



Bristol Local Plan: Policy DS11 Development Allocations – south west Bristol

‘Land adjacent to Elsbert Drive’

Statement of Common Ground

October 2025

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1. Statement of Common Ground

1. The Statement of Common Ground (SoCG) has been prepared following the conclusion of the Bristol Local Plan (BLP) examination hearings, as requested by the Inspectors in IN8 Inspectors Action Note 2 (12 May 2025):

‘For Elsbert Drive, the Council should prepare a Statement of Common Ground with relevant landowners, site promoters and the neighbouring local authority. This should focus on matters of access and delivery.’

2. It includes a factual update regarding site access and delivery, in relation to the Land adjacent to Elsbert Drive, which is a Bristol City Council (BCC) site allocation, as part of BLP Policy DS11: Development allocations – South west Bristol. The text included in the Statement of Common Ground regarding access and delivery has been provided in summary and has been signed by BCC, North Somerset Council and Taylor Wimpey on 24th October 2025.
3. The positions of all parties, including the other relevant landowners and site promoters (The Wring Family Trust and Barratt Bristol), have been appended to this Statement of Common Ground, in the form of a Statement of Positions which incorporates all positions and includes footnotes provided by BCC to respond to some contributions from other parties.

Common ground: Access

4. The intended vehicular access to the proposed ‘Land adjacent to Elsbert Drive’ allocation is at the south western end of Elsbert Drive, via the current field access. This could accommodate the estimated residential capacity of 150 dwellings. The intended access is considered to be capable of complying with Bristol City Council’s published Transport Development Management Street Design Matrix. This is the in-principle position relevant to consideration of the proposed site allocation. Precise detail of access arrangements is to be approved through the planning application process in due course.

Common ground: Delivery

5. Delivery of Elsbert Drive proposed allocation, as part of the emerging BLP Policy DS11, is not dependent on any land within North Somerset for its delivery. Nor is Elsbert Drive reliant on the emerging allocation in North Somerset reaching any stage of plan making or planning application determination, i.e., it can come forward independently.
6. The proposed modifications to Policy DS11 clearly state the approach to the cross-boundary framework and the approach to be taken if the sites in North Somerset do not come forward.

2. Statement of Common Ground: Signatories

Colin Chapman

Deputy Head of Planning Services (Planning Policy)

Signed on behalf of Bristol City Council

Marcus Hewlett

Planning Policy Team Lead – Delivery

Signed on behalf of North Somerset Council

Chris Dolling

Strategic Projects Director

Signed on behalf of Taylor Wimpey UK Ltd

Appendix A: Statement of Positions

1. Introduction

- 1.0.1. The Statement of Positions has been prepared by Bristol City Council, North Somerset Council, Taylor Wimpey, the Wring Family Trust and Barratt Bristol, and was jointly agreed on the 24th of October 2025.
- 1.0.2. The positions set out in this document were produced through preparing the SoCG. Each party confirms that their statements made are true and accurate of their positions.
- 1.0.3. The inclusion of the Statement of Positions has been jointly signed but this does not reflect an agreement of positions among all parties.

2. BLP Policy DS11: Development allocations – South west Bristol

Land adjacent to Elsbert Drive, Bishopsworth, Bristol

- 2.0.1. The site is located on the edge of the BCC administrative boundary and is adjacent to the NSC administrative boundary and the proposed development allocations in emerging NSC local plan.
- 2.0.2. This site is proposed for Green Belt release through the emerging BLP and has an indicative residential capacity of up to 150 dwellings.
- 2.0.3. Through the BLP Regulation 19 Representation process, Taylor Wimpey (TW) provided information to support the BLP DS11 allocation, as well as suggesting modifications to the policy wording to reflect their intentions for the site. TW also included the 'Vision of Development' document in their regulation 19 representations. It was the position of TW that Elsbert Drive/Highridge Green priority junction could act as the vehicular access point for the DS11 'Land adjacent to Elsbert Drive' site, by extending the current highway through the existing field access in the south eastern corner of the site/south western end of Elsbert Drive.
- 2.0.4. Policy DS11 as submitted refers to a detailed cross-boundary development Framework or Masterplan; proposed modifications to Policy DS11 include reference to BCC position regarding the Framework or Masterplan should the NSC sites not come forward. The City Council's proposed modifications to Policy DS11 are set out in Appendix B of this document.
- 2.0.5. It is understood that TW are preparing development proposals for up to 100 homes on the 'Land adjacent to Elsbert Drive' site, and the Outline Planning Application has been submitted to BCC, following the conclusion of public consultation on the 30th of July 2025¹.

¹ <https://www.taylorwimpey.co.uk/new-homes/bishopsworth/elsbert-drive>

3. Emerging NSC Local Plan development allocation

- 3.0.1. The emerging [North Somerset Local Plan 2040: Pre-submission Plan \(Reg. 19\) \(July 2024\)](#) includes changes to the Green Belt boundaries under 'Policy LP6: Extent of the Green Belt', and within 'Schedule 1: Large sites for residential development', the 'Land north of Colliters Way, Long Ashton' has been identified for release from Green Belt for development with an indicative residential capacity of 215 dwellings. More recently, this proposed allocation is confirmed in a report to the North Somerset Council Cabinet at a meeting of 18 June 2025 and a full Regulation 19 North Somerset Local Plan was agreed by NSC cabinet on 15th October 2025.
- 3.0.2. This proposed development allocation, which is adjacent to the BLP DS11 development allocation, does not set out a specific site requirement for the location of the vehicular access for the development allocation, although it states that there should be no vehicular access to the site from the A4147 (Colliters Way).
- 3.0.3. The NSC proposed development allocation 'Land north of Colliters Way' currently does not have planning permission.
- 3.0.4. It is understood that the relevant landowners, Barratt Redrow and the Wring Family Trust, are interested in engaging with BCC, NSC and TW to develop a framework for the wider development area.

4. Access

4.0.1. This section sets out the positions of all parties on vehicular access to the proposed allocation in the Bristol Local Plan. It also considers positions related to access to the North Somerset Local Plan proposed allocation and to the two proposed allocations when seen together.

4.1. Bristol City Council position on access

4.1.1. BCC Transport Development Management (TDM) has confirmed that should the 'Land adjacent to Elsbert Drive' site come forward in isolation, vehicular access at the south western end of Elsbert Drive, via the current field access, could accommodate the estimated residential capacity of 150 dwellings.

4.1.2. The City Council considers that the intended access to the Elsbert Drive allocation is capable of complying with Bristol City Council's published Transport Development Management Street Design Matrix². This is the in-principle position relevant to consideration of the proposed site allocation. Precise detail of access arrangement is to be approved through the planning application process in due course. The suggested modifications to the Policy DS11 (set out in Appendix B of this document) state that:

'Development at Elsbert Drive is expected to address the following key development principles:

- *Provide suitable access to the site...'*

4.1.3. As the adjacent proposed allocations are entirely within North Somerset, BCC does not give a view on whether Elsbert Drive (the highway) could act as an access for the proposed allocation in North Somerset. NSC's position on access for the adjacent proposed development allocations in North Somerset is set out below.

4.2. North Somerset Council position on access

4.2.1. NSC acknowledges BCC's position that access to the Elsbert Drive site, via the existing field access at the south western end of Elsbert Drive, is suitable to accommodate development of up to 150 dwellings. As this access point lies entirely within BCC administrative and highway authority boundary, final responsibility for determining its suitability rests with BCC.

4.2.2. NSC maintains its position as set out in the Regulation 19 Pre-Submission Plan (Policy LP2 and Schedule 1), that vehicular access to the proposed 'Land north of Colliters Way, Long Ashton' allocation should not be taken from Colliters Way (A4174).

² [BCC TDM Street Design Matrix - Adoption standards for new residential streets](#)

4.2.3. As the 'Land adjacent to Elsbert Drive' site is not within the NSC boundary and does not benefit from any frontage onto, or direct access to, North Somerset highway network, NSC does not take a view on the specific access proposals for this site.

4.3. Taylor Wimpey position on access

4.3.1. Regarding Taylor Wimpey's land in isolation - Elsbert Drive (adopted highway) is an acceptable single point of vehicle access to serve the delivery of up to 150 dwellings on Taylor Wimpey's land in Bristol City.

4.3.2. Taylor Wimpey are not reliant on any third party land (other than adopted highway) to deliver vehicle access to their land. For the avoidance of doubt, no land or highways required to deliver this vehicular access fall within the boundary of North Somerset.

4.3.3. This position is supported by technical information prepared by TPA, with independent peer review by SLR and independent Stage 1 Road Safety Audit testing. The results of the independent review confirmed the proposed arrangement is acceptable.

4.3.4. Should development in NSC come forward - The same technical evidence and review undertaken by TPA and SLR confirmed that, on top of serving up to 150 dwellings on Taylor Wimpey's land in Bristol, Taylor Wimpey's proposed access from Elsbert Drive is sufficient to also serve as a single point of vehicular access for the adjacent land proposed as a draft allocation by North Somerset for up to 215 dwellings, with the addition of an emergency only access to/from Bridgwater Road. Indeed, it would be sufficient to serve significantly more than the combined total of 365 dwellings.

4.3.5. This proposed arrangement is consistent with emerging North Somerset policy (July 2024 draft wording) for the land in North Somerset:

"No vehicular access off Colliters Way."

4.3.6. Taylor Wimpey's masterplan commits them to safeguarding all necessary land up to their boundary to provide onwards vehicle access into North Somerset, regardless of if/when land in North Somerset is allocated/comes forward for development.

4.4. The Wring Family Trust position on access

4.4.1. The Wring Family Trust does not accept that Elsbert Drive can accommodate either the 150 dwellings suggested in the emerging BLP or the 100 dwellings currently being promoted by TW. Elsbert Drive is also unsuitable and unable to accommodate the wider development area incorporating land in North Somerset.

- 4.4.2. Consistent with evidence presented at the BLP Examination, the Wring Family Trust believes that Elsbert Drive does not meet the design requirements of the BCC Street Design Matrix. The Inspectors are respectfully asked to have regard to paragraphs 22 to 27 of the Matter 5 Hearing Statement submitted by Blue Fox Planning on behalf of the Trust.
- 4.4.3. The Trust notes that BCC Transport Development Management (TDM) has advised that Elsbert Drive could accommodate the estimated residential capacity of 150 dwellings. The Trust is unclear as to why BCC TDM has apparently departed from its own Guidance on the minimum specifications and requirements for new and existing highway and infrastructure and respectfully asks that the Inspectors seek clarification on this matter³.
- 4.4.4. The Wring Trust continues to believe that the most appropriate access for both the emerging allocations in the BLP and NSLP is from the A38 Bridgwater Road. Technically compliant access for all modes of travel off the A38 has been demonstrated via a signal controlled junction, allowing for movements in all directions. The junction would not be constrained in terms of development capacity or its ability to deliver high quality linkages/ permeability through the site for pedestrians and cyclists, as proposed by the revised policy DS11.

4.5. Barratt Bristol position on access

- 4.5.1. Barratt has no objection in principle nor in technical terms to the creation of access to the cross boundary allocations via Elsbert Drive, albeit unaware of any substantive evidence to support BCC Highways' position that this has a finite capacity for vehicular movements of 150no. dwellings.
- 4.5.2. It is also unclear whether BCC has any technical or policy objection to the principle of accessing the NSC allocation from Elsbert Drive, or if expressly seeking to prevent this by reference to the 150no. dwelling limit.
- 4.5.3. Moreover, in the light of NSC's published draft Regulation 19 plan's maintaining that no access should be created off Colliters Way, BCC's position is illogical and contradictory, unsound and not positively prepared. It is essential that BCC entertain prospective vehicle accesses holistically if DS11's aspiration for a comprehensive development is to be found sound.
- 4.5.4. If the NSC allocation is to be accessed from Elsbert Drive the BCC policy must make explicit that TW must deliver access roads to the boundary on a non-ransom basis, to be secured through S106 Agreement(s)⁴.

³ The City Council has included the position regarding access in **4.1. Bristol City Council position on access**, which sets out the principle of access via Elsbert Drive (the highway) could accommodate an estimated residential capacity of 150 homes.

⁴ The City Council has set out the position in **4.1. Bristol City Council position on access**, in regard to the principle of Elsbert Drive being a suitable access for the proposed allocation as part of the emerging BLP Policy DS11. The NSC position regarding access has been set out in **4.2 North Somerset Council position on access**.

- 4.5.5. Conversely, if there are concerns that access from Elsbert is not technically achievable or is subject to ownership/policy objections, then both the BCC and NSC operative policies should recognise that an alternative vehicular access strategy will be required out of necessity.
- 4.5.6. In such circumstances, it is also inevitable that these shall be from highways within North Somerset.
- 4.5.7. On review of other parties' respective positions, it is evident that whilst both Wring and TW reference comprehensive development/joint working and the suitability of access via their respective parcel, neither has committed to delivery of vehicular and/or pedestrian/cycle routes on a no-ransom basis.
- 4.5.8. For this reason, it is imperative that Policy DS11, and its North Somerset counterpart, refer to provision of accesses on a no-ransom basis; and that this will be a requirement in S106 Agreements.
- 4.5.9. Barratt fully endorse that notwithstanding vehicular access, full connectivity between the BCC and NSC allocations for active travel is an essential requirement and applications must deliver this, together with appropriate provision for public transport, emergency access and unanticipated future travel behaviours.
- 4.5.10. This should be achieved using a collaborative Masterplan-led approach, embedded in operative planning policies.

5. Delivery

5.0.1. This section sets out the positions of all parties on matters of delivery for the cross-boundary, wider development area.

5.1. BCC position on delivery

5.1.1. The Council has drafted suggested modifications to Policy DS11 and the explanation text. This refers to the approach to the cross-boundary framework and the approach to be taken if the sites in North Somerset do not come forward. The suggested modifications are shown in Appendix B of this document.

5.1.2. The proposed allocation, as part of Policy DS11, is suitable to come forward independently and/or in advance of adjacent development in North Somerset, as the 'Land adjacent to Elsbert Drive' allocation is not reliant on land within North Somerset to be deliverable. This is consistent with the position set out by North Somerset Council in paragraph 5.2.2. below.

5.2. NSC position on delivery

5.2.1. NSC welcomes the approach from BCC to show a joined up approach on the two development locations, this can help ensure the creation of a sustainable high value community. NSC is still committed to this as set out in the latest Regulation 19 plan⁵. This commitment is still considered to be confirmed in ongoing stages of Local Plan preparation.

5.2.2. NSC also state that the delivery of the NSC allocation is not dependent upon the Bristol site coming forward, and vice versa as mentioned in BCC's modification to Policy DS11.

5.2.3. North Somerset Council welcomes Bristol City Council's proposed modifications to the Policy DS11, in particular the change shown below:

3.3.30A Neither site is located within The North Somerset and Mendip Bats SAC, however both are functionally linked and sit within Consultation Zones for The North Somerset and Mendip Bats SAC. As such, development on both sites would be subject to appropriate assessments and surveys, with regard to bats.

5.2.4. North Somerset Council agrees that these assessments are necessary and appropriate, given the sites' location within Consultation Zone B of the SAC and their functional linkage to horseshoe bat habitats. Such assessments are consistent with the North Somerset and Mendip Bats SAC guidance and are

⁵ [North Somerset Local Plan 2040 - Pre-submission Plan \(Reg 19\)](#)

necessary to ensure compliance with the Conservation of Habitats and Species Regulations 2017.

5.3. Taylor Wimpey position on delivery

- 5.3.1. With regard to cross boundary masterplanning, whilst both emerging Plans' draft policy wording (BCC submission version and NSC July 2024 version) require a coordinated approach, neither Plan requires or infers that this needs to be via any formal approval process or that it should be a Council led exercise.
- 5.3.2. At one point in the emerging Plans' production, when the draft policy wording was devised, both Plans were progressing at a similar time. However, since then the North Somerset Plan has become substantially delayed.
- 5.3.3. Taylor Wimpey have produced a cross boundary framework masterplan for their land and the emerging draft allocation in North Somerset. This has had regard to masterplanning undertaken by Barratt Redrow and Wring, as well as feedback from Natural England and other consultees. Taylor Wimpey have also undertaken public consultation. Importantly, Taylor Wimpey's masterplan for their land includes open space on all outside boundaries, meaning that it would not prejudice any reasonable form of development on adjacent land in NSC, whilst also being acceptable in its own right, should development in NSC never come forward.
- 5.3.4. With the aid of this masterplanning work, Taylor Wimpey have also produced a note setting out how they are actively delivering or at least not compromising the ability of others to deliver all emerging BCC and NSC policy requirements for the two allocations.
- 5.3.5. Although Taylor Wimpey support the principle of the emerging allocation in NSC, that Plan is further behind. With Taylor Wimpey in control of all land necessary to bring their land forward, Taylor Wimpey see no reason why they should not be able to progress with the submission of an outline planning application.
- 5.3.6. Taylor Wimpey are yet to provide comments on the revised policy wording proposed in Appendix B, as we understand the Inspectors are yet to comment on this.

5.4. The Wring Family Trust position on delivery

- 5.4.1. The Wring Family Trust is keen to engage with all parties to ensure that a comprehensive approach to the delivery of development is secured across the BLP and NSLP proposed allocations.
- 5.4.2. The Trust responded positively to a request from the Transport Development team at Bristol City made on 28th April 2025 confirming the Wring's willingness to engage in the creation of a masterplan/framework across the areas.
- 5.4.3. The Wring Trust has previously made efforts to engage with Barratt Redrow and Taylor Wimpey to agree the approach to comprehensive development. Despite this, the Trust were not invited to input into the cross boundary framework prepared in

isolation by Taylor Wimpey. This “framework” is not considered to be deliverable in its current form and is not therefore supported by the Trust.

- 5.4.4. This Statement confirms at paragraph 5.5.1 that Barratt unsuccessfully attempted to enter into a collaboration agreement with TW. No such approach has been made to the Trust.
- 5.4.5. Paragraph 5.5.2 of this Statement confirms that Barratt are preparing an application for their land. It is unclear whether Barratt intend to engage with the other parties in the preparation of this application.
- 5.4.6. The Trust have also met previously with Officers from North Somerset District Council, Somerset County Council (as Highway Authority) and Bristol City Council to discuss comprehensive development and the location of the principal access.

5.5. Barratt Bristol position on delivery

- 5.5.1. Barratt have sought to enter into a collaboration agreement with TW as the developers with the majority share of the combined allocation. This would have provided for comprehensive development under an agreed joint masterplan. TW have recently set out that they do not wish to enter into such an agreement with Barratt.
- 5.5.2. Barratt are preparing an application on their land and will be submitting a pre-application request to NSC in the early autumn.
- 5.5.3. Barratt agrees that coordinated and timely delivery of the cross-boundary allocations is absolutely essential in order to deliver comprehensive development, taking a Masterplan-led approach to ensuring appropriate integration, coherence and efficiency between the component parcels.
- 5.5.4. Such an approach would still enable the making and approval of standalone planning applications provided these were in accordance with the overall agreed Framework or Masterplan. Accordingly, Barratt takes the view that Policy DS11 should be amended as per the below⁶, amendments as highlighted:

“Land adjacent to Elsbert Drive, Bishopsworth

Development at Elsbert Drive, as shown on the Policies Map, is allocated for residential development, with an estimated capacity of around 150 homes.

Development at Elsbert Drive is expected to address the following key development principles:

- **Provide suitable access to the site;**

⁶ Bristol City Council does not agree with proposing the amendments to the modifications for Policy DS11 as set out by Barratt Bristol; wording suggested by Barratt Bristol would be inconsistent with Inspectors’ requests for modifications to the Bristol Local Plan regarding references to frameworks and masterplan ([Inspectors' Action Note IN8](#)).

- Be informed by an appropriate ecological survey and assessment of impacts, and an appropriate strategy for mitigation / compensation in accordance with Policy BG2: Nature conservation and recovery;
- Retain the provision of the public rights of way that pass through the site, ensuring safe and convenient routes;
- Deliver high quality linkages / permeability through the site for pedestrians and cyclists;
- Retain or reprovide existing trees, hedgerow and other green infrastructure, as required by Policy BG4: Green Infrastructure Provision;
- Provide an appropriate level of affordable housing, and community-led/self-build housing in accordance with Policy AH1 'Affordable housing provision' and Policy H5 'Self-build and community-led housing.'

Development at Elsbert Drive should have regard to **be in accordance with a detailed cross-boundary development framework or master plan, which shall be supported by evidence of collaboration between all landowners and** prepared in consultation with the local community, which addresses the layout and form of development, access and the relationship with surrounding areas. The development should be designed to address the residential amenity of existing homes on Elsbert Drive and accord with all the other relevant policies in this plan."

- 5.5.5. Having no such comprehensive and fully coordinated Masterplan risks an outcome of poor place making, inefficient use of land and a lack of clarity in respect of key matters such as access and active travel.
- 5.5.6. It is for this reason, that such a mechanism must be expressly and robustly enshrined within the operative local plan policies for the respective site allocations, in order to ensure transparency and quality of the final composite development.
- 5.5.7. No single parcel should be subject of ransom or delay by another, with flexibility to the sequencing of delivery to ensure homes are constructed and occupied promptly given the acute housing pressures in both authority areas.
- 5.5.8. Barratt controls the majority share of the cross-boundary draft allocations, in terms of both land area and net developable area, and therefore it is critical that no ransom or delay arises as a consequence of other parties that would prohibit prompt delivery of their site at Colliters Way.

6. Statement of Positions: Signatories

Colin Chapman

Deputy Head of Planning Services (Planning Policy)

Signed on behalf of Bristol City Council

Marcus Hewlett

Planning Policy Team Lead – Delivery

Signed on behalf of North Somerset Council

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Strategic Projects Director

Signed on behalf of Taylor Wimpey UK Ltd

Rachel Bird

Senior Planner – Blue Fox Planning

Signed on behalf of The Wring Family Trust

Andrew Penna

Strategic Planning Manager

Signed on behalf of Barratt Bristol

Appendix B: Proposed modifications to Bristol Local Plan Policy DS11

The City Council's suggested modifications to BLP 'Policy DS11: Development allocations – south west Bristol' are set out below; the proposed modifications show inclusion of the development considerations and approach to the wider areas at Land adjacent to Elsbert Drive, Bishopsworth (Ashton Vale site elements not included below).

Policy DS11: Development allocations – south west Bristol

3.3.28 Development allocations are proposed for new homes in southwest Bristol on land which is proposed to be removed from the Green Belt at Elsbert Drive, Bishopsworth and 'Longmoor Village', Ashton Vale.

Policy text

The following sites as shown on the Policies Map are proposed to be removed from the Green Belt and allocated as growth areas for new homes:

- Land at Ashton Vale ('Longmoor Village');
- Land adjacent to Elsbert Drive, Bishopsworth.

Land adjacent to Elsbert Drive, Bishopsworth

Development at Elsbert Drive, as shown on the Policies Map, is allocated for residential development, with an estimated capacity of around 150 homes.

Development at Elsbert Drive is expected to address the following key development principles:

- **Provide suitable access to the site;**
- **Be informed by an appropriate ecological survey and assessment of impacts, and an appropriate strategy for mitigation / compensation in accordance with Policy BG2: Nature conservation and recovery;**
- **Retain the provision of the public rights of way that pass through the site, ensuring safe and convenient routes;**
- **Deliver high quality linkages / permeability through the site for pedestrians and cyclists;**
- **Retain or reprovide existing trees, hedgerow and other green infrastructure, as required by Policy BG4: Green Infrastructure Provision;**

- Provide an appropriate level of affordable housing, and community-led/self-build housing in accordance with Policy AH1 'Affordable housing provision' and Policy H5 'Self-build and community-led housing.'

Development at Elsbert Drive should ~~have regard to be in accordance with~~ a detailed cross-boundary development framework or master plan prepared in consultation with the local community which addresses the layout and form of development, access and the relationship with surrounding areas. The development should be designed to address the residential amenity of existing homes on Elsbert Drive and accord with all the other relevant policies in this plan.

Explanation

3.3.29

3.3.30 The estimated capacity for land adjacent to Elsbert Drive is 150 homes. However, the emerging North Somerset local plan proposes to take a similar approach to Green Belt land inside Colliters Way. Bristol City Council will engage with North Somerset to ensure a comprehensive approach to development. In the event that the North Somerset site does not come forward, reference to the cross-boundary masterplan would not be applicable.

3.3.30A Neither site is located within The North Somerset and Mendip Bats SAC, however both are functionally linked and sit within Consultation Zones for The North Somerset and Mendip Bats SAC. As such, development on both sites would be subject to appropriate assessments and surveys, with regard to bats.