

**WARD:** Hengrove & Whitchurch Park **CONTACT OFFICER:** Jess Leigh  
**SITE ADDRESS:** Hengrove Park Hengrove Way Bristol

**APPLICATION NO:** 19/02632/PB Outline Planning (Regulation 3)

**DETERMINATION DEADLINE:** 18 October 2019

*Outline application for the demolition of existing buildings on site and regeneration of 49ha of land comprising residential development of up to 1,435 dwellings (Class C3); up to 4,515sqm of office accommodation (Class B1a); up to 4,500sqm of education floor space to enable the expansion of City of Bristol College Skills Academy (Class D2); up to 790sqm community building (Classes D1/D2); sports pavilion of up to 420sqm (Class D2); scout hut building of up to 200sqm (Class D2); up to 2,440sqm of commercial floor space (Classes A1/A2/A3/A4/A5/D1 - provision of A1 floor space not to exceed 800sqm and total A1-A5 space to be capped at 1,499sqm); and provision of energy centre for communal heat and power. Provision of new park of approximately 22.2ha, areas of formal and informal open space totalling 4.4ha. Transport infrastructure comprising connections to Hengrove Way, Bamfield, Hengrove Promenade and The Boulevard, and creation of new footways and cycleways. Access and strategic landscaping to be determined with all other matters reserved.*

**RECOMMENDATION:** Refer to the Secretary of State

**AGENT:** CSJ Planning Consultants Ltd  
1 Host Street  
Bristol  
BS1 5BU

**APPLICANT:** Bristol City Council  
c/o Agent

*The following plan is for illustrative purposes only, and cannot be guaranteed to be up to date.*

**LOCATION PLAN:**



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Hengrove Park 19/02632/PB Committee Report

16<sup>th</sup> October 2019

### 1.0 Site Description and Background

The application site is predominantly an area of open space but includes a former athletics track, rugby club house, scout hut, the former Whitchurch Sports Centre and Bamfield House.

The site lies to the north east of Hengrove Leisure Centre, South Bristol Hospital and the Bottleyard Studios. It is bounded by the St Giles Estate to the east, Western Drive Industrial Estate to the north with Hengrove Play Park and Hengrove Leisure Park to the northwest.

Also included in the application site are three 'bookends' located adjacent to the multi storey car parks to the south of the leisure centre and hospital plus an area of land to the north of the Skills Academy.

The site is approximately 49 hectares in area.

From 1930 the land as a whole was used as the Whitchurch Airport with air travel related development. Recreational facilities opened in the south east of the site in 1936. It ceased to be used as an airport in 1957 when Bristol International Airport opened.

The open space is dominated by a flat area of grass, across which runs the former runway, it includes two rugby pitches to the north of the runway. Along the eastern edge of the space is a mounded area containing a number of mature trees, to the north is a triangular area of woodland abutting the industrial estate and to the south a linear area of woodland backs onto the Bottleyard Studios.

The former athletics track is currently operated by the Family Cycle Centre as a family cycle training facility and the former Whitchurch Sports Centre is occupied by Action Indoor Sports, a facility hosting a range of indoor sports. Bamfield House, a former warehouse, is let to a coach operator and auto company. The rugby club house is in use by St Bernadette's Rugby Football Club who use the pitches on site, they also have an area that they use for training to the north of the Bottleyard.

The central part of the site is used for car boot sales at weekends.

In March 2000 the City Council in conjunction with the South West Regional Development Agency commissioned an Urban Framework Plan for the South Bristol major sites of Hengrove Park, Hartcliffe Campus and Imperial Park.

In 2005 outline planning consent was granted for a mixed use development on a larger area to include the application site. The description of development was;

'Redevelopment of informal open space to provide a mixed-use scheme, comprising a new public park and managed habitat area (48 hectares), health facility (C2), pool & dry sports facility (D2) residential (C3, up to 690 dwellings), offices and light industry (B1 30,000 sqm), storage and distribution (B8, 10,000 sqm), retail (A1, 1,000 sqm), food & drink (A3 and A5 1,000 sqm). The proposal also includes means of access from Hengrove Way, Whitchurch Lane & Bamfield and other associated infrastructure and landscaping works'

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This was not implemented and was superseded by separate planning applications for Hengrove Leisure Centre, South Bristol Community Hospital, South Bristol Skills Academy and road infrastructure.

In July 2018, application ref.18/03537/PB was submitted for;

‘Outline application for the demolition of existing buildings on site and regeneration of 49ha of land comprising residential development of up to 1500 dwellings (Class C3); up to 4515sqm of office accommodation (Class B1a); up to 4500sqm of education floor space to enable the expansion of City of Bristol College Skills Academy (Class D1); up to 790sqm community building (Class D1/D2); up to 2440sqm of flexible commercial floor space (Classes A1, A2, A3, A4, A5 and D1). Provision of new park of approximately 19ha, and areas of formal and informal open space. Transport infrastructure comprising connections to Hengrove Way, Bamfield, Hengrove Promenade and The Boulevard, and creation of new footways and cycleways. Access and strategic landscaping to be determined with all other matters reserved. Development to be built in phases’.

The application sought consent for the amount of, and general distribution of, uses and dwelling types across the site, the maximum heights of buildings, street structure and street types, character areas and Design Codes

A detailed illustrative masterplan accompanied the application.

The submitted drawings showed the proposed residential element sited to the west and south of the site with the main park towards the east of the site. The non- residential element is primarily focused south of the leisure centre and hospital on the bookends and land to the north of the skills academy. A power plant, pumping station and community building were included.

A new primary road was proposed as an extension off The Boulevard to the south and running north to connect with Airport Road, nominally 'The Avenue'. This contained a bus gate at mid point and was designed so it could accommodate Metro Bus should a decision be made to redirect it along this route. A secondary key route was proposed off Bamfield. Both roads were to be accompanied by dedicated cycle paths.

Secondary roads connected the parcels of development to this road and also to Bamfield.

The main park was shown as containing a range of features to include a new Multiple Use Games Area, (MUGA), two sports pitches, a Belvedere Tower,(which is indicated as being in the form of a high earth mound with paths around) , community orchard, allotments and a network of paths with informal play and a fitness trail.

In addition to the main park, other focal landscaped areas were proposed to include Runway Park, a linear green space alongside The Avenue and a village green, which is centred on the middle of the former athletics track.

#### Environmental Impact Assessment

Because the proposed development was an urban development including more than 150 dwellings and the area exceeded 5 hectares, it fell within Schedule 2 of the Appendix to the 2017 Environmental Impact Assessment Regulations, where an Environmental Statement may be required. Taking account the overall size of the development and the mix of uses it was concluded at the pre-application stage that the potential impact is such that a statement should be provided and a scoping opinion on the contents of the statement was issued subsequently issued in February 2018.

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In addition to the contents of the Environmental Statement, the following were included; Health Impact , an Affordable Housing Statement, Aborigicultural Impact Assessment with A tree removal and tree principles planting plan, BREEAM communities statement, Cultural Public Art Strategy, Economic Statement and Retail Impact Assessment.

The application was considered by the Development Control A Committee at their meeting of the 27<sup>th</sup> February 2019 and refused, against the recommendation of officers, for the following reasons;

1. The proposed development is of too low a density (59 dpH) and is therefore contrary to Policy HWNP8 of the Hengrove and Whitchurch Park Neighbourhood Plan.
2. The proposed development does not include a large high quality park of "destination" quality and is therefore contrary to Policies HWNP1 and HWNP8 of the Hengrove and Whitchurch Park Neighbourhood Plan.
3. The proposed development results in the loss of a row of poplar trees to the north of the site, which are classed as category A and which form a key landscape feature. Their loss is contrary to Policy BCS9 of the Bristol Core Strategy adopted June 2011 and Policy DM17 of the Site Allocation and Development Management Local Plan adopted July 2014.
4. The proposal does not include sufficient employment floor space and is therefore contrary to BCS1 of the Bristol Core Strategy adopted June 2011 and Site Allocation BSA1401 included in the Site Allocation and Development Management Local Plan adopted July 2014.
5. The proposed development does not include sufficient community facilities and is therefore contrary to Policy HWNP10 of the Hengrove and Whitchurch Park Neighbourhood Plan February 2019.
6. The proposal is an unsustainable car-dependant form of development contrary to Paragraphs 8 and 102 of the National Planning Policy Framework February 2019.

The current application is a resubmission and seeks to address these reasons for refusal through a number of amendments. The changes made since the refused application are set out in Section 3 (proposal) below.

Other development in the area;

Planning permission was granted in October 2017 for an area of land in the south west of that application site, (often known as Hengrove Phase One), for 261 dwellings,(ref.17/03943/F),and work has now well progressed on site.

Outline planning consent was granted for up to 350 dwellings at Hartcliffe Campus in September 2018. Subsequently the land has been acquired by Livewest and Reserved Matters were approved subject to additional tree planting detail by the Development Control A Committee on 24<sup>th</sup> July 2019. A start on site is anticipated this autumn.

Imperial Park has been developed as a retail park but also includes a housing development, which is currently on site.

## 2.0 Relevant Planning Policy

### 2.1 The Development Plan

Section 38 (6) of the Planning and Compulsory Purchase Act requires Local Planning Authorities to make decisions on planning applications in accordance with the Development Plan unless material considerations indicate otherwise. National level policy contained in the National Planning Policy Framework (NPPF) is also of significance.

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1) Core Strategy

Policy BCS1 of the adopted Bristol Core Strategy states that;

'South Bristol will be a priority focus for development and comprehensive regeneration. Development will be for a mix of uses to include:

Around 60,000m<sup>2</sup> of net additional office floorspace focused on centres and the major regeneration areas;

Up to 10 hectares of new industrial and warehousing land focused on the major regeneration areas;

The provision of around 8,000 new homes of a mix of type, size and tenure.

Development will occur across South Bristol with major regeneration particularly focused on the area at Knowle West and Hengrove Park. Regeneration in this area will require redevelopment of poor quality urban form in some locations to support the creation of higher quality environments.'

2) Site Allocation ref. BSA1401- Site Allocation and Development Local Plan- See Appendix A

The application site is the majority of this allocation, which is for a mix of 'Housing, Offices and open space in the form of a large high quality park'

Development considerations are as follows;

Development should:

Take a coordinated approach to the delivery of this allocation and be guided by community involvement;

Secure a large park, sufficient in size to accommodate areas of formal open space, sports pitches and the option of a large events space;

Provide 0.175 hectares of allotments (the equivalent of 7 allotment plots) on the site;

Provide improved pedestrian links to the area of open space to the west of the site known locally as 'the Mounds' by connecting with established footpaths and provided new links;

Include small scale retail facilities;

Integrate with the new community hospital, South Bristol Skills Academy and Leisure Centre development as part of Hengrove Park Phase 1 as well as the existing Leisure Park and Play/Wheels Park area;

Ensure that any scheme provides for the necessary improvements to the surrounding highway/transport network;

Be informed by an ecological survey of the site and, where appropriate, make provision for mitigation measures;

Be informed by a site specific flood risk assessment as the area of the site is greater than 1 hectare. This is a requirement of the Governments National Planning Policy Framework. The flood risk assessment should also consider impacts on the wider Brislington and Malago catchments to ensure that proposed and existing properties are not subject to flood risk;

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Incorporate appropriate Sustainable Drainage Systems to minimise surface water run-off and risk of flooding;

Explore opportunities to open-up culverted sections of Brislington Brook;

Be informed by a Health Impact Assessment. This should include how the proposals have been discussed with local primary health care providers regarding impacts on primary care services.

The estimated number of homes for the site is 1,000.

A number of other policies within the Bristol Core Strategy and Site Allocation and Development Management Local Plan are relevant to the consideration of the proposal;

Core Strategy

BCS5 - Housing Provision

BCS7- Centres and Retailing

BCS8- Delivering a Thriving Economy

BCS9- Green Infrastructure

BCS11- Infrastructure and Developer Contributions

BCS12- Community Facilities

BCS13- Climate Change

BCS14- Sustainable Energy

BCS15- Sustainable Design and Construction

BCS16- Flood Risk and Water Management

BCS17- Affordable Housing Provision

BCS18- Housing Types

BCS20- Effective and Efficient Use of Land

BCS21- Quality Urban Design

Site Allocation and Development Management Policies

DM1- Presumption in Favour of Sustainable Development

DM4- Wheelchair Accessible Housing

DM5- Protection of Community Facilities

DM7- Town Centre Uses

DM10- Food and Drink Uses

DM11- Markets

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DM14- Health Impact of Development

DM15- Green Infrastructure Provision

DM16- Open Space for Recreation

DM17- Development Involving Existing Green Infrastructure

DM19- Development and Nature Conservation

DM23- Transport Policies

DM26- Local Character and Distinctiveness

DM27- Layout and Form

DM28- Public Realm

DM29- Design of New Buildings

DM31- Heritage Assets

DM32- Recycling and Refuse Provision in New Development

DM33- Pollution Control, Air Quality and Water Quality

DM34- Contaminated Land

DM35- Noise Mitigation

3) Hengrove and Whitchurch Neighbourhood Development Plan, (HWNP)

The Neighbourhood Development Plan was subject to a referendum on 14th February 2019 and over 50% of voters were in favour of the plan. The plan was made by the city council on the 19<sup>th</sup> March 2019 and is therefore part of the adopted development plan.

It includes the following objectives for Hengrove Park;

Increase the protection of valued open space and raise more open space to a 'Good' standard.

Develop the existing Hengrove Park site with quality new homes that interact well with the new Park and existing residential areas.

Create a high quality more formal Hengrove Park in line with the Bristol Local Plan.

Increase and improve the range of community facilities in the neighbourhood area to accommodate new and existing residents.

Get more people participating in outdoor sports and activities, including active travel and make connections with new and existing routes in the wider South Bristol area.

Develop a new hub in the Park development and tie in existing commercial and leisure provision to create an urban form that connects around and across the Park.

Provide a range of affordable housing types interspersed throughout the site.

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Work with existing businesses and community groups to strengthen the community and creative potential within it.

Ensure the new Hengrove Park links to existing wildlife corridors in all directions to strengthen the ecological value of the area and provide clear recreational links between the new park and neighbouring areas.

Provide formal sports pitches and changing facilities to encourage a more active population to set up and support local sports clubs.

Key Policies are as follows;

HWP01- a revitalised Hengrove Park

Development Proposals for the Hengrove Park Site should include a large high quality park of 'destination' quality, as development guidance in the Local Plan indicates (appendix 4). The remodelled Hengrove Park should ideally include the following facilities and design and layout features:

Sports pitches for public use;

Indoor changing facilities with showers and toilets as a minimum to replace existing facilities;

A new scout hut with secure area around to replace the existing facility;

Historic references to, and information on, the former airport and its' history;

The runway space retained but imaginatively recreated with physical reference to the historic hard surface surrounded by a grass sward setting retained at least in part;

An expanded Children's Play Area with facilities for a wide range of ages, linking well into the rest of the Park;

Extensive well-surfaced cycle and walking facilities for travel and recreational purposes, fully accessible and linking safely and directly to active travel facilities beyond the Park;

Formal Park attractions and planting as agreed;

Tree-planting to improve areas of open woodland and replace loss of trees on site;

Potential for an events space;

Outdoor gym facilities;

Better green links between the Mounds and remodelled Hengrove Park.

A management plan is required to be part of any permission for the development of this site and Park.

Policy HWP8 - Residential development at Hengrove Park

Development on the Hengrove Park site should follow the five Masterplan Moves of the Hengrove Park Masterplan where this is feasible and viable in order that a high quality large park is created out

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of the existing Hengrove Park and ensure that the new residential development interacts well with the new park and greatly increases the level of informal surveillance of the Park.

Residential development should be of a density of 70 dph where this is feasible and viable so that the Park footprint can be maximised with approximately 1,400 dwellings to be provided on the site, of varying type, size and tenure. The Park footprint should where possible be broadly as shown on the Masterplan, reproduced as Figure 5 in this Plan and available via the Appendix 1 link.

Good Design will be required throughout the development, with legibility created through the use of design features, height and massing of buildings as well as public art. Maximum interaction with the Park and new residents is to be encouraged with soft boundaries and the use of green fingers into new residential development.

In line with Local Plan policy a minimum of 30% Affordable housing is to be provided on site, to include some shared ownership scheme dwellings, and to be interspersed throughout the site.

As referred to in the policy, the Masterplan Moves are included in the text to the plan and the Masterplan, drawn up as one way of implementing the moves, is included as an Appendix to the plan as evidence to support the policy. The text to this refers to a residential density of about 78dph, the creation of a new hub close to the existing buildings with a height up of no more than five storeys and within the central hub.

**Policy HWP10- New Community Hub and protection of Community Facilities**

A Community Hub and Local Centre should be developed on the site to include small shop units suitable for retail use and a new community centre. The Community Centre to include meeting and small event rooms, café, joint 'one stop shop' council services and a library if possible, and other facilities as opportunities arise, including museum artefacts explaining the history of the area and airfield. Proposals for uses that would aid self-sufficiency of funding and maintenance will be considered favourably.

Development proposals for change of use or redevelopment of existing community facilities will not be supported unless it can be shown that the facility is no longer viable or it is proposed to provide an alternative facility of equal or better standard and accessibility.

Also of relevance to the proposal are;

HWP2 - Linking Hengrove Park to wider Wildlife and Recreational Corridors

HWP3 - Public Art, Creative Industry and Heritage Promotion- this requires that development of Hengrove Park has regard to the preservation of the runway and its setting.

HWP7 - Allotments- this requires 100m<sup>2</sup> new allotments per 25 new dwellings

HWP9- Provision of Housing for the Elderly- this introduces a requirement to have 3% of dwellings on developments of more than 40 to be wheelchair accessible.

HWP11- Extending GP Surgery Provision- this supports the extension of GP provision at Whitchurch Health Centre.

HWP12- Sustainable and Active Travel- this supports charging points for electric vehicles and cycle parking

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2.3 Urban Living Supplementary Planning Document

This was adopted in November 2018 and supports high density, good quality residential development, it specifically refers to Hengrove Park as a location where there is significant potential for intensification.

2.4 The Bristol Local List February 2019

Whitchurch Airport runway is now included in the list of non-designated heritage assets.

2.5 Revisions to the Bristol Local Plan

The Bristol Local Plan Review Draft Policies and Development Allocations was consulted upon in Spring 2019. This included draft Policy H3 'Making the best use of existing site allocations' that recommended existing site allocations should optimise the use of land for the delivery of housing by aiming to exceed where appropriate any estimated capacity for the site stated in the local plan. This draft policy was subject of 18 responses which included two objections, one the basis of concern over tall buildings and the other concerning a view that the policy needed to take into account market conditions.

Paragraph 48 of the NPPF states that from the day of publication, decision-takers may also give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to relevant policies and the degree of consistency of the relevant policies in the emerging plan to the NPPF.

Therefore it is concluded that some weight can be given to the draft revised Local Plan Policy H3 because the draft policy is consistent with the aim in national planning policy to significantly boost housing supply and there has been a lack of objection to the principal aims of the emerging policy as they apply to this proposal.

3.0 Proposal

The current proposal has the following description of development;

'Outline application for the demolition of existing buildings on site and regeneration of 49ha of land comprising residential development of up to 1,435 dwellings (Class C3); up to 4,515sqm of office accommodation (Class B1a); up to 4,500sqm of education floor space to enable the expansion of City of Bristol College Skills Academy (Class D2); up to 790sqm community building (Classes D1/D2); sports pavilion of up to 420sqm (Class D2); scout hut building of up to 200sqm (Class D2); up to 2,440sqm of commercial floor space (Classes A1/A2/A3/A4/A5/D1 - provision of A1 floor space not to exceed 800sqm and total A1-A5 space to be capped at 1,499sqm); and provision of energy centre for communal heat and power. Provision of new park of approximately 22.2ha, areas of formal and informal open space totalling 4.4ha. Transport infrastructure comprising connections to Hengrove Way, Bamfield, Hengrove Promenade and The Boulevard, and creation of new footways and cycleways. Access and strategic landscaping to be determined with all other matters reserved'.

The general layout is similar to that of the refused scheme but includes a number of key changes as follows; (NB. i) vii), viii) and ix) were introduced on the 5<sup>th</sup> September)

- i) The reduction in the amount of development proposed in the north west corner of the site (minus 29 dwellings), and the retention of 16 out of row of 21 mature poplar trees.

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- ii) The pulling back of the development from the southern and eastern edge of the park, (minus 21 dwellings)
- iii) The removal of 15 dwellings from the eastern side of the northern section of the access road.
- iv) Increase in the size of the new park from 19 hectares to 22.2hectares.
- v) The removal of allotments from the park and proposal to fund improvements to reinstate allotments off site.
- vi) The removal of the community orchard.
- vii) A revision to the design of a drainage retention basin and introduction of an informal sports pitch
- viii) Provision of a sports pavilion of 420m<sup>2</sup> adjacent to the proposed Multiple Use Games Area
- ix) Provision of a replacement scout hut off Bamfield

A drawing illustrating the changes to the scheme is included as Appendix A.

Other aspects of the proposal remain broadly as previously proposed as follows;

- xi) Ancillary open spaces-the Runway Park, The Avenue and The Village Green
- xii) Indicative breakdown of proposed residential to be approximately 60% apartments, 30% will be affordable broken down into 23% Intermediate and 77% social rent.
- xiii) Office- up to 4,515m<sup>2</sup> floor space.
- xiv) Community space- up to 790m<sup>2</sup>
- xv) Educational- up to 4,500m<sup>2</sup> floor space to enable the expansion of the Skills Academy
- xvi) Flexible commercial floor space to be up to 2,440m<sup>2</sup> floor space to be either A1, A2, A3, A4, A5 or D1.
- xvii) Ancillary - Energy Centre, pumping station and substation

As previously, this application seeks consent for the amount of, and general distribution of, uses and dwelling types across the site, the maximum heights of buildings, street structure and street types, character areas and Design Codes.

The Design Codes link to the character areas and include regulatory details, which mainly relate to the public realm as well as advisory details which relate to the layout and design of the dwellings and non-residential uses.

The regulatory plan is included as Appendix B.

A revised Environmental Statement has been issued with amendments to reflect the reduction in the number of dwellings on the site and reduced area to be developed.

As set out in the regulations, the Environmental Statement submitted includes an assessment of the following; Traffic and Transport, Ecology, Water Resources and Flood Risk, Ground Conditions and Hydrology, Noise, Air Quality, Archaeology and Cultural Heritage, Landscape and Visual, Socio Economics, Climate Change and Cumulative Effects.

The respective chapters look at the existing situation, model the impact of the proposed development, during construction and when complete, and where relevant, consider the cumulative impact with other developments in the vicinity of the site. The latter includes the consented scheme at Hartcliffe

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Campus, the works underway at Filwood Park and Imperial Park and also the permitted residential use at Park View and potential development within its curtilage.

In accordance with the EIA regulations the Secretary of State has been notified of the application and documentation made available locally for inspection, in this case at Whitchurch Library.

Other supporting documentation is updated and submitted including the following; Energy Statement, Sustainability Statement, Open Space Assessment, Sport and Recreation Statement, Health Impact Assessment, Affordable Housing Statement, Aborigicultural Impact Assessment, BREEAM communities statement, Cultural Public Art Strategy, Retail Impact Assessment, Economic Statement and Statement of Community Involvement.

#### 4.0 Equalities Act 2010

The public sector equalities duty is a material planning consideration as the duty is engaged through the public body decision making process.

"S149 of the Equalities Act 2010 provides that a public authority must in the exercise of its functions have due regard to:-

- (a) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Act
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- (c) foster good relationships between persons who share a relevant characteristic and those who do not share it.

During the determination of this application due regard has been given to the impact of the scheme upon people who share the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The proposal will be required to include wheelchair accessible units and provide fully accessible paths through the development, to include the main park, to the benefit of the disabled.

A mix of dwelling size and tenure will be provided that could accommodate a number of different household sizes and family types.

The cycle path and footpaths will provide links within the site and to surrounding existing development and accordingly between incoming and existing population.

The impact on air quality in the vicinity of the site during construction and the operational phase will potentially have an impact on the hospital and greater effect on older, more vulnerable residents in the area, of which there are more than the city average in the ward.

The Environmental Statement in the section on Air Quality includes detailed recommendations regarding minimising the impact of air quality during construction. These are cross referenced in the recommended condition requiring a Construction Management Plan, which also requires monitoring of the situation to ensure that measures are effective.

Overall it is not considered that there will be any adverse impact on equalities and an opportunity to advance equality of opportunity through the development.

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5.0 Community Involvement Process

In the context of the previous application a Community Focus Group was established to guide the process of consultation and link to the wider community. Membership of the group included ward members, Hartcliffe and Withywood Community Partnership, operators of businesses at Hengrove plus Bristol Civic Society.

Following the decision to prepare a new application following the refusal of the previous scheme further engagement was undertaken with the Community Focus Group.

This involved the following;

1st April 2019 - Meeting with Community Focus Group (CFG) to present initial proposals for addressing the reasons for refusal

25th April 2019 - 2nd meeting with Community Focus Group with discussion on revised proposals and invitation for feedback

24th May 2019 - a site visit for the Community Focus Group to Kidbrooke Village - an award-winning new housing and park development in Greenwich, designed by Lifschutz Davidson Sandilands, the architects for the current application.

29th May 2019 - Meeting with the Mayor - a meeting between Mayor Marvin Rees, Cllr Tim Kent and members of the Neighbourhood Planning Forum.

17th June 2019 – Presentation to Business West Transport & Planning Group

10th July 2019 – Public Meeting convened by the Neighbourhood Planning Forum at St Augustine's Church, Whitchurch Lane - attended by Cllr Paul Smith.

At the first meeting in April 2019, a number of issues were raised to include;

Relocation of the allotments, stronger east-west link with more generous space linking through to the Mounds/play area, treatment/size of the runway, ways of improving/managing woodland area/buffer to the north, including Category A poplar trees, density of housing in relation to Neighbourhood Plan and Urban Living SPD, understanding employment space/needs in local area, sustainability, future provision of health and education and Metrobus route.

The second meeting included feedback to these issues, subsequently further issues raised included;

Sustainable drainage measures and potential flooding, relationship between housing to north, the woodland and the Park, location of allotments on and off site, community building facilities and sports facilities, nature of the Runway park, footpaths and cycleways, buses, space between the Leisure Centre and the Hospital and a new suggestion from the Neighbourhood Planning Forum to consider relocating the playing fields to the north of the Runway.

Additional information was provided regarding the proposed location of allotments off site and on employment uses and demands in the wider area.

To enable members of the group to see a good example of a new housing scheme with a landscaped park, to include SUDS, a site visit to Kidbrooke Village in London took place on the 24<sup>th</sup> May.

Response

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A table is included in the Statement of Community Involvement setting out responses to key issues raised, many of which refer to how the scheme had already been revised.

Further changes were made in response to the following comments;

Design of park should integrate SUDs features and be included at outline-

Response- Visit to Kidbrook and agreement that SUDs be included at the outline stage.

Landscape of the Runway Park should more closely follow historic footprint

Response- a larger flat area has been designed into the park which could be used for events.

Allotments to be moved off site

Response – the provision of allotments off site agreed

Sheltered housing for the elderly should be included-

Response- agreed, the council would support the inclusion of extra care housing and seek to secure it through a development agreement or role as landowner.

#### 6.0 Response to publicity on the planning application

The application was advertised on site and in the press with a 649 letters being sent to neighbours of the site. The consultation ran from the 14<sup>th</sup> June with the end date for comments was 17<sup>th</sup> July

Following the amendments to the scheme received at the beginning of September, neighbours and any other contributors were re-consulted from 6<sup>th</sup> September with a close date for comment of the 27<sup>th</sup> September 2019.

In total, up to the 3<sup>rd</sup> October, 89 comments have been received, with 58 responding to the first consultation letters and 31 to the second.

The following is a precis of the comments made;

Neighbourhood Plan- the development fails to meet the Neighbourhood Plan with regard to the amount of park. This anticipated a destination park of 30 hectares. All six reasons for refusal of the previous scheme remain relevant.

Park- The loss of park is objected to, this is an oasis, has mature trees and should be protected. The car boot shows how valuable it is to the community. There is still too many houses and not enough parkland. There is insufficient detail of the landscaping to the park relating to contours attenuation ponds etc It fails to deliver a high quality park. The park is a linear space and does not replace what is lost, the park remains narrow adjacent to Rowacres. The open space statement ignores that much of the open space is allocated for housing. Open space is important for exercise and mental health. The park provides a safe play space.

The connectivity between the existing childrens play area along the line of the runway is inadequate.

Trees- there will be a significant net reduction in the number of trees which will further impact on wildlife. Although the given calculations appears to provide an increase in the number of trees it would take a very long time for them to mature and develop the capacity to absorb carbon dioxide and other pollutants. There loss will have a negative impact on drainage. The loss of trees is counter to the

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Bristol's One City Plan. There are concerns about the proposals to build houses along the northern exit road to Hengrove Way, this is a heavily wooded embankment and to create a level area for houses would mean the loss of a number of trees.

History- the rich history of the old Whitchurch Airfield should be protected, the plan does not respect the historic runway space

Traffic/Parking - roads will not cope, there will significant additional traffic on Bamfield and its junctions, there are not enough appropriate transport management interventions, parking is already problematic especially when schools turn out, there is parking in the scheme but it is likely that some occupiers will have two or three cars and overflow will be on green spaces and adjacent roadways, the many new builds in the area will add to traffic congestion and aggravate the existing parking situation. More provision for parking should be included.

The development is still car dependant, the reduction of only approximately 50 houses will not make it less car centric. Without provision of local community facilities the development would be a car dependent new housing estate. Residents will have to drive their children to schools out of the area. New houses are unlikely to improve public transport and money spent on the promised metro bus would be wasted due to changes.

The road infrastructure needs improving outside the site boundary.

Transport- buses will not be going to the eye hospital or BRI, there is not enough improvements to public transport proposed. There are insufficient guarantees regarding bus, pedestrian and cycling facilities.

School Provision - the health impact assessment acknowledges the impact on new schools in the area of the development but does not state how this will be mitigated and does not take into account the addition homes already being built in the area. There is no mention of the provision of extra school places. The number of extra primary schools was underestimated, statistical errors can lead to inadequate provision of facilities like schools, this must be closely examined before planning permission is granted. and a clear commitment to ensuring this is addressed alongside the housing is permitted. No new site has been identified for a new secondary school.

Health- there is reference to a £90K contribution to improve Whitchurch Health Centre but does not state if this will be enough to provide the resources to cope with the additional number of people that would be using the surgery. How will the services be increased to serve the incoming residents. The amount allocated is inadequate.

Air Quality-There will be an impact on air quality due to the increased traffic.

Noise and light pollution will increase.

Drainage- there are existing problems with drainage and further building could cause problems that will have consequences for housing nearby. The performance of the attenuation ponds is not sufficiently explained

Town Centre- the development should be designed and developed as a new town centre for South Bristol.

Services,(mixed comments) - the development still does not adequately address the need for a new supermarket, dental provision and nursery provision. Before granting permission there should be a

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clear and detailed commitment to ensuring that commensurate shopping and sports facilities, available places at nurseries, GP's and dental surgeries are in place alongside the housing.

Density- the density is too low, the justification for a lower density than the 70dph in the HWNP is contended, seeing the development as a commercial exercise to make maximum profit will waste an opportunity to bring well needed housing to South Bristol without squandering public amenity space. The masterplan can seek to address the imbalance of housing and flats in the area. The statement that if a developer were obligated to meet a 70dph ...delivery would be slower, there is no reason why it can be phased to ensure the market is not over saturated. The commercial viability assessment should be made public. Evidence should be given for two plots, specifically Plots C and D, these are 33 dph, this is a loss of public land and every plot should seek the council's minimum of 60 dph as in the draft local plan. Building high flats is not the only way to create high density environments.

Housing Mix- how does the supporting statement take account of the blocks labelled as house or flats. Family housing should be included in the affordable housing mix.

Design- the outline design of the new houses is excessive in height and inconsistent with the character of the neighbourhood.

Replacement of existing uses- uses to be removed scouts, sports recreation, cycling centre and car repairs and should be replaced

Employment provision - this is also inadequate and will not bring jobs into the area. Housing and jobs creation are of equal importance.

A business on Western Drive has objected due to the lack of information regarding any power cable installation running adjacent to their premises as this could be detrimental to their operations.

Business West have commented supporting the application but concerned about the relatively low level of employment provision at the site and refer to the current lack of alternative employment and economic plans within Bristol's proposed local or regional plans or a coherent economic strategic framework for the greater South Bristol Area. as the provision of opportunities for businesses to locate, grow and provide jobs is a vital part of ensuring south Bristol is able to succeed.

South Bristol Business have objected to the proposal and commented that the Hengrove should be designed as a new town centre and are concerned about the minimal employment floor space and that the Economic Report did not reflect the demand known to the council for business/employment space in south Bristol. They consider that current proposals to bring forward 16 new small units should be on Hengrove Park, near Western Drive.

It is to be noted that in the context of the previous application, comments were received from the Bristol Civic Society, Bristol Walking Alliance and Bristol Cycling Campaign. No comments have been received in the contexts of the current application but the previous support for these sustainable modes of transport and the need to design well for them remains relevant.

The proposal was not considered again by the Bristol Urban Design Forum.

There has been no single, combined response on the part of the Neighbourhood Planning Forum though they engaged in the community engagement process. However, the council is aware that members of the Forum have issued responses on an individual basis.

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## 7.0 Key Issues

- A. Does the revised proposal satisfactorily address the reasons for refusal of the previous application?

Through the consideration of the reasons for refusal a number of key issues are addressed, to include the compatibility with relevant policies in the Hengrove and Whitchurch Park Neighbourhood Plan.

### Density

Reason for refusal;

‘The proposed development is of too low a density (59 dpH) and is therefore contrary to Policy HWNP8 of the Hengrove and Whitchurch Park Neighbourhood Plan.’

### Discussion and Response

Policy HWP8 requires that ‘ the development of the park follow the five Master Plan moves of the Hengrove Park Masterplan and .....should be of a density of 70dph where this is feasible and viable so that the park footprint can be maximised with approximately 1,400 dwellings.’

The Master Plan moves are in schematic form and show; access, location of new centre, mix of open space quality and character, mix of residential character and densities and range of treatments to the edges of the open space.

The moves have been used to inform one possible way of laying out a master plan for the development of the park and detail of this is included in an Appendix to the Neighbourhood Plan, as evidence to support policies within the plan.

See Appendix C

The suggested master plan is based on a site boundary that is slightly different to that of the site under consideration in that it includes an area of land within the leisure park to the north- west that is outside of the control of the city council and land which falls within the curtilage of the leisure centre.

The master plan shows housing sited in similar location to that which is currently proposed to the north of the existing buildings and towards Bamfield but differs in the amount and footprint of development to the north and west of the site. The layout involves the removal of the woodland and poplar trees in the north- west and proposes housing immediately abutting the Western Drive Industrial Estate and backing onto the Bottleyard.

While in its own right the master plan is not adopted policy, HWP8 does state; ‘ The Park footprint should where possible be broadly as shown on the Masterplan, reproduced as Figure 5 in this Plan and available via the Appendix’.

It must also be recognised that many objectors to the planning application give significant weight to this possible option for the site.

The supporting text refers to the master plan achieving a density of between 75 and 80 dwellings per hectare, which is predominantly achieved through the proposal to develop at four and three storeys in height in the form of perimeter blocks. There is limited information as to how the internal area is to be laid out. The text refers to the fact that a limited quantity and size of private gardens can be justified by the park provision.

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A 50:50 split of houses and apartments is referred to although draft sections of proposed buildings show a number of 'houses' either located above commercial uses over three floors, with apartments on upper floors or located below upper floor apartments. While these may provide family sized units they are not houses as in the traditional sense as self-contained dwellings with private amenity space and would not be considered as such or classed as such in planning terms- as defined by the Town and Country Planning (Development Management Procedure) England 2015.

Indicative figures show 1383 dwellings with approximately 300 true houses- approximately 20%.

Draft designs for some proposed building types are included which include deep blocks with single aspect apartments purportedly with light and access via a central atrium to create dual aspects but it is not clear how this could realistically work to maintain privacy and security.

The draft designs have not been worked up to show any detail of access/parking or servicing.

The small size of private gardens, single aspect apartments and overall lack of information regarding how such a scheme could function is considered to create a poor quality residential environment that could not be supported. In addition to the quality of the built form, there are concerns regarding the proximity of dwellings to the industrial estate and the Bottleyard on the grounds of noise.

There is no information in the Neighbourhood Plan on how a lower density 70 dph development, as stipulated in HWNP8, might look and work, and whether this could be 'feasible or viable.'

Based simply on the development area of the masterplan of 18 hectares 1,260 dwellings would be provided if the density were reduced to 70 dph.

In contrast the illustrative master plan that is included with the current application, which achieves a density of 66 dph, is a result of detailed design work, as evidenced by the Design Codes and supporting assessments, which has carefully considered the quality of accommodation to be provided, the design and layout of roads, parking, servicing, landscaping and sustainable drainage.

The local planning authority is satisfied that a development as shown by the application could provide a good quality living environment, to include private amenity space for all houses and true dual aspect apartments, one that can be safely and satisfactorily accessed and serviced with a high quality public realm. The mandatory elements of the Design Codes set out how the frontages of properties and types of roads proposed within the development should be laid out.

The indicative mix of accommodation currently proposed is 65% apartments and 35% houses, this mix is informed by commercial advice, ref the Development Density Statement. This takes account of development already taking place in the area, which all include a percentage of apartments, and advises that at present the market would not support a greater percentage of apartments and it is this mix that has resulted in the dph of 66.

It must therefore be concluded that a density of 70 dph this density is not feasible and viable but noting that the proposal has improved the dph from the previously refused application bringing it up to 66dph from 59dph. This will deliver a carefully designed and high quality development. In this context, the revised proposal has demonstrated its compliance with policy HWP8.

A detailed consideration of whether the development complies with the guidance of the Masterplan Moves is included under a separate key issue.

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Park

Reason for refusal;

‘The proposed development does not include a large high quality park of "destination" quality and is therefore contrary to Policies HWNP1 and HWNP8 of the Hengrove and Whitchurch Park Neighbourhood Plan’.

Discussion and Response

Inherent to this issue is what is considered to constitute a ‘large’ park and what is considered a ‘high quality’ park.

i) Quantity

The master plan for the development of the park which is included in an Appendix to the Neighbourhood is given as providing a park first approach and allows for the retention of approximately 29.5 hectares of park, to include green fingers, ( with a developable area of 18 hectares). As above, the masterplan does not constitute adopted policy but HWP8 does state that the park footprint should be where possible be broadly as shown on the masterplan.

The refused application proposed a park of 19 hectares. As a result of the reduction in the number of dwellings, this is now increased to 22.2 hectares.

There are other areas of open space to include within The Avenue and the Village Green, which total 4.4 hectares in area bring the total to 26.6 hectares of open space.

The retention of 29.5 hectares of park area in the masterplan appended to the Neighbourhood Plan and still being able to achieve approximately 1,400 dwellings, is based on building to a density of 75 dph to 80 dph. For reasons set out above, the indicative designs for dwellings which could achieve this density, could not be supported.

If the density were reduced to 70dph, and this could be shown to be feasible or viable, analysis undertaken by the applicant shows that the number of dwellings would be reduced to 1,260.

The applicant has advised that to bring this number back to 1,400 an additional 2 hectares of land would be required.

As well as a certain density, the achievement of 1,400 dwellings in the appended masterplan requires some land that is outside of the current planning application boundary, within the leisure park and adjacent to the leisure centre. This land is currently outside of the control of the city council and therefore its delivery cannot be guaranteed.

In addition, through the consideration of the previous scheme, committee used the planning balance to object to the loss of the poplar trees to the north of the park, see below, so have not supported the proposed development of the part of the park which backs onto Western Drive Industrial Estate.

The removal of these plots of land from the appended masterplan, based on 70 dph, would result in a reduction in the number of dwellings possible. Analysis on the part of the applicant suggests that this would be in the region of 224 and therefore bring the total number of houses on the site down to 1036 which could not be considered to comply with HWNP8. The Local Authority concurs with this analysis.

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To bring this number back to 1,400 there would inevitably be an incursion into the land allocated for park use. This illustrates the very real problem of securing the larger area of park and still complying with the development target.

With regard to the current proposal, at 22.2 hectares for the park, plus 4.4 hectares of incidental open space, this totals 26.6 hectares. In comparison St Georges Park is approximately 15 hectares and Victoria Park approximately 21.5 hectares, hence this is considered to be a large park with capacity to become a destination park.

In assessing whether it is of sufficient size to meet the standards contained in the council's Parks and Green Space Strategy with regard to amount and type of open space for existing and future residents it is relevant to consider the information gathered in connection with the strategy.

This information included an analysis of the type of open space provision identified in that strategy across the city namely; formal, informal, natural and play.

Work was undertaken using the quantity and distance standards in the strategy on the basis of the then Neighbourhood Partnership Areas in 2008. This showed that there was a large amount open space per capita vis a vis the citywide standard in the two former Neighbourhood Partnership Areas,(NPA), into which the Hengrove and Whitchurch Park Wards now fall, (having been created in 2016), being 72m<sup>2</sup> for Hengrove and Stockwood and 44m<sup>2</sup> for Dundry View with the city wide standard being 18m<sup>2</sup>.

Projected increases in population were built into these calculations to include the sites allocated for development with the result that the amount per capita in Hengrove and Stockwood was estimated to reduce to 48m<sup>2</sup>, the estimate for Dundry View was 40m<sup>2</sup>.

It is recognised that these figures will be altered by a larger than predicted increase in population, and do not directly relate to the Hengrove and Whitchurch Park Ward, but they do indicate that the overall amount of open space in the area remains comparatively high. It also being relevant to take into account the new public open space that will be created as part of the Hartcliffe Campus development.

However in both NPAs the open space was largely 'informal' and 'natural' with a significant shortfall in formal open space and Hengrove Park was identified as an opportunity to provide a formal park and help make up this short fall.

Therefore it must be concluded that the amount of open space per capita does, and will, exceed adopted city wide standards and a large amount of park is proposed at Hengrove

ii) Quality

When designing the scheme that forms part of the current planning application, the decision to locate the park so it focused on the treed ridge alongside St Giles Estate and extended westwards onto the flatter part of the site was taken before the housing layout was considered. This therefore does constitute a “park first” approach as set out in the appended masterplan to the Neighbourhood Plan.

The Parks and Green Space Strategy identifies a short fall in the amount of ‘formal’ park- and recommends that this could be provided at Hengrove. The definition of formal open space being one that is consciously organised with a planting structure and hierarchy of paths, such spaces commonly include a range of facilities and have high recreational value accordingly.

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The quality of the park design is key.

Policy HWP1 sets out a list of items the park should 'ideally include' as follows;

Sports pitches for public use;

Indoor changing facilities with showers and toilets as a minimum to replace existing facilities;

A new scout hut with secure area around to replace the existing facility;

Historic references to, and information on, the former airport and its' history;

The runway space retained but imaginatively recreated with physical reference to the historic hard surface surrounded by a grass sward setting retained at least in part;

An expanded Children's Play Area with facilities for a wide range of ages, linking well into the rest of the Park;

Extensive well-surfaced cycle and walking facilities for travel and recreational purposes, fully accessible and linking safely and directly to active travel facilities beyond the Park;

Formal Park attractions and planting as agreed;

Tree-planting to improve areas of open woodland and replace loss of trees on site;

Potential for an events space;

Outdoor gym facilities;

Better green links between the Mounds and remodelled Hengrove Park.

A management plan is required to be part of any permission for the development of this site and Park.'

The layout of the proposed park open space has been amended since the refused application in that the allotments have been removed, the community orchard removed, a scout hut and changing facilities close to the proposed playing pitches both introduced.

The only items not included are an expansion to the play area, overt adaptation to enable an events space, and an outdoor gym.

However informal play facilities are proposed within the Runway Park and in the woodland area, not listed but also included is a Multiple Use Games Area, (MUGA), which will serve older children and adults.

There may be scope to use the area including the proposed playing pitches as an events space, as happens at Eastville Park and The Downs where temporary access and parking is provided.

The applicant has commented that an outdoor gym could be accommodated although there is already a fitness trail included and it is therefore considered that sufficient fitness provision has been proposed.

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A number of conditions are again proposed that require agreement of details, and the provision of, all proposed facilities within the park and other areas of open space.

In conclusion it is considered that the park as proposed is of a size and quality to serve the development and surrounding existing residents and comply with the provisions of HWNP1.

In connection with the design of the park, although not listed in the Reason for Refusal, HWP2 is also relevant as this requires the park to be developed as a connecting hub between existing recreational open space routes and surrounding wildlife corridors. With green space and varied habitats linking continuously across the park from east to west and north to south, it is considered that the current layout achieves this.

HWP7 requires new residential developments of 25 units or more to provide allotment space of 100 m<sup>2</sup> per 25 residential units. It allows for this space to be provided on or off site or alternatively a financial contribution of equivalent agricultural land value to improving open space and allotments in the neighbourhood area.

As already stated, it is no longer proposed to provide allotments on site. Discussions have taken place with Parks and it is agreed that a financial contribution will be made to pay for the reinstatement and upgrade of the area of allotments off Oatlands Avenue that was previously occupied by the Severnside project, a food growing concern that is no longer trading plus an upgrade to the other allotments in this location. This is an acceptable approach to addressing the policy and a calculation of necessary works has led to a contribution of £810,000 to be payable prior to commencement of occupation.

#### Loss of poplar trees

Reason for refusal; 'The proposed development results in the loss of a row of poplar trees to the north of the site, which are classed as category A and which form a key landscape feature. Their loss is contrary to Policy BCS9 of the Bristol Core Strategy adopted June 2011 and Policy DM17 of the Site Allocation and Development Management Local Plan adopted July 2014.'

#### Discussion and Response

Given the visual prominence of the poplars located in the north- west corner of the site these are considered to be Category A trees. The previous proposal included a line of houses in close proximity to these trees which meant that all 21 trees would have to be removed and this was the subject of an objection from the arboricultural officer.

The revised layout of the development has put adequate distance between it and the trees to provide sufficient space to enable their retention. There remains a need to remove 7 trees to accommodate the access road and the arboricultural officer has confirmed that this is considered reasonable and acceptable.

This reason for refusal is considered to be overcome.

#### Employment

Reason for refusal; 'The proposal does not include sufficient employment floor space and is therefore contrary to BCS1 of the Bristol Core Strategy adopted June 2011 and Site Allocation BSA1401 included in the Site Allocation and Development Management Local Plan adopted July 2014.'

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Discussion and Response

BCS1 seeks to deliver around 60,000m<sup>2</sup> of net additional floor space in South Bristol with a focus on major regeneration areas such as Hengrove. The site allocation includes offices. However neither BCS1 nor the allocation states a specific level of office floor space.

The Bristol Development Monitoring Report states that between 2006 and 2018 approximately 25% of that target has been completed.

The proposed amount of office floor space remains unchanged at up to 4,515m<sup>2</sup>, which amounts to 7.5% of the target.

The Economic Statement submitted with the application includes a letter from a firm of Property Agents, which refers to the lack of demand in this part of the city for offices, citing the long length of time that Parkview was marketed. It is not considered that Hengrove Park is an employment location of significant scale and, as such, advise any planning application on the site should be primarily for residential development.

The Property Agents support the inclusion of up to 4,515m<sup>2</sup> of office floor space in the location proposed in the hub of the development, on the basis that this is a similar size to Filwood Green Business Park - (5,601m<sup>2</sup>). However they would not wish its provision to be tied into a condition that sought to control the timing of development, as this may affect the delivery of the housing. They query who would provide this development speculatively as rents are likely to be low, incentives would be required to attract tenants and overall it would be unviable. They state that there would be resistance from developers to cross fund the development if there was no clarity on the lettable of the space or the ownership of the completed development.

South Bristol Business in objecting to the proposal on the grounds of lack of employment space have referred to a high demand for office space in south Bristol. The difference between this scenario and that referred to in the Economic Statement may be a result of that the type of office development in demand differs in that it is not large, single occupant spaces but smaller more flexible units.

Economic Development concur with the assertions about office demand in this part of the city made in the Economic Statement but wish to ensure that the provision of the floor space proposed is supported as much as it can be through the planning process.

They request that a condition be imposed that requires a marketing plan for the site within 9 months of planning permission being granted and evidence that the marketing has been undertaken within the following year. This marketing will require a specific and directed strategy.

In order to secure a situation with maximum flexibility that could attract the type of businesses looking for accommodation in the area, it is proposed that a condition be imposed restricting the use to B1a,b and c, hence more than simply offices, and providing flexible floor space down to a minimum of 50m<sup>2</sup> so allowing more than just offices but in so doing removing the permitted development right to change to residential.

In addition to the office floor space Economic Development support the employment that will be provided through the ground floor commercial floor space and the education floor space that will be used to extend the South Bristol Skills Academy.

Additional support for the local economy will be achieved through a local employment strategy, which will be required by condition to include the provision of apprenticeships.

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In conclusion, while the amount of employment floor space currently proposed remains unchanged, it is policy compliant and work will be undertaken to facilitate its implementation.

It is wished to record that Economic Development are actively working with BCC property, developers and landlords in South Bristol with a view to increasing and improving the offer of employment floor space. This is purely for the Committee to note and is not a consideration to be taken on board in determining the application.

Community facilities

Reason for refusal; 'The proposed development does not include sufficient community facilities and is therefore contrary to Policy HWP10 of the Hengrove and Whitchurch Park Neighbourhood Plan February 2019.'

Discussion and Response

HWP10 states that; ' A Community Hub and Local Centre should be developed on the site to include small shop units suitable for retail use and a new community centre. The Community Centre to include a meeting and small event room, café, joint 'one stop shop' council services and a library if possible, and other facilities as opportunities arise, including museum artifacts, explaining the history of the area and airfield. Proposals for uses that would aid self-sufficiency of funding and maintenance will be considered favourably'.

The text to the policy states that Community Facilities in the Ward are under pressure, financially challenged and oversubscribed or threatened with closure.....for this reason the development of new and expanded community policies are promoted.....the best place for a new local centre....is around the Boulevard.

Part of this policy goes beyond what can be delivered through the planning system in that it requires city council funding to provide for a one stop shop and a library so has implications for revenue budgets over which planning has no influence. The Community Land Buildings Officer has commented that there are no plans to provide a one stop shop or additional library but is aware of a strong demand for community facilities in the area and that it is likely that there will be a strong demand for the same once the residential development has been developed.

The development includes a 790m<sup>2</sup> new community building, which is considered to be a mixed use in planning terms comprising D1 and D2, and will be available for a range of uses. In addition the flexible consent that is being sought for the ground floors of the apartment blocks, up to 2,440m<sup>2</sup>, includes D1- non residential assembly and leisure and which could be put to a range of what would be considered community uses.

The existing scout hut that is to be lost as part of the development is in poor condition and a replacement bespoke facility is now to be provided adjacent to Bamfield with a couple of parking spaces.

In addition, a 420m<sup>2</sup> new sports pavilion, containing changing facilities, is also to be provided adjacent to the proposed sports pitches. In contrast to the existing sports pavilion which belongs to St Bernadette's Rugby Club, this will be available to the wider public.

Therefore it will provide new bespoke facilities of better quality and availability than the existing facilities which is consistent with the aspirations of the Neighbourhood Plan. The absence of a one-stop shop which cannot be compelled by the planning system is not a reason which justifies refusal.

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Community use agreements for the new buildings can be secured by condition.

Car Dependency

Reason for refusal;’ The proposal is an unsustainable car-dependant form of development contrary to Paragraphs 8 and 102 of the National Planning Policy Framework February 2019.’

The level of car parking complies with the maximum standards within the local plan and reflects the fact the a development falls outside of the city centre, and it is therefore anticipated that residents will be car owners and there is a need to safely accommodate cars in layout that prevents unauthorised parking causing obstructions to the detriment of highway safety. The approach to the layout of roads in the design codes is specifically imposed to achieve this.

That there is a pressing need to ensure move residents out of their cars and use sustainable modes of transport is fully recognised and it is reflected in the fact that improved pedestrian and cycling links to existing network will be included into and out of the site as well as within the site.

It was previously recognised that there was a need to consider bus priority measures to address potential impact on the existing bus network to include bus lanes and intelligent traffic signal priority to ensure bus gains over the private car.

Should the Metrobus be rerouted through the site there is an opportunity to create a public transport hub centred on The Avenue.

Since the previous application was considered a design has been agreed in principle for the Creswicke/Airport Road/Bamfield junction that prioritises cyclists and pedestrians and enables the former to join into existing cycle lanes.

A design has also been agreed for the junction at the north of the site onto Hengrove Way, which accommodates a cycle path that then links into Filwood ‘quiet way’ and includes a bus only lane to the north for buses for when the route through the Barratt Scheme at Filwood is available.

This in conjunction with the proposed bus gate towards the centre of the site will improve the passage of buses over the car and reduce the bus travel time into the centre.

Two new bus stops are proposed to the north of the proposed bus gate which will further enable a modal shift from the private car.

Improvements to other bus stops that will be used by incoming residents are also secured.

Any potential rat running through the southern part of the site will be deterred by traffic calming measures.

As before, a financial contribution towards improvements to cycleways in the vicinity of the site will be made.

A robust residential travel plan will be required and the developer has opted for the council to draft and implement this.

In conclusion, while the amount of parking remains similar, further work has now been undertaken to enforce the priority given to sustainable modes of transport and reduce car dependency.

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B. Does the proposal comply with the Master Plan Moves contained in the Hengrove and Whitchurch Park Neighbourhood Plan?

Policy HWP8 states that;

‘Development on the Hengrove Park site should follow the five Masterplan Moves of the Hengrove Park Masterplan where this is feasible and viable in order that a high quality large park is created out of the existing Hengrove Park and ensure that the new residential development interacts well with the new park and greatly increases the level of informal surveillance of the Park’.

Reference to the Masterplan Moves have been made in the consideration of the reasons for refusal but as they were not explicitly referred to in the reasons, but are clearly included in the above policy, it is important that they be carefully considered.

Included with the current application are diagrams to illustrate how the current proposal complies with the key elements of the moves- included as Appendix D.

As set out under the consideration of the Reason for Refusal that concerns the park, the committee used the planning balance to object to the loss of the poplar trees in the north west corner of the site and for this reason it is not possible to fully comply with the moves.

However it is clear that the proposed main transport routes and the siting of the proposed public floor space in the vicinity of the existing buildings on site, both of which are put forward for approval at this stage, comply with Moves 1 and 2.

Move 3 requires the contrast between different parts of the park and achievement of a variety of open spaces. As already stated, the park will contain a variety of features and these, plus full details, can be required by condition. The layout, that is up for approval, includes other incidental open spaces, and again full details of these and their features, to include incidental play and tree planting, can be covered by condition.

Move 4, requires a variety of building types heights and locations. A regulatory plan setting out a range of maximum heights across the site is put forward for approval plus the Design Codes relate to the character areas shown on that plan. These proposed a varied layout and type of dwellings. A condition is recommended that requires a statement with each Reserved Matters application setting out how the codes have been complied with.

Move 5, refers to the park edge conditions and the opportunity to create different relationships with the park ranging from formal plazas and streets which overlook the park to very close relationships with nature where buildings sit adjacent to wild areas.

The Design Codes demonstrate a range of approaches to the park edge.

Consequently, while it is recognised that the footprint of the proposed housing and park do not exactly follow the indicative layout in the moves, the similarities are sufficiently similar to conclude that the proposals satisfactorily follow the premise of Masterplan Moves 1-5.

#### 8.0 Other matters

A number of issues are not directly considered by the above and are set out below in the same order as in the previous application. Where the changes to the application have implications for the issue in question this is clearly set out.

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C. Is the principle of development acceptable in policy terms?

i) Proposed Uses

The site is the large part of a site allocated in the local plan for a mixed development of 'Housing, Offices and open space in the form of a large high quality park', development considerations listed refer to the provision of allotments, small scale retail with an estimated number of 1,000 homes.

The Neighbourhood Plan policies refer to approximately 1,400 dwellings, small shop units suitable for retail use, a new community centre and a large high quality park.

Therefore the principle of development is clearly established.

a) Housing

The density of the proposed housing is discussed above.

Other relevant issues are as follows;

i) Amount of housing

Taking into account the 261 permitted dwellings on Hengrove Phase 1, a total of 1,696 dwellings would result which is a significant increase beyond the 1,000 for the site as a whole in the site allocation.

This reflects the advice in Para 118 of the NPPF states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses and para 122 refers to the efficient use of land and that plans should contain policies to optimise the use of land in their area and meet as much of the identified need for housing as possible. It also complies with the emerging revised Bristol Local Plan, which includes policy H3, which amongst other things refers to 'Making the best use of existing local plan site allocations' by adding a new policy which seeks a higher number of new homes on each existing allocated site.

It is noted that 1,435 dwellings represents a 2.5% increase on the 1,400 referred to in the Neighbourhood Plan and this small increase is considered to fit within the degree of tolerance that would be accommodated within 'approximately'.

ii) Tenure of housing

In accordance with BCS17, 30% of the dwellings will be affordable in a mix of 23% intermediate tenure, (eg. shared ownership) and 77% social rent. HWP8 supports this percentage of affordable housing provision.

The Housing Enabling Team have specified the mix of dwellings they will be seeking as affordable which breaks down as approximately two thirds houses as intermediate but an approximately 50/50 split for apartments and houses for social rent.

The total proportion of affordable housing across the site will be at least 30%, which will allow some phases to include more than 30% to balance out phases which provide between 15% and 30%. To ensure that there is a mix of tenure across the site no phase shall deliver less than 15%.

The developers of the site are at present unknown and may include the council itself, any land sale will be conditional on providing affordable housing. Given this exceptional situation, a legal agreement

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is unlikely to be possible but taking account of the strong control through ownership the unusual measure of securing the affordable housing by condition is recommended.

This provision will be monitored closely on a phase by phase basis and a running total be included with each reserved matters application. This approach was taken at the Harbourside development.

iii) Accessibility of housing

HWP9 requires 3% of dwellings to be wheelchair accessible. This is a reflection of the older than average population profile in the ward and this can be required by condition.

b) Offices

The issue of employment floor space is considered above under Reasons for Refusal.

c) Education

The area of land allocated for education is outside of the allocated site at city wide and neighbourhood level, however there is no policy objection to this allocation and Full Planning Permission has recently been granted for the development of this land as an extension of the Skills Academy- ref. 19/01700/F.

d) Community

The issue of community provision is considered above under Reasons for Refusal.

e) Commercial A1- A5

A flexible consent for the ground floors of the apartment blocks that are to provide public uses is sought that could allow for D1 and A1-A5 uses.

The site allocation refers to the provision of small scale shops and the HWP10 of the Neighbourhood Plan supports a local centre containing small scale shops.

(NB part of the application site where public ground floor use is proposed falls outside of the site allocation but the Neighbourhood Plan includes the area as a whole)

Notwithstanding this, it is still relevant to look at the impact of the ground floor area in question if taken up by A1-A5 uses on existing centres in the vicinity of the site if required by policy.

The Planning Supporting Statement to the application expands on the proposed ground floor uses to be in public use, up to 2,440m<sup>2</sup>, to the effect that no more than 1,499m<sup>2</sup> will be in use as A1-A5 and of that floor space, the A1 floor space will be no more than 825m<sup>2</sup>.

It is therefore over the 200m<sup>2</sup> for 'town centre uses' which is the guide in DM7 as being 'small scale', and so not having an impact on designated centres. However, as noted below the 200m<sup>2</sup> is not determinative and regard needs to be had to other factors.

The given reason for exceeding this in the statement is the reference to 'small scale retail development' in the site allocation.

Reference is made to the 2005 consent which included up to 1,000m<sup>2</sup> A1 and up to 1,000m<sup>2</sup> A3 and A5, however this pre-dates the current development plan and national planning policy guidance.

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The site is not a designated centre as shown on the current local plan policy proposals map and because the application allows for more than 500m<sup>2</sup> of retail space, DM7 requires the submission of a Retail Impact Statement, and accordingly this has been included with the application.

The impact assessment assumes that the retail element will be of 'top up' nature for residents and accordingly employs a figure that is 20% of the predicted spending power of the estimated number of residents to calculate that this can support a food retail store of 412m<sup>2</sup>. A larger store would attract a greater percentage of spending power and could start to impact on the activity at the nearby designated centres.

The statement also considers non-retail though as this type of use generally takes up larger floor areas and locates in areas where there is comparison shopping, it is considered unlikely that this type of retail would be attracted to the location.

This is considered a reasonable approach and accordingly a condition is recommended that restricts the overall amount of retail floor space to 825m<sup>2</sup> in total and limits individual store size to 412m<sup>2</sup>. In addition to the retail element, use classes A2-A5 all fall into the planning policy definition of 'town centre uses' and in theory they could take up the total 1,499m<sup>2</sup> allocation, but because the uses are under the 1500m<sup>2</sup> threshold an impact assessment is not required.

The applicant has stated that these uses are aimed at catering for the development and therefore providing for a local need. The floor area will equate to a small parade of shop units but it is asserted that it constitutes a marginal amount of the floor space being proposed in total and should be considered small scale.

Policy DM7 sets out a guide of 200m<sup>2</sup> for units but this is not an upper limit and this will vary depending on the nature and scale of the wider development as well as the impact of the units. Therefore, units greater than 200m<sup>2</sup> may also be acceptable particularly in this case given the overall size of the development which can support larger units, As such it is not necessary to control the size of the individual units provided they are proportionate to the size of the development.

When considering this issue it is also relevant to take into account the reduction in traffic movements that may result from having a range of local facilities within reasonable walking distance and HWP10 of the Neighbourhood Plan.

d) Power plant, pumping station and substations

These are all ancillary to the principle uses and acceptable in principle.

ii) Policy implications of the loss of existing uses

Open Space- the loss of some open space is accepted through the site allocations referred to above. The resulting size of the proposed park is considered above under previous Reasons for Refusal.

Car Boot sale -

It is known that a central part of the site has been regularly used as a car boot at weekends and the development as proposed will mean that there is no longer such a large flat area that could continue to accommodate this use. Policy DM11 specifically refers to new street or open markets being encouraged where they would be beneficial to shopping provision and support existing centres.

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This policy makes no reference to car boot sales and taking into account that it is not close to any designated centre it is not considered that the loss of this facility weighs against the application.

Scout Hut-

This is considered a community use and its loss would be against DM5, BCS12 and HWP10. However a replacement scout hut is now included in the scheme, which will represent an improvement on the existing provision. The timing of its provision can be the subject of condition.

Bamfield House-

This former warehouse is used for the storage of coaches plus an auto repair business and while these are considered to be sui-generis uses they provide local employment and therefore in principle their loss is contrary to DM12.

The issue of employment use is considered under previous Reasons for Refusal.

Action Indoor Sports

The issue of the sporting provision on site is considered below.

D) Is the loss of sports pitches and sporting pitches and sporting facilities acceptable?

The area proposed for development currently contains two full sized rugby pitches, an area used for rugby training, which is lit when in use, a rugby club house, a former athletics track used by the Family Cycling Centre and the former Whitchurch Sports Centre currently used by Active Indoor Sports, all of which will be lost as a result of the scheme.

As the pitches are currently in use, (by St Bernadette's Rugby Club), the site is classed as a playing field.

In these circumstances Sport England are a statutory consultee. Consequently and objection from Sport England will mean that the application will fall to be referred to the Secretary of State, who could subsequently call it in and determine the application.

Sport England were consulted on the previous application and objected. That application proposed two new sports pitches, with a cricket pitch laid over but with changing facilities to be accommodated in the proposed community building.

The sporting provision in the current application is significantly increased and includes;

5.0ha playing fields to be laid out as three pitches and one cricket pitch, a 420m2 sports pavilion next to the proposed MUGA, a range of routes through the park designed for running, walking and cycleways and some informal trim trails and play areas.

The importance of playing fields is specifically referred to in para 97 of the NPPF;

'Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or

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b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or

c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.'

Policy DM16, states that development will be expected to ensure that open space for recreation, to meet the minimum quality, access and quantity standards as set out in the city council's adopted Parks and Green Space Strategy.

The Playing Pitch Strategy for Bristol, approved in 2017 and to last to 2022, comments on the overall provision of pitch types in the city and identified an undersupply in senior ruby union pitches due to their overuse with many being in poor quality and the pitches on site are so classified. The changing room facilities on site are also identified as being in poor condition.

A Sport and Recreation Statement accompanies the application.

Sport England have been consulted twice on the application, the second time being when the revised proposals were received showing the larger playing pitch area and sports pavilion.

Sport England have commented that there are no details of pitch layout or management, no details of the pavilion, they comment that the pavilion does not overlook the main pitch/cricket square, refer to the lack of parking, that there is no further improvement in sports provision to serve the incoming residents and no evident check and challenge to the checklist included in Active Design, which is a document jointly produced by Sport England and Public Health England.

Sport England have considered the proposals against the exception criteria within their Playing Fields Policy, the most relevant being E4, which states that;

The area of playing field to be lost as a result of the proposed development will be replaced, prior to the commencement of development, by a new area of playing field:

- of equivalent or better quality, and
- of equivalent or greater quantity, and
- in a suitable location, and
- subject to equivalent or better accessibility and management arrangements.

From the information supplied while noting positive improvements to the original scheme, they have confirmed that they remain unsatisfied that the proposal currently meets one of the exceptions of the above policy (E.4) and maintain their objection. They refer in particular to the details to assess the equivalent or greater quality, equivalent or better accessibility and management arrangements and finally details regarding the provision of replacement facilities prior to the commencement of development of existing.

Notwithstanding the comments set out below, the result of this outstanding objection is that if the recommendation for approval is supported, the application will have to be referred to the Secretary of State.

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The issues raised by Sport England are essentially a product of the fact that the application is in outline form and will all be addressed by condition, to include full details of the design and management of pitches and pavilion.

The following comment is made on the points raised;

Quality of pitches- the Sport and Recreation Provision Statement with the application refers the pitches being constructed in compliance with Sport England guidance, including pipe and mole drains. They will therefore be a significant improvement on the quality of the existing pitches, as described in the playing pitch strategy.

Accessibility- the existing playing field is accessible to all and the new playing field will be no different. The existing clubhouse for St Bernadette's is a private building whereas the new pavilion overlooking the playing field will be publicly available and a condition will be recommended that requires a Community Use Agreement to ensure that the facilities remain available and accessible. Details of the sports pavilion building will be provided through Reserved Matters but the statement acknowledges that it will be built in line with SE guidance.

Management arrangements- the applicant has stated that is proposed to secure an active Management Plan for the whole park, which will include a specific element to cover site maintenance of the playing field area and ensure that it adheres to the guidance set out in SE's 'Natural Turf for Sport Design Guidance Note'. A condition covering requiring management details is recommended.

Replacement facilities- A condition is recommended to require the proposed pavilion and pitches to be provided before the existing, and/or access to the existing, are removed.

Projected demand arising from the development- it is not possible to accurately predict the number of future residents as the exact number and size of dwellings will be determined through the reserved matters process, however assuming the maximum number of dwellings is achieved, i.e. 1,435 based on average number of residents per dwellings in Bristol this is 3,466.

The existing Leisure Centre already provides for a number of activities to include swimming and has capacity to accommodate the anticipated demand. The new sports pitches and pavilion will be available for a range of uses.

However reference has previously been made to the need for a community hub with sports/activity hall space and additional outdoor tennis and cycling/wheels park facility.

The community space proposed as part of the application is not specifically designed as a sports hall but will have capacity to accommodate some sporting activities and the MUGA can accommodate tennis use.

It is to be noted that the community use of school sporting facilities is available. The current planning application for the rebuilding of Perry Court School, which is intended to serve the development- see below, includes a pitch that specifically shown for community football and two MUGAs.

It would be possible to require a statement setting out how the provisions of Active Design have been built into the design of the park as part of Reserved Matters.

The following items are also relevant to the site and the sporting provision for the area and wider city but are not to be linked to the current application;

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### Rugby Facilities

In addition to the on site provision, it is proposed that rather than accommodate the existing rugby club onto the new pitches on site, new pitches and ancillary facilities will be provided for the club on the site of the former Whitehouse School on Fulford Road in Hartcliffe. At present this city council owned site is comprised of a playing field, most recently in use for football, former school buildings, play and parking areas. The land available will enable two full sized rugby pitches, a training area, sports pavilion with changing rooms and car parking area to be provided. The pitches will cover a larger area than the existing playing field.

It is observed that this site contains an existing playing field, most recently used for football, which is identified in the council's Playing Pitch Strategy but recognised that the proposals represent a substantial improvement on the quality and quantity of pitch and ancillary accommodation.

Discussions have taken place between the applicants and the rugby club and it is understood that this option is fully supported by the rugby club and it is proposed that public consultation on this element will be undertaken later in October 2019. Funding for the works will come from the Central Government's Land Release Fund because it will enable the Hengrove development to take place, which now has Cabinet approval. However, it is to be noted that no planning application has been submitted and it cannot be assumed that planning permission will be forthcoming.

### Family Cycling Centre

Concern has been expressed regarding the loss of the Family Cycle Centre however there is feasibility work currently underway looking at a permanent home for a closed circuit cycle route, that would be available for training as at present. The existing facility was always intended as a temporary, 'meanwhile use' and the use of portacabins to accommodate office/cycle storage etc on site was a deliberate choice on that basis.

The temporary consent for the use has been extended to 2021 in the meantime.

### Action Indoor Sports

With regard to use of the former Whitchurch Sports Centre by Action Indoor Sports,(AIS), this is again another meanwhile use. The provision of the Hengrove Leisure Centre, which was part of the overall sports strategy for the city, replaced a number of the facilities that were accommodated in that building to include sports halls.

The building is in poor condition and was on the verge of closure when it was taken up by AIS. The uses taking place in the building are restricted to those that do not directly compete with those in the leisure centre and include five a side and boxing but also soft play and a cafe. A MUGA is proposed on the new park which could accommodate the five a side but it is recognised that the boxing may not be replaced. The MUGA will be required by condition. There are also sports halls available in local schools.

E) Does the proposal have an acceptable impact on the amenity of the surrounding area in terms of its impact on air quality?

Bristol is currently in breach of the European Air Quality Directive in respect of annual objective for nitrogen dioxide and probably the hourly objective. It is possible that objectives for particulates are also exceeded. In locations where pollution is highest it is largely attributed to motor vehicles. Air Quality Management Areas,(AQMA) have been declared where objectives are not met. Most of the

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city centre and the main roads radiating out are within an AQMA, to include the whole of the Parson Street Gyratory.

A recent High Court judgement has resulted in local authorities having to improve air quality in the shortest time possible where it falls below objectives.

The construction phase has potential to impact on air quality through dust from development and emissions from construction vehicles.

National Planning Policy Framework (NPPF)

Policy 11 states that the planning system should contribute to and enhance the natural and local environment by:

‘preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability’

The NPPF also states that ‘planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas’

Bristol Core Strategy

In relation to air quality, Policy BCS23 states that ‘Development should be sited and designed in a way so as to avoid adversely impacting upon:

Environmental amenity or biodiversity of the surrounding area by reason of fumes, dust, noise, vibration, smell, light or other forms of air, land, water pollution, or creating exposure to contaminated land.

DM23 requires any scheme that has the potential for significant emissions to the detriment of air quality should include mitigation measures.

To assess the situation regarding the potential impact of emissions from construction vehicles on air quality over the projected 10 year development period and also the impact of the operational traffic generated by the development when occupied modelling of the impact on air quality from both has been undertaken on the following basis;

2021 (Full construction traffic only)

2026 (Half the operation traffic + Full construction traffic)

2031 (Full operational traffic only)

2031 (Full operational traffic and cumulative traffic from Parkview- not counted previously)

The amount of operational traffic predicted is the same as used in connection with the transport impact assessment and assumes a reduction in diesel vehicles, a greater uptake of electric vehicles and a modal switch to more sustainable modes of transport.

Two methods have been used; the Official Defra toolkit, which is considered to be overoptimistic beyond 2020 and CURED v.3.0a.

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Results;

2021

The largest increase in NO<sub>2</sub> is predicted at Bath Road and can be described as negligible, and at Parson Street, also negligible. The latter is however based on preventing construction traffic using the Parson Street gyratory. This restriction can be part of the Construction Management Plan for the development though recognising potential problems with monitoring and enforcement.

If it were not possible then the impact on air quality at the gyratory would be significantly greater therefore every measure must be employed to impose this restriction.

There is the related issue of displacing HGV's onto other roads which may be less suitable though modelling does show that they would not cause a significant impact on air quality.

2026

The assessment using Defra shows 3 receptors experiencing slight adverse impacts. Two are at Parson Street and one at the development site.

Using CURED the situation is worse with 1 location experiencing a substantial adverse worsening of air pollution, 4 moderate adverse and 2 slight adverse, all but one are on Parson Street.

4 locations exceed air quality objectives both with and without the development, at Parson Street School it is predicted that the development will result in non-compliance, (40.4ug/m<sup>3</sup> as opposed to the annual objective of 40 ug/m<sup>3</sup>).

2031

Using Defra 4 locations are predicted as experiencing slight adverse impact, 3 at Parson Street but all complying with air quality objectives. Using CURED 3 will have moderate impacts and 9 slight adverse. One on Parson Street will exceed air quality objectives with or without the proposal, another increases but remains below the objective.

2031- Cumulative

Using Defra 4 locations are predicted as slight adverse with 3 at Parson Street, with CURED this increases to 9 locations of which moderate adverse impacts affects 3. The same Parson Street receptor as above is modelled as exceeding objectives with or without the development.

It is considered likely that the real situation will fall somewhere between that predicted by the two methods but likely that at the least moderate adverse impacts are likely in 2016 and 2031.

Conclusion

Based on the results presented, which don't include construction phase HGV movements around the Parsons Street gyratory system in the 2021 and 2026 scenarios, the air quality assessment concludes that some receptor locations around the Parsons Street gyratory system (including Parsons Street School) are likely to experience slight to moderate air quality effects in 2026 and 2031. Using the CURED method one location could experience substantial adverse impacts.

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The assessment has demonstrated that there is a risk that the proposed development will prolong the time that it takes to achieve compliance with the legal air pollution limits for nitrogen dioxide and therefore the air quality impacts of the proposed development can be considered significant.

The development does not comply with the NPPF and the development plan and the Air Quality Officer has objected to the proposal accordingly.

However given this outcome it follows that the cumulative impact from other large development sites identified in South Bristol are also likely to have a negative impact on similar receptors.

This underlines the need to address air quality on a city wide basis employing other more measures if the development of new houses is to be progressed particularly in south Bristol. It is not considered that it would be appropriate to resist the current proposal on this basis.

Work is currently underway on options for a Traffic Clean Air Zone based on the central area aimed at improving the air quality and complying with legal requirements. The modelling to inform these proposals will have taken into account committed major developments as well as national transport growth projections.

This however remains a material consideration in the determination of the application which must be taken into account.

At a site level, detailed measures are recommended to offset the potential problems of dust in the vicinity of the site and reference to these will be included in the recommended condition requiring a Construction Environmental Management Plan, (CEMP). Of particular concern is the impact on the operation of the hospital and Bottleyard studio the need for regular communication is highlighted along with the need to monitor the dust situation. This is fully concurred with and will be specifically referred to in the condition.

F) Does the application proposal acceptably mitigate its impact on climate change?

Given the size of the proposed development, in accordance with Policy BCS15 there is a requirement that a BREEAM for Communities Assessment be undertaken and submitted with the application. This type of assessment considers how a range of sustainable design and construction approaches have been adopted during three key stages in the design process; i) establishing principles, ii) determining layout and iii) designing the details.

Each key subject area includes mandatory and discretionary targets, with matters such as Governance and Innovation. The assessments are independently assessed by a qualified assessor.

The BREEAM Communities Assessment that is included with the application is appropriate to the stage reached in the design of the development and looks at the issues and opportunities that affect sustainability at the early stages of the design process. It looks at key environmental, social and economic sustainability objectives in a holistic way at a site wide level.

The full independent assessment has yet to be completed however based on the design intent and commitments made to date, the development is expected to achieve a BREEAM 'Good' rating with the possibility of reaching 'Very Good'.

Other documentation that is relevant to this issue is the section on Climate in the ES, which has informed this assessment and the Sustainability Statement, which has been submitted with the application.

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The statement sets out a strategy to inform future detailed applications on how to accord with adopted local policy requirements with regard to sustainability and energy reduction in design at reserved matters stage.

The construction process, transport generated and energy use of the development are all areas where there is greatest potential to generate greenhouse gases and impact on climate change.

This links into the management of construction, measures to reduce levels of vehicle use and detailed design of the proposed development. Accordingly there are clear crossovers with the issue of air quality as above and any measures to reduce the amount of traffic generated at all stages of the development will have benefit from a sustainability perspective.

At a more site specific level, the CEMP can include a number of targets that will aim to reduce the impact of the construction process such as measures to reduce the car journeys undertaken by workers and the appropriate management of waste to minimise it in the first instance and maximise recycling.

Submitted information states that the development will aim to increase the percentage of materials that achieve a Green Guide A+ to B rating and the percentage of materials that are locally reclaimed or have a high recycled content. This is important as a large percentage of the impact on greenhouse gases is connected to the embodied carbon in construction materials.

Each Reserved Matters submission will have to include a Sustainability Statement that includes further information and specifications on this issue and all others that are specifically required by policy.

In respect of the proposed energy strategy for the development, it is essential that the development not only complies with the Energy Hierarchy as set out in BCS14 but also that there is a saving of 20% on CO<sub>2</sub> emissions above baseline from renewables.

Notwithstanding in the first instance it is important that the development is built to a high level of energy efficiency though the supporting statement with the application only refers to achieving 2013 Part L.

With regard to energy generation, the supporting statement refers to a number of approaches that are given as achieving a policy compliant CO<sub>2</sub> reduction.

This includes a combined heat power plant,(CHP) or a community heating system.

The land use plan includes an area of land where a CHP or community heating plant could be sited and there is an illustrative plan that shows how this could serve the development as a whole via a network of piping. This would in principle address the energy hierarchy by minimising energy requirements as set out in BCS14 though there is reference to this being partly or wholly being fuelled by biomass however there is growing evidence regarding the impact of biomass on air quality and hence this is unlikely to be acceptable.

Another approach that may be acceptable is air source heat pumps, of varying sizes depending on the number of dwellings being served.

Ground source heat pumps are discounted due to space requirements and that the geology may make this option challenging. It is discounted as a source of heat for a community facility on the basis

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of temperature and cost. However this approach is currently being implemented on housing schemes elsewhere.

Another given approach is PV panels alone but this would not comply with the heat hierarchy.

A condition is recommended that requires full detail of the proposed energy approach to be agreed prior to the start of any development and phasing to enable the approved approach to be implemented, to include the need to achieve 20% reduction in emissions through the use of renewable energy

The detail should include noise and air quality assessments as relevant.

An overheating assessment of proposed buildings will be required as part of Reserved Matters submissions and it will be a requirement that any cooling deemed to be necessary can take place without any mechanical means.

It is stated that it is anticipated that the development could make use of existing high broad band speeds in the area however a full broadband connectivity statement will also be required as part of Reserved Matters.

Overall, there is a great potential to achieve an exemplar low carbon development incorporating the most up to date technology.

G) Does the application proposal have an acceptable impact on the amenity of the surrounding area in terms mitigating the impact of flooding?

BCS16 addresses the issues of Flood Risk and Water Management.

The site as a whole falls within Flood Zone 1 but as it is over 1 hectare in area, a Flood Risk Assessment was included with the submission. This identified that although the proposed development would be classified as 'more vulnerable' due to the residential element, the risks from fluvial, groundwater and sewer flooding is low as is the risk of flooding from artificial sources and there is no risk of tidal flooding.

The risk of surface water flooding on site is low but residential areas to the east of the site are at high risk of surface water flooding with historical flooding on Bamfield and the main roundabout to the west of The Mounds. It is important that development of the site does not increase the risk of flooding in these areas and where possible opportunities to reduce risk to these areas should be considered.

A Surface Water Drainage strategy is included which show the area towards the eastern boundary within the main park selected for the strategic SUDS infrastructure, in the form of retention basins and swales, designed to accommodate runoff and discharge it into the drainage system at greenfield runoff rate using hydrobrakes. The capacity of the infrastructure takes account of climate change and predicted increases in rainfall.

Sediment in runoff, leaks and spills of contaminants during the construction phase and potential disturbance to existing drainage and ground water will be managed to minimise impact.

The Drainage Team have confirmed that the strategy is acceptable but recommend that full detail of the design of the sustainable drainage, and its subsequent management, for each development plot be required by condition.

G) Does the application proposal acceptably address the issue of land contamination?

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The information submitted with regard to ground conditions remains unchanged from those made in the context of 18/03537/PB and accordingly similar comments are made by the Contaminated Land Officer.

Residential being a sensitive end use, it is essential that a satisfactory knowledge of the ground conditions is obtained to inform what remediation methods are required to make the site safe.

Policies BCS23 and DM34 being relevant to this issue.

The Environmental Statement includes a section on Ground Conditions and notes that this is interrelated with effects on surface water, there being an onsite drainage ditch to the east.

Because the underlying rock has some properties as an aquifer, this falls under the control of the Environment Agency and they have been consulted accordingly.

There is potential for contamination to be found on site from the former airport on site following the demolition of the buildings but also connected to the use, which included storage of fuels. In addition The Mounds SNCI is a former tip which gives rise to the risk of ground gases and testing here in connection with the 2017 application for the development of 'Hengrove Phase 1' revealed comparatively high levels of gases.

The intrusive investigations which have been undertaken were limited in extent and only over a one month period. It is recommended that more testing closer to the mounds, and over a longer period of time, is undertaken.

Elevated levels of some contaminants have been found from the testing to date and the recommendation within the report that more testing is undertaken is concurred with.

In response, they have raised no objection to the proposal but have recommended conditions requiring a Remediation Strategy based on further investigation, a subsequent Verification Report, report of any Unexpected Contamination and a need for Consent for the infiltration of Surface Water.

Conditions are recommended to reflect these comments.

In addition to the above, due to the former airport use, there is also some risk of UXO and a UXO risk assessment has been undertaken. This concludes that there is no evidence to suggest the site was subject to bombing nor did it sustain bomb damage either directly or within its immediate vicinity. A programme of measures are recommended to include awareness briefing and methods of works to include window sampling and trenching in previously undeveloped areas.

H) Does the application proposal successfully mitigate its impact on the ecology of the site?

Policy DM16 requires that any development which may have an impact on nature conservation be informed by survey work and avoid where possible harm to nature conservation interests and take opportunities to connect habitats to wildlife corridors.

The Environmental Statement contains a chapter on Ecology.

The application site is close to a number of Sites of Nature Conservation Interest,(SNCI's), to include The Mounds to the west. A large part of the site is a designated Wildlife Corridor, therefore Policy DM19 applies. This states that development which would have a harmful impact on the connectivity and function of sites in Wildlife Corridors will only be permitted where the loss in connectivity, or function, of an existing Wildlife Corridor is mitigated. Development should integrate existing wildlife

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corridors. Where this is not practicable it should provide suitable mitigation in the form of on-site, functional Wildlife Corridor(s). Development should also provide mitigation for any habitats, species or features of value associated with the Wildlife Corridors, where they are harmed or lost. This should take place on the development site wherever possible.

An ecological survey was undertaken prior to the consideration of the previous application. From this a range of habitats were recorded across the site and while it is dominated by amenity grass land, semi-improved grass land and hardstanding, there are some more species rich areas of neutral grass land on site and an area of dense scrub. A large number of birds were recorded, which were considered to have come from surrounding SNCI's and housing with the site itself considered unlikely to support any bird species or numbers of note. Three trees, scheduled for removal, were assessed as having low potential for bats. Bat surveys using a detector were undertaken and revealed a low amount of bat activity. It was considered very unlikely that badgers were on the site but likely that there was a small populations of toads.

Consequent to this work additional bat and reptile surveys were undertaken by specialist ecologists. The results of these indicate that there are no further surveys needed of bats and no reptiles recorded.

The Nature Conservation Officer has confirmed that the date of these surveys renders them acceptable in the context of the current application and similar recommendations are made to mitigate the impact of the development and the loss of habitats.

This will include the submission of an Ecological Mitigation and Management Strategy to cover the provision of bird and bat boxes and the employment of an Ecological Clerk of Works.

In addition the planting of native species of types is recommended that will provide for additional foraging opportunities for a range of species.

External Lighting should be submitted that shows lux levels as they affect retained areas of ecological interest to be retained and land outside of the site boundary.

It is recommended that structures with flat or shallow sloping roofs include living brown roofs.

All these measures should be included in the detailed landscaping schemes for each phase that will be part of Reserved Matters.

During construction a Precautionary Method of Working statement will be required by condition and adhered to. The felling of the trees with low potential for bat roosts must be undertaken using the soft fell method.

In addition to the impact on the application site itself, there will be an increased use of the surrounding open spaces for recreational purposes by incoming residents and in particular The Mounds SNCI. This will bring with it the potential for paths and the landscape of that area to be degraded with an associated detrimental impact on its nature conservation value. To help mitigate this impact work is needed to manage access into this area, to undertake ongoing habitat management and provide wildlife interpretation.

The city is currently working with Avon Wildlife Trust on their My Wild City project with the capacity to undertake some work on SNIC's, and possibly the Mounds, within the next three years, after this it will fall to the city council to manage the site.

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This issue was also raised in connection with the approved development at Hartcliffe Campus, which is close to the Hawkfield Meadows SNCI, and a contribution of £40k agreed enable this ongoing management.

In this instance, to reflect the larger number of new residents and the larger size of the SNCI, a sum of £80k is sought.

It is recommended that the contribution be linked to occupation of 50% of the development.

l) Does the application proposal successfully mitigate its impact on the trees on the site?

The site includes a number of woodland groups and more openly grown ornamental swathes of trees bordering the site towards the east. These are mostly towards the boundaries of the site with the two principle areas of woodland either backing onto the Western Drive Industrial Estate or alongside the boundary to the Bottleyard Studios.

BCS9 concerns existing green infrastructure and the need for it to be retained or mitigated, while DM17 specifies that new development should integrate important existing trees and includes the Bristol Tree Replacement Standard, (BTRS) to calculate the number of trees that are needed to mitigate the loss of existing- which can translate into a financial contribution if this cannot be accommodated on site.

An Arboricultural Survey and Impact Assessment,(AIA),are included in the application. The latter takes into account the physical impact of development on trees but also the interrelationship between trees and proposed development.

The comments in the AIA- that the conifers around the former athletics track need not be included for the purposes of the Bristol Tree Replacement Standard calculations as it is essentially an overgrown hedge are agreed with.

As proposed 859 individual trees will be lost, 5 full tree groups, 6 part tree groups and 2 hedges. A programme of tree works to some of the retained trees is included.

The issue of the row of mature poplar trees that abut the area of woodland backing onto the Western Drive industrial estate, which are considered category A, is considered above under previous Reasons for Refusal.

The groups of woodland that are to be retained have similar characteristics and to maintain them as woodland that will have amenity value in the long term, a programme of woodland management, to include felling and new tree planting over twenty-five years will be required. Given the timescale for these works it is recommended that this commence along with the first phase of development to the north of the existing buildings, i.e. exempting the education site and bookends.

There is no major objection to the loss of other trees on the site and those to be retained are away from residential properties and therefore problems of shade and leaf fall are unlikely to arise.

There will be a need to address the Bristol Tree Replacement Standard to mitigate loss including the wood land trees.

A BTRS calculation has been provided which states that to compensate the loss of the 859 trees, taking account their condition and size, 1,280 trees would be required as compensation. A Tree Planting Principles Plan,(TPPP) which includes extra heavy standards to native trees and feathered

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whips is included. As a number of the proposed trees are extra heavy standards it is considered that these can count as three new trees and overall the BTRS is met.

The TPP includes a recommended mix of trees, which is broadly supported but full details, to include tree pits, will be required at Reserved Matters Stage.

Notwithstanding, there is concern that the survival of the new trees will be hampered by the need for regular watering, which given the number proposed will be a substantial undertaking.

There are examples of street tree planting in Stockholm which are irrigated through natural drainage, with tree pits being located at a lower level than the surrounding area and therefore benefitting from runoff. This can significantly reduce the watering requirements.

It is recommended that the detailed landscaping design is coordinated with the detailed SUDs design to take full advantage of this approach where possible.

Some incursion into the Root Protection Zone of retained trees may result from the need to relevel the site though it is concluded that this will be limited and details of recommended best practise is included. An Arboricultural Method Statement will be required by condition to address all works for each phase that may have an impact on retained trees and their root protection zones.

A tree protection plan is included which will protect the two woodland areas and the trees along the corridor of open space adjacent to St Giles Estate. It is recognised that the development will be phased and not all the protective fencing will be required all the time. Access routes and site compounds may also require tree protection.

In addition to retained trees, it is also recommended that areas where new trees are to be planted the area be protected from damage such as compaction by construction vehicles and spillage of oil or other chemicals.

Details and phasing of all fencing will be required by condition.

This will link to the matter of enabling continued public access to the undeveloped part of the site.

In addition to the provision of new trees on site, there are concerns that a number of the trees to be retained along the eastern edge of the park are ash trees and are affected by ash die back. The landscaping proposals for the park must include provision for replanting of this area with disease tolerant species.

The condition pertaining to the landscaping of the park will cover this issue.

J. Does the application proposal successfully mitigate any impact on archaeology on the site?

The Environmental Statement includes a Chapter on Cultural Heritage. BCS22 and DM31 are relevant to the consideration of heritage assets.

This refers to records of roman activity in close proximity of the site to include a roman coin hoard on the banks of a stream to the south of Hengrove Way but nothing has been recorded within the site boundary. Likewise there is record of Medieval and Post Medieval assets in the vicinity of the site but not on the site. However there are assets of modern date associated with the former Whitchurch Airport to include the runway and a likely barrage balloon tether.

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An archaeological watching brief was undertaken in connection with the development of the Skills Academy and an archaeological evaluation in 2005.

In connection with the current application mechanically excavated trial pits and soakaway pits were monitored archaeologically and no features of interest found. Aerial photograph and LiDAR analysis has been undertaken which show the airport and land to the north having been in agricultural use.

It is considered likely that the more recent construction works in connection with the airport and running track and sports centre will have damaged any older archaeological assets in this part of the site but there is a low possibility that they may exist in land to the north.

An archaeological watching brief is recommended and the recording of all extant features connected to the airport.

This conclusion is supported by the council's archaeological officer who has commented on the national significance of the airfield during the Second World War as one of, and possibly the only, wholly civil airfields in the country and the desirability of preserving landscape remains of the use and where possible using them to inform the design of the scheme.

This importance is reflected in the fact that the revised Local List of valued buildings published on 4th February 2019, now includes Whitchurch Airfield runway.

Accordingly the proposals as they affect the runway must be assessed against the relevant sections of the National Planning Policy Framework as set out below.

The master plan for the park with the previous application involved the loss of the actual surfacing of the runway but the line of the runway was partly retained though not the width.

The removal of the area of allotments from the park and the community orchard has enabled the line of the runway to be retained almost in its entirety, to be marked by tree planting. In addition the design of this line, to include the Runway Park, now incorporates a wider, flat area.

Para 192 of the NPPF advises that in determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 197 advises that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The loss of the surfacing and a reduction in width of the line of the runway is considered to amount to substantial harm however it has not been a runway since the closure of the airport and there is no prospect of it being reused.

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Taking account the public benefit that will arise from creation of new housing, to include 30% affordable plus a new high quality park and other improvements it is concluded that the approach to the layout is sufficient and outweighs the harm.

The condition requiring a scheme of archaeological work specifically includes reference to a landscape survey of all airport related development being required before works that affect them take place.

In addition there is an option of the programme of public art reflecting the aeronautical history of the site and this is specifically referred to in the recommended public art condition- see below.

k) Can an acceptable design solution be found for the site?

The design of the proposed park, layout and density of the proposed housing as they relate to policies HWP1, HWP8 and HWP10 of the Hengrove and Whitchurch Neighbourhood Plan are discussed above under previous Reasons for Refusal and under section B), which specifically considers how the proposals respond to the Masterplan Moves.

It however remains relevant to consider other aspects of the design and layout of the proposal based on what is included for approval with the application in the form of the regulatory plan and within the Design Codes and what is included in the Design Codes as indicative, plus other indicative material, against the provisions of relevant policies to include the Urban Living SPD.

i) Building heights

The height of the proposed dwellings is intrinsically linked to the density and the associated regulatory plan shows the maximum building heights, which range from six to two storeys, is intended to ensure a development of an acceptable density.

The heights will however have a significant impact on the appearance of the development.

The height shown is greatest along the main roads, where the plan shows apartment blocks being concentrated, and decreases away from these points where single dwelling houses are proposed.

This did initially include a high building immediately adjacent to the hospital and there was concern that this would have an adverse impact on staff and patients. Accordingly an area is now shown on the regulatory plan in this location where it is stated that a suitable height will be determined through Reserved Matters.

The proposed office building and apartments, with commercial ground floors, on the bookends to the south of the existing buildings are shown as being a maximum of 5 storeys.

The proposed heights form the basis of the Landscape Impact Assessment which highlights the visual impact the development will have from view points at higher levels and in particular the public right of way along Maesknoll to the south. There is potential for this impact to be softened through the use of a well designed roof scape for the higher buildings in particular. This detail will form part of the reserved matters.

The regulatory plan also shows the character areas, which in turn link to the Design Codes. These contain a range of guidance, regulatory and indicative, and of varying degrees of detail.

ii) Location/Design of -A1-A5 and D1 uses

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The siting of these uses on the ground floors of the bookend developments is considered to be appropriate given that they are in an area of existing high levels of activity, close to existing bus stops and car parks. The compatibility with HWNP10 and the Masterplan Moves is considered above.

A flexible consent is being sought and if granted, the General Permitted Development Order would allow for changes between permitted uses within a ten year period. Therefore all eventualities must be considered.

Some of these uses bring with them potential for noise and odour nuisance to residents /occupiers of upper floors, particularly in respect of bars and takeaways, and Reserved Matters should include information on noise insulation, odour control details, the size and location of refuse and recycling storage, which must be separate to that serving upper floors, the provision for servicing and deliveries, to include drop off should a use such as a Creche occupy the unit, disabled parking and cycle parking for staff and visitors.

The amount of visitor car parking for these uses will be very limited though the existing car parks will remain.

Details of shop frontages will also be required as part of Reserved Matters and should include integral security measures if required.

Conditions are recommended to restrict hours of the use of the internal area and the use of external areas plus to require the completion of shop fronts and internal fit outs before any occupation of upper floors to prevent them remaining empty.

iii) Location/Design of Community Uses

A community use is usually considered to be a mix of D1 and D2 and by definition sui generis.

The proposed community building is not in the centre but shown as being sited on the edge of the residential development adjacent to the main park where it accessible by a number of proposed pathways and equidistant to much of the proposed development as well as being well placed to be used by existing residents. Reserved Matters shall include full details of the building to include refuse and recycling storage, provision for servicing and deliveries, parking and cycle parking for staff and visitors, noise attenuation measures and any other associated plant. There will be a need to accommodate disabled users and community transport.

A condition will be recommended restricting hours of use given proximity to residential properties.

The location of the sports pavilion in relation to the pitches and the access to this facility has been commented on by Sport England. The proximity to the MUGA is supported as it will provide mutual casual surveillance. There is no direct vehicular access or bespoke parking provision although it is in close proximity to a key footpath link to one of the perimeter roads with the site.

Some concern has been expressed about the isolation of the scouts hut however as proposed it directly faces Bamfield Road which allows casual surveillance and some limited parking to serve the new facility.

iv) Public Art

The public art strategy submitted with the application sets out an approach to working with artists and the community. It refers to focusing on the central area of the proposed new open space and working with local community groups alongside commissioned artists looking at embedding the culture and

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heritage of the Hengrove Area, to include the airport heritage, and developing play opportunities. It is also proposed to undertake commissions associated with the natural environment based on nearby areas of nature conservation value such as The Mounds and Hawkfield Meadows.

The work will start at the early stages of development and a delivery mechanism is included in the strategy.

HWP3 states that 'public art projects for the park and new built environment are encouraged in order that the profile of the new development is raised and its distinctiveness and local character established', there is reference to the incorporation of airport heritage in public art.

A condition will be recommended to require a delivery programme, delivery mechanism, a phasing plan and approval of details.

The development complies with this part of the Neighbourhood Plan accordingly.

iv) Fire Safety

The proposal has been considered by Avon Fire and Rescue who advise that a total of 51 new hydrants will be required to serve the site and have indicated them on the illustrative master plan. A financial contribution will be sought from each phase of development to enable these to be installed as required.

v) Sustainable Urban Drainage System (SUDs)

The issue of flooding and the strategic elements of the SUDS scheme for the site, that are proposed within the main open space have been considered earlier in the report.

Within the development itself, the Runway Park, the Village Green and the open space alongside The Avenue have been designed to incorporate drainage in the form of swales and bioretention features. Indicative layouts in the Design Codes show drainage areas alongside most road types.

The overall approach is acceptable but more detailed information regarding all aspects of the SUDS, to include maintenance, will need to be submitted for approval as Reserved Matter in connection with each phase.

As noted above under consideration of arboriculture, SUDS design should consider where trees can be planted to take advantage of drainage.

vi) Noise

The Environmental Statement includes a Chapter on Noise and Vibration.

DM35 requires assessment and mitigation where proposed noise sensitive development such as residential may be affected by noise generating uses.

Key existing noise generators which have potential to impact on the living environment of future residents include the Leisure Centre, Hospital and Bottleyard Studios, with regard to plant and deliveries, the Play Park, commercial properties within the Western Drive Industrial Estate and surrounding roads.

Noise readings taken on site and the future noise environment following construction modelled. From this sound insulation measures are recommended for some identified parts of the development.

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However there is some concern that the noise readings and assessment have not adequately addressed all sources of noise generation and a condition is recommended that requires some additional work to inform a comprehensive approach to sound insulation and so offset the potential for noise complaints.

Should any of the sports pitches, to include the MUGA, be floodlit then a noise and lighting impact would be required as relevant.

The implications of proposed uses that may generate noise and impact on proposed dwellings is considered above.

There are also concerns regarding the impact of construction noise and vibration on in particular the Hospital and the Bottleyard Studios. The recommendations within the ES that the effect of noise and vibration on nearby sensitive receptors can be minimised through a good communication strategy is supported and the Construction Management Plan that will be a requirement of each phase of construction will refer to this.

iv) Power plant

The power plant that is referred to as being part of a potential energy strategy for the site is proposed under apartments. Examples of similar arrangements have been provided which show the power plant accommodated in a semi basement to allow main entrances to apartments to be at ground floor level. The location of the flue would have to be carefully considered.

Details of a power plant will be required by condition should it come forward as a confirmed element of the energy strategy as well as a programme for its construction. The condition will extend to how each phase would link to a power plant and require that evidence of this be provided prior to occupation.

v) Education provision adjacent to the Skills Centre

As this part of the development now benefits from Full Planning permission while it will still be necessary to condition Reserved Matters for this part of the scheme, it is recognised that a Reserved Matters application is very unlikely to be submitted.

L) Can an acceptable transport and movement solution be found to accommodate the proposed development?

A Transport Impact Assessment has been submitted which models the impact of the projected number of vehicles at all the junctions that may be affected by the development in combination with that generated by other developments in the vicinity to include Hartcliffe Campus. The impact of natural growth has also been modelled without the development to provide comparison. It is accepted that the latter two factors will be the cause of some impact on junctions but it is clear that at some junctions the development will have an impact in its own right.

This impact includes some additional queueing at junctions with the following being most affected;

Wells Road/Airport Road/Wooton Park junction- this will be affected by development traffic but it is not considered to be server when compared to natural traffic growth.

Hengrove Way/Airport Road/Creswicke Road/Bamfield- it is apparent that the proposal will have an adverse impact on this junction. A reworking of this junction, to include signalised junctions and a bus priority lane allowing access to Filwood Park Lane, has been designed and will be required in

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connection with the development of the development. This will accommodate the predicted increase in traffic, prioritise bus movements and help address the historic accident issue at this junction.

Hengrove Way/Roman Farm Road/Hengrove Leisure Park- some impact but not considered to be significant.

The Hawkfield Road/Bishport Avenue/Hareclive Road junction is to be upgraded to a single signalised junction. Even with this there will be some queuing but not such to be significant.

Whitchurch Lane/Bamfield junction is shown as improving due to the traffic that will divert through the site. This is recognised but there are concerns regarding rat running through the site. A scheme of traffic calming is required to deter such usage. A redesign of this junction has been submitted that facilitates movement but also greatly improves pedestrian and cyclists crossing linking into cycling lanes on Hengrove Way.

Hengrove Way/Whitchurch Road/Cater Business Park- the queue length is predicted to increase at this point and measures to reduce the need for the private car are needed.

Where junctions works are proposed they are designed to support sustainable modes of transport and help address the previous Reason for Refusal based on car dependency.

Along with physical works, it is important that personal travel plans are developed to enable and encourage the use of sustainable modes of transport. The applicant has opted to pay a contribution per dwelling for the council to draft up and manage travel plans. This can be payable in phases as development comes forward.

There will be a need for the applicant to draft the travel plans for the non-residential uses though the council will audit and manage them and a financial contribution of a total of £12,000 will be required based on the amount and type of non-residential floor space proposed. It is recommended that this be provided pro-rata to ensure that the cumulative impact of these uses is mitigated with regard to the generation of vehicular trips.

The scheme is designed so it could accommodate the Metrobus should a decision be made to re-route it through the site. The routing of Metrobus through the site, if it occurs, will assist in the sustainable nature of the site but as well as this it will create a connection to the wider orbital services. Bristol's bus strategy aspires to have high frequency services on the radial routes. This can be achieved by creating a public transport hub within the Hengrove development. This would require the implementation of high quality facilities. The optimum location for this is between the leisure centre and hospital.

The existing bus stops on the Boulevard and Hengrove Promenade must be retained. This is for current and potential future bus services. This will create greater flexibility for future service outings. It is anticipated that as a result of this proposal a greater number of services will utilise the new stops on Airport Road. They will also connect with future Metrobus services. Therefore we would require a contribution of £35,766 to provide new shelters at these stops.

Consideration should be given to bus priority measures at the following points; All approaches from within the developments; All approaches from outside the development; and Other parts of the network outside of the development. These must be designed to ensure the punctual and reliable operation of bus services. These should include such measures as: bus lanes, pre-signal or intelligent

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traffic signal priority to ensure the bus gains advantage over the private car and therefore becomes more of an attractive option.

The provision of new bus stops to the north of the bus gate proposed within the site are welcome and considered necessary to enable a modal shift from the private car.

Some improvements to cycle way provision in the vicinity of the site will be required to include the upgrade the connections to Whitchurch Lane on the Boulevard, upgrade the delineation of the route on the north side of Hengrove and either upgrade or provide the cycle link between the site and Filwood Broadway. These are to be addressed by condition. The scheme includes a cycle link to Bamfield, at present there is no provision for cyclists on this road, as a minimum carriageway cycle lanes will be required to link in and out of the site.

A zebra crossing and table on Bamfield to provide a safer route to Perry Court School is recommended.

Pending these measures listed, the impact of the development on the existing highway network is considered acceptable and there is no objection from the highways team.

#### Road Layout

The regulatory plan shows a hierarchy of streets to include a main north south route, with a bus gate approximately halfway and a key link to Bamfield. That this complies with the relevant Masterplan Move has already been commented on.

Where the streets join existing highways detailed design of new junctions to ensure highway safety will be required. Junctions should be level to both cyclists and pedestrians giving clear priority over the private car.

The guidance on road design within the Design Codes is generally compatible with highways preferred layout. Detail will be required at Reserved Matters stage and also through the subsequent Section 38 Agreements that will be required for those roads that are to be adopted

A network of walking and cycling paths is proposed as an intrinsic part of the highway layout of the site and full details will be required at Reserved Matters to include provision for a fully accessible route through the site.

A financial contribution will be required to cover the costs of Traffic Regulation Orders to cover the proposed bus gate, regulation of vehicle waiting and proposed 20 mph speed limit.

To improve legibility to help people access and use sustainable transport modes in this area to reach key destinations, wayfinding information should be delivered.

Electrical Vehicle Charging Points will be required by condition and this will be at a greater percentage than the 5% included in the adopted local plan reflecting more the target in the draft revisions to the local plan which requires 20% with passive provision for the remainder.

Where parking is in curtilage or in a shared courtyard serving apartments then passive provision will be made, with regard to other parking spaces, build outs will be required or other accommodations to enable charging points while still securing an adequate width footway.

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HWP12 refers to the need to promote sustainable and active travel and the need to include electrical vehicle charging points, cycle parking, car club, to strengthen cycle routes and improve pedestrian routes. It is considered that the proposals comply with this part of the Neighbourhood Plan.

M) Does the application proposal have an acceptable impact on health and education provision in the area?

Objectors have referred to the impact on the availability of doctors and education arising from the increase in the number of residents in the area.

The National Planning Policy Framework states that planning of sustainable should, amongst other things, take into account social objectives and provide accessible services. It states that strategic policies should make sufficient provision for community facilities such as health, education and cultural infrastructure.

It advises that Local Strategies to improve health, social and cultural wellbeing should be taken into account.

There is reference to the need for local authorities to take a pro-active, positive and collaborative approach to providing sufficient choice of school places but expands on this to the effect that this refers to giving weight to this in decisions on planning applications and being involved in pre-application work.

Policy BCS11 refers to the need to ensure growth is supported by the provision of infrastructure, services and facilities needed but that this will be secured through Community Infrastructure Levy.

The Environmental Statement analyses existing provision of both health care and education facilities in the area and the impact of the projected number of residents.

a) Health Care

With regard to health care, figures for the Whitchurch Health Centre do show a higher than average number of patients per GP though they are still accepting new patients.

The North Somerset and South Gloucester Clinical Commissioning Group and NHS England South, South West Team have provided a joint comment on the application. They underline the importance of primary care in the overall objective of reducing reliance on hospital care and comment that health provision in the future will work at scale as larger practises have more capacity to provide increased services and the necessary infrastructure to provided quality service.

Although General Practices operate as individual businesses they are contracted to the NHS and are publically funded. They can borrow funds for new development and occasionally seek public money for revenue purposes.

They comment that the projected number of residents on the development is too small for a sustainable individual GP Practice and that it is likely that most residents will seek to join the Amada Family Practise at Whitchurch Health Centre. At present the amount of space available for registered patients is 90% of what the NHS premises guidance suggests, with the projected increase this would fall to 79%. The building has capacity to provide the additional space but at the moment that space is only suitable for office use and a contribution of £90,000 is requested for the internal alterations that would be required to enable this to happen.

This is considered a reasonable and proportional request.

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HWP11 supports the extension of GP surgery provision at the Whitchurch Health Centre and this proposed contribution will comply with this.

It is outside of the remit of the planning system to provide and pay for new GP's.

There is also a comment that pharmacy provision is reviewed on a three year basis and if a need is identified due to the development a new contract could be issued. Similar applies to the possibility that optometrists may seek to apply for new contracts to be located in the development. Both uses could be accommodated in the non-residential floor space proposed if this transpired.

There is a request that floor area be provided for these uses at reduced rent pro rata to the number of dwellings complete. However at present it is not known when the non-residential floor space will be built out and who will own or manage it, it could be built at a stage when a large number of dwellings are already on site. It is also not possible to know at this stage what the rent will be. Given this number of unknowns, while there may be justification to allow a reduced rent to enable provision of these uses, there can be no mechanism through the planning process to secure this.

There is no observed need for dental services.

It is commented that public transport, walking and cycling routes should be provided within the development to include routes to the Whitchurch Health Centre, which are included in the scheme.

When considering health issues it is relevant to take into account broader matters, which contribute to a healthy life and on which the Health Impact Assessment comments, including the provision of decent and adequate housing, access to open space, air quality, noise, accessible and active travel opportunities, local food growing opportunities and the provision of community facilities.

The scheme as proposed will incorporate all these features.

b) Education

In respect of school development, funding for School Schemes set out in the Schools Organisation Strategy are specifically on the Regulation 123 list of infrastructure that the council may apply CIL revenues to. This strategy includes action that will be needed to provide sufficient schools to meet projected demand and includes provision for partnerships with academy/free school providers but excludes the independent sector. This strategy is partly funded by the council but also receives funding from the DoE.

Because this appears on the Reg 123 list, although it may be development that is generating the demand for additional school places, it must be emphasized that it is not possible to secure any additional funding beyond CIL towards this schools provision through the planning process.

Notwithstanding the funding situation, information on existing school provision in the area in the statement with the application refers to an existing surplus of spaces at Bridge Campus at the secondary level but a scarcity of places at primary level.

The Education Programme Manager has considered the demand for school places that may be generated by the development at Hartcliffe Campus and the current development at Hengrove and advises that this will be 59 primary places and 47 secondary places for Hartcliffe and 300 primary places and 240 secondary spaces at Hengrove.

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This is equivalent to under 0.5 form of entry at both levels for Hartcliffe and around 1.5 additional forms of entry at both primary and secondary levels at Hengrove.

It is concurred that there is presently capacity at Bridge Learning Campus at secondary to accommodate this but not at primary. All other schools at both levels within the vicinity are either close to capacity or projected to reach capacity.

There will be a need for new capacity at secondary by 2021 but on the basis of known existing need for secondary places in the wider area the DfE have approved and secured the site of The Park in Knowle West for a new 6FE secondary school to open in 2013, which will provide sufficient capacity to serve the development at that level.

In respect of primary places, funding for works to provide additional in the vicinity of the application site is potentially available from Housing Delivery Service on the basis that it will serve the new housing. Should the housing not take place, then Education would not proceed with works were it to result in too many school places, which would be less sustainable and be an abortive cost for the council.

Looking at possible options for this, as Bridge Campus is a PFI site, if this were to be expanded development costs are likely to be higher than at non-PFI sites.

Other schools in the area are academies and any expansion will need to be agreed by the Academy Trust and the Regional Schools Commissioner.

Of these schools, it is Perry Court that has a small amount of existing capacity, which could serve initial demand, and development of this site would offer the opportunity to improve the poor condition of the existing buildings. It is in close proximity to the site and for these reasons the preferred option.

Following discussions with the school and initial feasibility work a planning application has now been submitted for the redevelopment of this site with if the current application is granted consent will be moved forward with a completion date of August 2021. This is projected as providing capacity for the new developments in the medium term but there will be a need to review the situation some time in 2014.

As above, these works are to be funded outside of the planning process and emphasized that they cannot be taken into account when assessing the planning balance.

Education will continue to monitor the situation as a whole with regard to projected school place demand and deliverable options that could serve an increase.

N) Does the application proposal have an acceptable impact on the existing neighbours of the site? The distance between the new development and existing residential development at St Giles Estate is significant and as a result of the existing mounds alongside the boundary to the estate, the development will be partially screened from many existing houses. Although in places it will be visible the intervening distance will off set any loss of privacy or light.

Due to concerns about this aspect of the scheme, accurate cross sections have been provided to show the outline of the proposed development.

The new roads will generate noise, significantly the larger, main north south link and this has resulted in some sound insulation being proposed for the new houses but this will have little impact on existing neighbours.

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There can be no objection on these grounds.

9.0 Overall conclusions and reasons for approval

The application must be determined in line with s38(6) of the 2004 Act, to determine the application in accordance with the Local Plan, unless material considerations indicate otherwise.

The new housing will contribute to the Core Strategy Target in BCS1 of around 8,000 in South Bristol, focused at Knowle West and Hengrove Park. The housing will support the economy of South Bristol and enable a good quality park to be created in lieu of the existing green space, which lacks facilities. It will include a policy compliant amount of affordable housing spread across the site.

The proposed road and path network will ensure a fully permeable development with good links to existing development and an emphasis on pedestrian, cycling and public transport facilities.

A redesign junction to the north of the site will address existing highway safety issues and prioritise public transport.

The Design Codes will guide a good quality scheme as it is worked up through the Reserved Matters process and secure compliance with the Urban Living SPD.

Proposals to expand school provision for south Bristol will cater for demand from incoming residents and a contribution will facilitate extended primary health care facilities.

Therefore the proposed development is in accord with the Bristol Core Strategy.

It accords with the site allocation, most of the relevant policies within the existing Bristol Local Plan. The area where there is not full compliance with the Local Plan is air quality.

In respect of air quality, there is a predicted decrease arising from operational traffic from the development at small number of receptors at the Parson Street gyratory to include Parson Street School. A balanced decision must be made regarding this and the desirability of a comprehensive redevelopment of the application site.

It has been carefully considered against all relevant policies in the Hengrove and Whitchurch Park Neighbourhood Plan in particular those which were mentioned in the previous Reasons for Refusal. It is noted that it is not possible to comply with the provision of the one-stop shop and library services which require funding and commitment from the relevant Council services.

Key differences remain as follows;

- i) the 26.6 Ha of open space proposed is below the 29.5 Ha indicated on the illustrative Masterplan included in the Neighbourhood Plan (which informs the “Masterplan Moves” and is referred to in HWP8).
- ii) the omission of formal children's play on the illustrative plans for the park
- iii) the anticipated density of housing being 66 dph as opposed to 70dph,
- v)The siting of the community building away from the proposed centre

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Having carefully considered the wording of these in detail, it is concluded that the revisions to the proposals have adequately addressed the previous concerns and that there are no substantive reasons to justify refusal of the scheme as now amended.

A number of conditions are recommended to ensure that key features are included at Reserved Matters taking account of the likely phasing of development, details of which are at present unknown. A full list of proposed conditions will be circulated ahead of the Committee meeting.

#### 10.00 Method of Securing Contributions

As well as the Affordable Housing, there are a number of financial contributions that will be required from the development and triggers, based on the submitted development plots, have been agreed for those contributions.

The land is owned by the City Council and therefore it is not possible to enter into an agreement under Section 106 of the Town and Country Planning Act to address these requirements with ourselves, this will only be possible when a developer has secured sufficient interest in all/part of the site. Multiple developers could enter into individual agreements.

Who will develop the site is not yet known and one possibility is that the council will act as a developer for part of the site and retain land ownership accordingly.

At present there are monies available for infrastructure works to enable housing in the form of Housing Infrastructure Investment funding and pending agreement from Cabinet, it is proposed that this be used to implement some of the infrastructure to serve the development site, which would otherwise require developer funding through a legal agreement.

The funding of these works will make the development of the site more viable for developers.

Any land developed by the council will be at minimum planning policy compliant with regard to affordable housing and any that is disposed of will be on basis that a policy compliant amount of affordable housing be achieved.

There is therefore considered to be a negligible risk that affordable housing will not be secured and it has been agreed that on this basis it be the subject of a condition.

With regard to the financial contributions, if these could only be secured through legal agreements signed with developers it would not be possible for the council to use the funds available through grants to pay for infrastructure works at an early stage and influence viability.

Accordingly it is agreed that the contributions can be subject to an internal Memo of Understanding,(MoU), or an alternative informal agreement. Whilst this is not legally binding, the City Council will continue to have accountability for these matters and therefore the risks of not securing the contributions is extremely low. Where funds are site specific, for example in the case of Fire Hydrants, these costs will be transferred to developers through the disposal mechanism. The risk attached to this approach of not securing the necessary contributions is again considered negligible.

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In conclusion, the very special circumstances pertaining to this site and the urgent need to get development of housing and affordable housing underway on the site mean that a legal agreement, which would normally be needed, can be replaced by a condition and a MOU/ alternative agreement.

The MoU/alternative agreement shall cover the following;

- i) A Contribution of £80,000 towards the management and maintenance of The Mounds Site of Nature Conservation Interest to be payable upon, or before, occupation of 750 no. dwellings.
- ii) A contribution of 51 X £1,500 for the fire hydrants as shown on Plan A attached, payment to be made for those hydrants falling within any plot within which they fall prior to the commencement of development of that plot.
- iii) A contribution of £135 per dwelling for the city council to undertake a Residential Travel Plan to be payable prior to the commencement of development of each phase of development for the residential units within that phase.
- iv) A contribution of a total of £12,000 for the management and auditing of a Travel Plan for the non-residential floor space; A1: £3,500, B1: £3,500 and D1 £5,000, - amount to be upon the commencement of use of the first floor area falling into that Use Class.
- v) Traffic Regulation Orders as follows;
  - a) £5,540 for the introduction of the bus gate - to be payable prior the commencement of the development of either Plots B, D, F, G1, G2, H1, H2 and I or prior to the commencement of works on the road connection to Airport Road), whichever comes first.
  - b) £5,540 for each phase for the introduction of waiting restrictions to be payable prior to the commencement of that phase - excluded plots E1,E2,E4 and E5
  - c) £5,540 per phase for the imposition of a 20 mph speed restriction - to be payable prior to the commencement of development.
- vi) £35,766 to provide new bus shelters to stops on Airport Road payable upon or before commencement.
  - vi) £318,000(plus 5% contingency) towards x4 new bus stops within the development; 50% (stops 7 and 8) to be payable prior to the commencement of development of plots Plots B, F, G1 and G2 and the remainder, (stops 9 and 10) to be payable before the development of plots H1,H2, and J.
  - vii) £1.1m towards the construction of a redesigned junction arrangement to the north of the site between A4174 and Bamfield to be payable prior to the commencement of the development of plot B, D, F, G1, G2, H1, H2, or I , whichever is developed first.
  - viii) £90,000 towards the upgrade of the Whitchurch Health Centre to provide new surgery floor space, to be payable upon or before the commencement of any phase of development that includes residential accommodation.
  - ix) £810,000 to enable the reinstatement of an area of allotments at Oatlands Avenue to serve the development and upgrade of existing allotments within the same campus payable upon first occupation.

11.0 Is the application CIL liable?

This is an outline application. The CIL regulations require that CIL liabilities are calculated when reserved matters applications are submitted as until the reserved matters stage it is not necessarily clear as to the exact level of CIL liable floor space.

RECOMMENDED: APPROVAL

## **Supporting Documents**

### **1. Hengrove Park, Hengrove Way, Bristol,**

1. Appendix A
2. Appendix B
3. Appendix C
4. Appendix D
5. Hengrove Park DAS extracts



**01a** previous illustrative masterplan



**01b** proposed illustrative masterplan



**02a** previous illustrative masterplan



**02b** proposed illustrative masterplan - increase size of Hengrove Park



**03a** previous illustrative masterplan



**03b** proposed illustrative masterplan - increase size of Hengrove Park



**04a** previous illustrative masterplan



**04b** proposed illustrative masterplan



**05a** previous illustrative masterplan



**05b** proposed illustrative masterplan



**06a** previous illustrative masterplan



**06b** proposed illustrative masterplan - alternate drainage layout



**07a** previous illustrative masterplan



**07b** proposed illustrative masterplan





- site structure**
- site boundary
  - focal building
- land use & building heights**
- townhouses: use class C3(a), height: up to 3-storeys, 13.00 from G.L.
  - townhouses: use class C3(a), height: minimum 3-storeys, 12.00 from G.L.
  - townhouses or flat over garage unit: use class C3(a), height: up to 3-storeys, 13.00 from G.L.
  - townhouses or apartments: use class C3(a), height: min 3-storeys, up to 5 storeys, 20.00 from G.L.
  - apartments: use class C3(a), height: min 3-storeys, up to 5 storeys, 20.00 from G.L.
  - apartments: use class C3(a), height: min 5-storeys, up to 6 storeys, 24.00 from G.L.
  - apartments: use class C3(a), height to be subject to technical assessment at Reserved Matters Stage) + GF retail (use class A)
  - apartments: use class C3(a), height: min 3-storeys, up to 5 storeys, 20.00 from G.L. + GF community (use class D1/D2)
  - community (use class D1/D2), height: up to one storey, 6.00m from G.L.
  - pumping station (use class sui generis), height: up to 7.00m from G.L.
  - apartments: use class C3(a), height: min 3-storeys, up to 5 storeys, 20.00m from G.L. + GF energy centre (use sui generis), stack height: 27.00m (min) above G.L.
  - educational facility (use class D1), height: up to three storeys, 15.00m from G.L.
  - office: use class B1, height: min 3-storeys, up to 5 storeys, 25.00m from G.L. + GF retail or community use (use class A or D1)
  - apartments use class C3(a), height: min 3-storeys, up to 5 storeys, 25.00m from G.L. + GF retail or community use (use class A or D1)
  - substation (approx location)
  - community D2, height: up to one storey, 6.00m from G.L.

- character areas**
- Perimeter Street Type 1
  - Perimeter Street Type 2
  - Mews Street
  - Living Street
  - The Avenue (east)
  - The Avenue (west)
  - Parkside
  - Park Edge (west)
  - Park Edge (south)
  - Village Green
  - Hengrove Community Hub
  - Street Crescent
  - Bamfield

- junctions**
- new junction
  - upgraded junction

- street hierarchy**
- primary street
  - tertiary/perimeter street
  - tertiary/living street

- access & movement**
- dedicated cycle path
  - pedestrian-only route
  - bus gate
  - bus stop

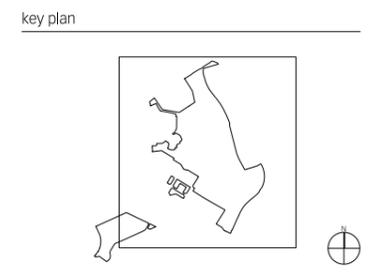
- landscape**
- root protection zone
  - Hengrove Park
  - Village Green
  - The Runway
  - The Avenue
  - Play Park
  - Retained Tree Planting

rev	date	by	revisions
A	11.04.19	NC	Site boundary updated.
B	26.04.19	NC	Allotments updated.
C	31.05.19	NC	Allotments removed from site.
D	16.08.19	SP	Park Road removed.
E	28.08.19	DP	Sports pavilion & Scouts hut (class D2) added. Paths updated
F	23.09.19	DM	key updated

notes

refer to topographic survey for G.L.

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LDS Standard Frame V1 - 11.10



project

Hengrove Park & Hartcliffe Campus

client

AECOM

architect

**Lifschutz Davidson Sandilands**

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drawing title

Hengrove Park regulatory plan

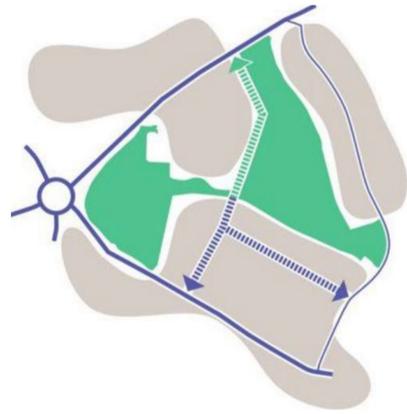
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1:3000	1:6000	NC	28.03.19

job no.	drawing	rev.
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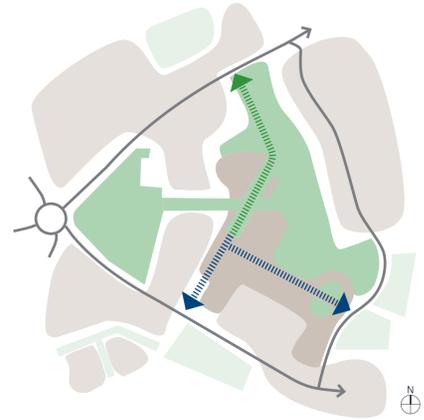


- 1 New Park design retains wide expanse of the former airfield
- 2 Taller and denser development is focussed around existing facilities to establish a new centre
- 3 A new boulevard link E-W connects the centre to Bamfield and creates a very legible central spine to the development
- 4 A new N-S pedestrian boulevard link ensures neighbourhoods and facilities are linked without compromising the continuity of the Park
- 5 Development overlooks the Park to create an attractive and safe edge
- 6 Fingers of park extend into the development to ensure the relationship with the Park is experienced throughout the development and to create more intimate community spaces
- 7 Perimeter blocks ensure the definition and balance of public and private space
- 8 Development to the East along Bamfield provides terraced housing with private gardens
- 9 Development to the north provides terraced housing with gardens and allows the possibility of linking with new sites in the future
- 10 The former Runway is retained but is re-imagined as a series of attractive and varied gardens which link the Park from east to west and create contrast to the expansive Parkland around
- 11 A dedicated area of sports pitches for varied use is established with a flexible pavilion building for community events and clubs
- 12 Children's area is retained and better integrated with the wider park
- 13 Existing wild landscaped area along the north eastern edge is enhanced to include new tree planting and habitat creation
- 14 Improve access and signage to the Mounds to allow it to function better as a destination and a distinct area of the Park and landscape

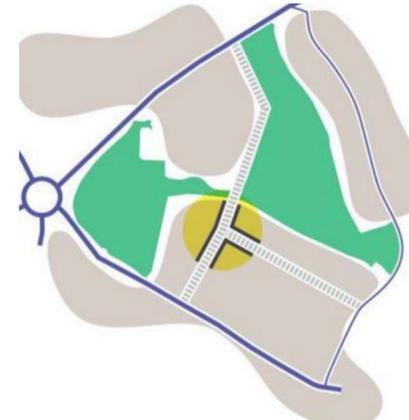
## HOW OUR PROPOSALS ALIGN WITH THE NEIGHBOURHOOD DEVELOPMENT PLAN



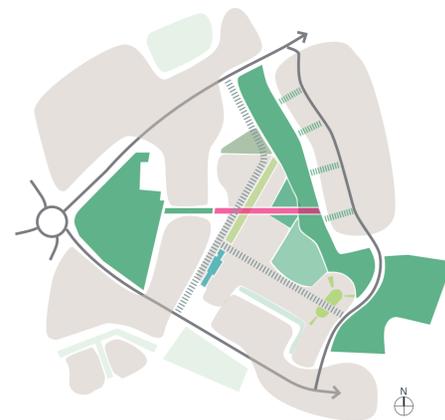
LINK NORTH TO SOUTH - MASTERPLAN MOVE NO. 1



CREATE A CENTRE - MASTERPLAN MOVE NO. 2



OPEN SPACE QUALITY AND CHARACTER - MASTERPLAN MOVE NO. 3



RESIDENTIAL CHARACTER AND DENSITY - MASTERPLAN MOVE NO. 4



EDGE CONDITION - MASTERPLAN MOVE NO. 5



## PROJECT VISION - MASTERPLAN UPDATES

Following a detailed review of the reasons for the previous submissions refusal (ref: 18/03537/PB), the Neighbourhood Plan submission documents and several Community Focus Group meetings including members of the Hengrove & Withchurch Park Neighbourhood Planning Forum (01.04.19 & 25.04.19). The Hengrove Park proposals have been updated. The following key changes have been made:

- ① **retain majority of category A trees**
  - reduction of 22 houses
  - increased size of parkland by 0.4 hectares
- ② **increase size of Hengrove Park**
  - reduction of 12 houses
  - increased size of parkland by 0.3 hectares
- ③ **increase size of Hengrove Park by adjusting profile of east-west road**
  - reduction of 9 houses
  - increased size of parkland by 0.2 hectares
- ④ **centralise the quantum of flat open space by relocating the allotments off-site**
- ⑤ **retain category A trees and road alignment updated**
  - reduction of 7 houses
  - increased size of parkland by 0.1 hectares



01 proposed masterplan updates



02a previous illustrative masterplan (ref. 18/03537/PB)



03a previous illustrative masterplan (ref. 18/03537/PB)



04a previous illustrative masterplan (ref. 18/03537/PB)



05a previous illustrative masterplan (ref. 18/03537/PB)



02b proposed illustrative masterplan - retention of 21 category A trees



03b proposed illustrative masterplan - increase size of Hengrove Park



04b proposed illustrative masterplan - increase size of Hengrove Park by adjusting profile of east-west road



05b proposed illustrative masterplan - centralise the quantum of flat open space by relocating the allotments off-site

## PROJECT VISION - MASTERPLAN UPDATES

Following representations from statutory consultees, other professional officers at the Council and further representations from the Neighbourhood Planning Forum the following key changes have been made:

- ① **removal of Park Road character area**
  - reduction of 15 houses
  - increased size of parkland by 0.4 hectares
  - existing trees and mounding retained in park.
- ② **alternate drainage layout**
  - attenuation pond moved north of Runway Park, to allow for 5 hectares of space for sports provision to the south
  - additional space for possible third sports pitch shown dotted
- ③ **new sports pavilion**
  - provision for sports pavilion with changing facilities adjacent to the MUGA
- ④ **new Scouts hut**
  - provision of new Scout hut with vehicle drop off and two blue badge parking spaces



01 proposed masterplan updates



02a previous illustrative masterplan (ref. 18/03537/PB)



03a previous illustrative masterplan (ref. 18/03537/PB)



04a previous illustrative masterplan (ref. 18/03537/PB)



02b proposed illustrative masterplan - removal of Park Road character area, proposed houses and trees.



03b proposed illustrative masterplan - alternate drainage layout, sports pavilion added



04b proposed illustrative masterplan - relocate Scouts hut.