type: none"> • Through the new Local Plan there is an opportunity for NSC to provide a positive framework that supports Bristol Airport in accordance with the emerging Master Plan. In turn this will help to ensure that airport growth acts as a major catalyst for economic development and delivers further investment in strategic, surface access infrastructure. • Employment-led policy will need to be reviewed to ensure it remains fit for purpose especially in light of potential significant changes to working practices following COVID-19. • In paragraph 8 of the Pre-Commencement Document, when defining the scope of the new Local Plan there is no reference to employment development. | |
| Regeneration | <ul style="list-style-type: none"> • Need to consider acoustics and noise with town centre developments. | Noted and agree. |
| Town Centres and High Streets | <ul style="list-style-type: none"> • In Clevedon adoption of the right policies and masterplanning will produce a town centre that can survive and adapt to future changes. | Noted and agree. |
| Environmental and Historic Conservation and Enhancement | <ul style="list-style-type: none"> • Maximum importance should be given to the protection of wildlife, landscapes, green infrastructure etc. • Need to consider tranquillity. • Support for this policy. | Noted and agree. |
| Other/General Comments | <ul style="list-style-type: none"> • Local Plan needs to re-draw settlement boundaries to allow for recent developments and include a policy that does not allow development adjacent to or outside the settlement boundary. • The ambition to see Weston-super-Mare as a university town should feature heavily in this plan and influence place-making, regeneration and employment strategies. • Request that the siting of the recycling centre at Backwell Coles Quarry site is reviewed as it is too remote. • The effects of the corona virus pandemic will need to be taken into consideration before the plan progresses. • The strategic priorities fail to cover Tourism, Sport and Culture, including the arts. • Horse riding should be considered under 'Active Travel' and Shared Route schemes. • Strategic policies should be ordered alphabetically to give equality to all items listed. • The Local Plan needs to be visionary and radical which challenges us to consider our values and the kind of society we would wish to see. | Comments noted. |



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| | <ul style="list-style-type: none">• There are references to healthy communities but not specifically health services or the effect of new developments on existing services. This should be more explicitly stated under infrastructure.• Coronavirus may result in changes to the way people live their lives – this should be reflected in the Local Plan.• Separate policy on housing for older people is needed.• Bristol Airport should be a strategic priority in its own right.• Policies need to protect Bleadon | |
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Representations submitted to the Local Plan Pre-commencement Document Consultation April 2020 promoting specific sites

Representations submitted that include site plans/detailed submissions:

| Representor | Site |
|----------------------------------|--|
| Mr P Bennett | Greenway Farm, Weston-super-Mare |
| Mr L Mackenzie | Land at Backwell Common/East of Backwell |
| The Newcombe Estates Company Ltd | Land east of Portbury |
| The Newcombe Estates Company Ltd | Land adjacent to Long Ashton Road, A370 |
| Church Commissioners for England | Land off The Veale, Bleadon |
| Bloor Homes South West | Land to the north west of Banwell |
| L&Q Estates | Pill Green, Pill |
| Bloor Homes South West | Land to the north of Churchill |
| Bloor Homes SW and Aston & Co | Black Rock, Portishead |
| Esteban Investments Ltd | Land south east of Long Ashton Park and Ride |
| Summerfield Developments Ltd | Land at Well Close, Winscombe |
| Persimmon Homes Severn Valley | Farleigh Fields, Backwell |
| Persimmon Homes Severn Valley | Land to the east of Portishead |
| Barratt Homes (Pegasus) | Land off Colliters Way, Highridge, Bristol |
| European Property Ventures | Love Lane, Burnham-on-Sea |
| Magenta Planning | No.3 Main Road, Cleeve |
| Land Improvements (Pegasus) | Court House Farm, Plummers Hill, Easton-in-Gordano |



Representations submitted that refer to specific sites but do not include detailed plans:

| Representor | Site |
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| Harrow Estates | Land at Failand |
| St Modwen Development Ltd | Land to the west of Kenn Road, Clevedon |
| St Modwen Development Ltd | Extension to Former Moss Land site, Locking Parklands |
| St Modwen Development Ltd | Former research station, near Hutton Moor, Weston |
| St Modwen Development Ltd | Westlands Industrial Estate, Weston-super-Mare |
| Hallam Land Management | Land to the east of Clevedon |
| Nigel Bennett | 3 Main Road Cleeve |
| Savillis/Taylor Wimpey | South West Bristol |
| Tarmac Limited (Steve Lamb) | Promote additional areas as extensions to Stancombe Quarry on a strategic policy and site allocation basis, for the extraction of limestone to meet the demand for crushed rock aggregate. |
| RS Hill and Son Ltd (RPS) | Hillview Park Home Estate, Lulsgate, Bristol BS40 9XE |



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