

WARD: Henbury & Brentry

SITE ADDRESS: Arnold Laver Brabazon Hangar & Surrounding Land (Arena Site) West Way Bristol  
BS34 7DU

APPLICATION NO: 19/05500/P Outline Planning

DETERMINATION DEADLINE: 23 March 2020

**Hybrid planning application comprising: the demolition of existing ancillary buildings and structures; full details associated with the change of use of, and associated external alterations to, the Brabazon Hangar buildings from Class B8 use to a mixture of Class D1, D2, A1, A3, A4 and B1a uses, along with outline details associated with infrastructure works including: revised vehicular access arrangements; redevelopment and reorganisation of the former aircraft apron to provide parking, servicing and associated infrastructure provision; plus associated landscaping, service infrastructure and other associated works and improvements.**

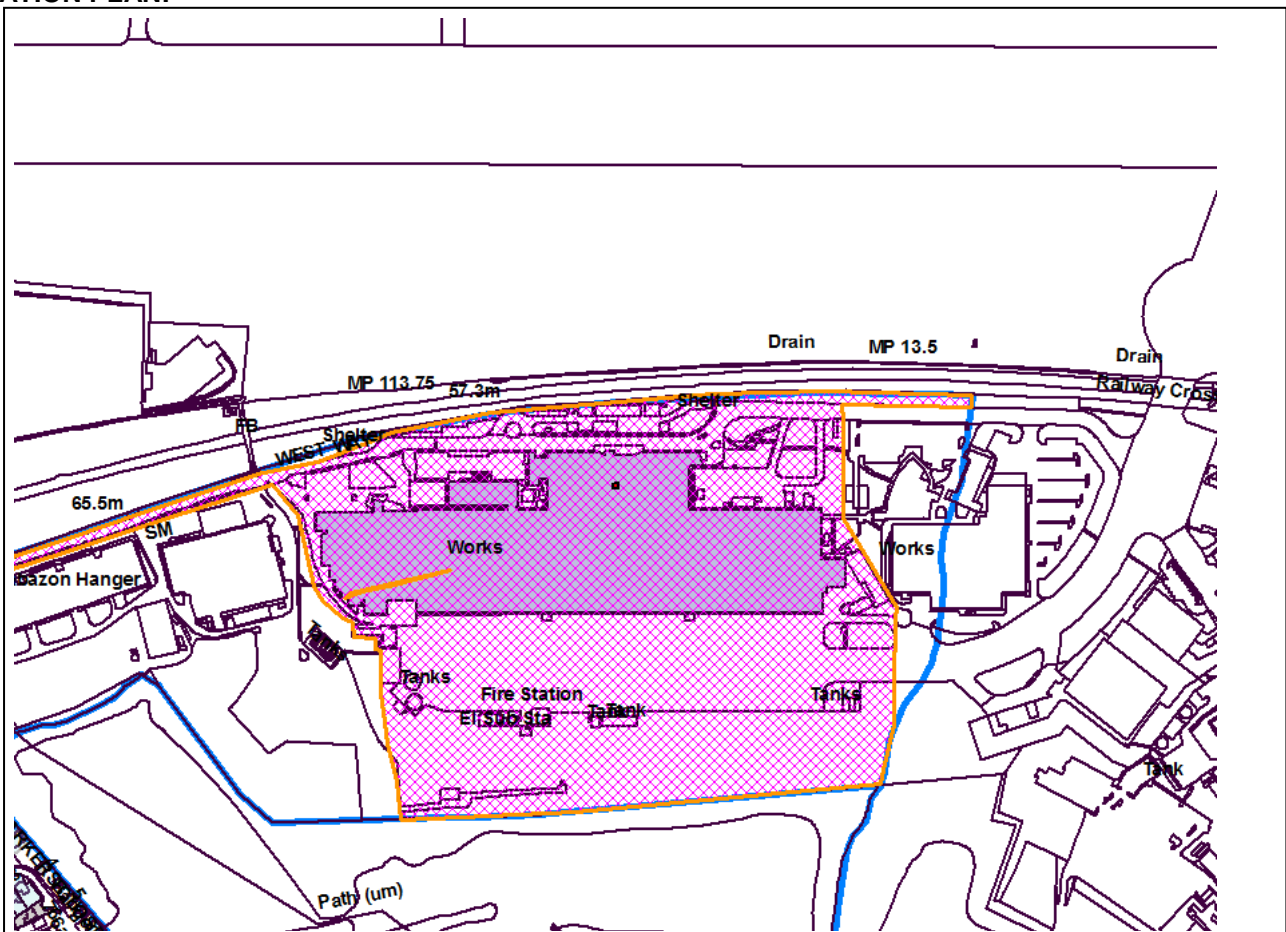
RECOMMENDATION: Refer to the Secretary of State

AGENT: Avison Young  
St Catherine's Court  
Berkeley Place  
Bristol  
BS8 1BQ

APPLICANT: YTL Development (UK) Limited (YTL)

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

LOCATION PLAN:



**Development Control Committee A – 4 March 2020****Application No. 19/05500/P : Arnold Laver Brabazon Hangar & Surrounding Land (Arena Site)  
West Way Bristol BS34 7DU****1. Introduction**

1.1 The application is brought to committee on account of the scale of development proposed and the level of public interest shown in the scheme. There has been no member referral.

1.2 To assist Members in considering the relevant issues, this report is structured in a way to set out the main issues with a final assessment at the end, supported by a number of appendices that include some key application documents and also specific aspects of the officer advice. The appendices are as follows;

Appendix 1 Application Plans

Appendix 2 Environmental Statement – Updated Non-Technical Summary

Appendix 3 Concept of Operations Report

Appendix 4 Updated Sequential Site Assessment

Appendix 5 Transport Comments

Appendix 6 Draft Conditions

Appendix 7 Draft s106 Heads of Terms

1.3 All other documents submitted with the application have been made available, and remain available, on the Council's Planning website via the above reference number.

**2. Linked applications**

2.1 The site is proposed to be redeveloped to provide a new arena complex. Four related applications have been submitted:

- Hybrid outline application for the change of use, refurbishment and external alterations to the Brabazon Hangar building together with associated demolition and alterations, and car parking (submitted to Bristol City Council) (Application A);
- Amendments to the existing highway and highway junction at Charlton Road and West Way (submitted to South Gloucestershire Council) (Application B);
- Application for temporary planning permission for up to 2,000 vehicles along with car and taxi drop off areas, bus stopping areas on the eastern end of the former Filton Airfield and associated uses (submitted to South Gloucestershire Council) (Application C);
- Application for the construction of a new pedestrian bridge linking the former Filton Airfield and the Brabazon Hangar site over the Henbury Loop railway line, including earthworks and associated development (submitted to both Bristol City Council and South Gloucestershire Council) (Application D).

**3. Referral to Secretary of State**

3.1 The application is referred to the Secretary of State under The Town and Country Planning (Consultation) (England) Direction 2009, Section 5 (1). The proposal comprises the development of more than 5,000sqm of retail, leisure and office use on land which occupies an out-of-centre location and is not in accordance with one or more provisions of the development plan. It therefore meets criteria (a) (b) and (c) as set out in Section 5.

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3.2 The purpose of the Direction is to give the Secretary of State an opportunity to consider using the power to call in an application under section 77 of the Town and Country Planning Act 1990. If a planning application is called in, the decision on whether or not to grant planning permission will be taken by the Secretary of State.

**4. Background (summary of key points)**

4.1 The application is made in hybrid form, with detailed approval sought for the following elements:

- Demolition of existing outbuildings and structures;
- Change of use of the three hangars from Class B8 to mixed use Classes D1, D2, A1, A3, A4 and B1a; and
- External alterations to the hangars including the removal of existing cladding and roofing, installation of rooflights, and new structures to the southern façade.

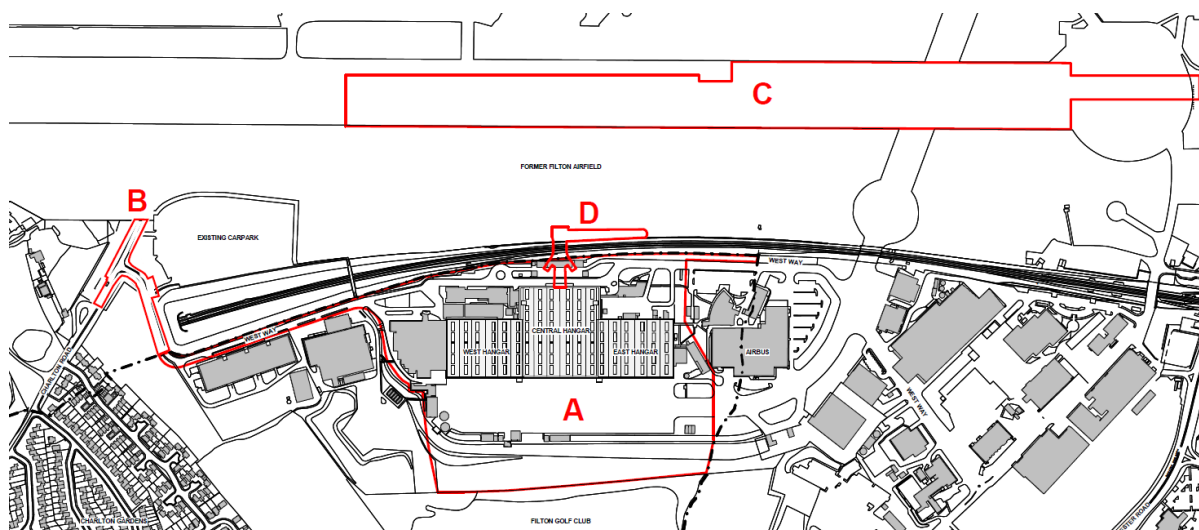
4.2 Outline approval is sought for the following elements:

- Landscaping
- Access
- Layout

4.3 The description of development is as follows:

*Hybrid planning application comprising: the demolition of existing ancillary buildings and structures; full details associated with the change of use of, and associated external alterations to, the Brabazon Hangar buildings from Class B8 use to a mixture of Class D1, D2, A1, A3, A4 and B1a uses, along with outline details associated with infrastructure works including: revised vehicular access arrangements; redevelopment and reorganisation of the former aircraft apron to provide parking, servicing and associated infrastructure provision; plus associated landscaping, service infrastructure and other associated works and improvements*

4.4 For clarity, the current outline application is referred to as Application A. The diagram below shows the interrelationship of the four applications.



4.5 Overall, the Project comprises the following:

- Change of use, refurbishment and external alterations to the Brabazon Hangar building
- Construction of a pedestrian bridge over the Henbury Spur railway line, connecting the Brabazon Hangar site to Filton Airfield
- Demolition of existing 'out buildings' around the Brabazon Hangar and alternations to existing hard-standing areas
- Alternations to the Charlton Road / West Way road junction

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- Construction of permanent car parking provision on the airfield site\*
- Construction of access roads on the airfield site\*
- Temporary car parking provision on the airfield site

*[\*these works will be undertaken via a planning permission granted by SGC on the former Filton Airfield ('FFA') site 14/3867 for the 'Brabazon Development']*

**5 Site and surrounding area**

- 5.1 The site extends to 13.6ha and is broadly rectangular in shape, with a spur at its north western edge which extends to encompass the West Way to the edge of Bristol City Council's administrative boundary.
- 5.2 It is located approximately 7km north of Bristol City centre at the northern edge of Bristol City Council's administrative boundary. It is bound by the Henbury Loop railway line to the north with the former Filton airfield located beyond this, further to the north within the administrative boundary of South Gloucestershire. It is bound by the Airbus production site to the east and west, and Filton Golf Club to the south. The surrounding area contains a mix of uses comprising industrial, business, residential and leisure uses.
- 5.3 The site is accessed from the east and west via the West Way, which links to the A38 Gloucester Road North to the east, and Charlton Road to the west. There is a secondary access via Golf Course Lane to the south.
- 5.4 The majority of the site is located within a designated Principle Industrial and Warehousing Area (PIWA) as defined in the Bristol Local Plan. The site is immediately adjacent to a designated Site of Nature Conservation Interest. It is located within Flood Zone 1. The hangars are locally listed but the site does not contain any statutorily listed heritage assets. The nearest listed buildings are the Grade II listed Pillbox at Filton airfield to the immediate north east of the railway line, the Grade II listed Cedar House (c. 1km to the north west), and the Grade II listed Aircraft Hangar (c. 2km to the north).
- 5.5 The site is comprised of three hangars (the Brabazon Hangars) with a series of internal roads and outbuildings. There is a large area of hardstanding to the immediate south of the hangars. The Brabazon Hangars were built between 1946 and 1949 for the construction and maintenance of aircraft, most notably the Bristol Type 167 'Brabazon' airliners. In the 1960s and 1970s all British Concorde supersonic aircraft were assembled in the buildings. The western hangar is currently used by a timber merchant and the other two hangars are used by the YTL survey and maintenance team. Buildings to the south of the hangars are used by a small number of businesses.
- 5.6 Other structures to the south of the hangars include two water storage containers and buildings associated with the site's former function. There are similar operational and storage buildings located to the east and west of the hangars.
- 5.7 The former Filton airfield to the immediate north benefits from an extant outline planning permission (LPA ref PT14/3867/O) for mixed use redevelopment comprising up to 2,675 dwellings, 24ha employment land, a 120 bed hotel, rail station, education provision to include a secondary school and two primary schools and two nurseries, a community centre, extra care facility, retail floorspace, and food and beverage uses. The outline application was approved on 1 March 2018. Applications for reserved matters have been submitted for Geographic Phases 1 and 2 and have secured reserved matters approval for the first phase of residential development.
- 5.8 The Airfield development has now commenced with construction taking place on site. A number of the planning conditions attached to the Outline permission have been discharged and the Phasing Plan and Design Codes for Geographical Phases 1 and 2 have been approved. Reserved Matters applications have been approved for the first residential parcel of Phase 1 as well as the northernmost section of the Brabazon Gardens – a significant area of public open space proposed as part of the Airfield development. There is a site-specific Section 106 agreement attached to the Outline permission as well

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as a wider Framework Section 106 agreement that applies across the whole of the Cribbs Patchway New Neighbourhood (CPNN) area.

- 5.9 Given the permissions that YTL already have on the Airfield site; procedurally, the Arena planning applications have sought to minimise the overlapping of red line boundaries. The applicant's intention is for the Arena applications to integrate with and compliment the Airfield Masterplan proposals that have already been consented rather than require retrospective changes to it. A series of planning conditions and a Section 106 legal agreement are proposed to be attached to the Arena planning permissions that would link all of the applications together to ensure that the Arena could not become operational until all of the necessary supporting infrastructure is in place. The conditions and the legal agreement would also ensure that any mitigation measures needed to prevent adverse impacts arising that could affect the Airfield Masterplan delivery are secured.
- 5.10 The applicant has proposed that reserved matters approval for Brabazon Gardens is secured prior to the occupation/ first use of the arena or bridge.

**6 Details of application**

- 6.1 The application is submitted in hybrid outline form. It seeks full planning permission for the change of use of the hangars, the external alterations to the hangars, and the demolition of a number of ancillary buildings within the site. Outline permission is sought for all other elements which will be the subject of subsequent reserved matters applications, including landscaping, access, and layout.

Arena

- 6.2 The central hangar will be redeveloped to provide the main arena, changing from its existing Class B8 Storage and Distribution use to Class D2 Assembly and Leisure use, comprising approximately 42,000sqm floorspace. A number of existing structures around the site will be demolished to facilitate the development. Indicative layouts are proposed for the interior of the hangar, to enable the arena to provide a range of flexible formats, required for different event types. The arena will be able to accommodate a broad range of events with capacities ranging from 3,312 to 17,080. These are likely to include concerts, theatre, comedy, family shows including ice-skating, banqueting, exhibitions, e-sports, basketball, gymnastics, and tennis amongst others. Sightlines and viewing angles have been considered for each configuration to meet or exceed current best practice.
- 6.3 Wheelchair platforms providing accessible seating with companion seats are provided throughout the arena bowl. All platforms are designed for occupants to be able to see the event even if spectators in front are standing.
- 6.4 Public access is provided from the north, primarily via a new bridge over the railway tracks, and servicing is provided from the south. Paired escalators and stairs are proposed at the north side, together with four circulation cores. Public concourses provide spectator facilities, including WCs and food and beverage concessions.
- 6.5 The arena is split over seven levels, which each combine back of house and front of house facilities. While the plans for the proposed internal layout are indicative, they illustrate how a range of event spaces, seating, facilities, and food and beverage units could be accommodated.
- 6.6 Level 00 provides the event floor, main lobby and bar, back of house facilities, and loading dock. A mezzanine level sits above and provides space for venue operations including offices, staff locker rooms, and plant and servicing rooms.
- 6.7 The 'Grand Circle' (level 01) provides access to the lower bowl, and a range of amenities including food and drink offers. It is also the main entry point from the bridge.
- 6.8 Level 02 ('Club Level') provides premium suite spaces and additional back of house support facilities.

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- 6.9 Level 03 ('Upper Circle') provides facilities for guests in the upper bowl together with the 'Theatre Club' which creates a seated section which could operate as a standalone venue.
- 6.10 Level 04 provides a 'dine and view' floor where visitors are seated at full service tables. It also provides a standing only ticket offer at the rear of the upper bowl.
- 6.11 The uppermost level is primarily an access gantry which supports event staging.

East Hangar

- 6.12 The east hangar, also known as 'Festival Hall' will be a flexible open space, also changing from a Class B8 use to Class D2. It is envisaged that this will be used for exhibitions, trade shows, warm up areas, or as additional break out space to support activities in the central hangar, comprising approximately 11,000sqm Class D2 use. The Festival Hall is designed to accommodate a range of public events and can be adapted to suit the event, from a single large space to a series of subdivided exhibition stands. The hall links to the main arena and contains a gallery space at levels 02 and 03 to provide a view down onto the events and exhibitions beneath.
- 6.13 Cores are located in the north east and south east corners of the hangar, to allow an uninterrupted flat floor event space at ground floor level, with connections to the central hangar provided at ground and second floor levels.

West Hangar

- 6.14 The west hangar, known as 'The Hub', will change from a Class B8 use to Class A1, A3, A4, B1, D1 and D2 uses to provide a mix of restaurants, bars, family and leisure spaces, and office space. The Hub will also be able to accommodate sports and leisure facilities at ground floor and levels 01, 03 and 04, which could serve the wider community. Proposed net internal areas are approximately:
- 1,000sqm Class B1,
  - 2,000sqm Class A1,
  - 4,450sqm Class A3/A4, and
  - 11,000sqm Class D1/D2 use.
- 6.15 It is intended that the Hub will be open seven days a week.

- 6.16 Merchandising and food and drink offers will support the central hangar during events and can also function independently when events are not being held. The indicative layouts show that these would be located at ground floor level, in the eastern part of the hangar adjacent to the central hangar. Additional food and beverage units, forming a 'market hall', are also located at ground floor level in the northern and southern part of the hangar. Additional food and drink units and retail units are proposed at levels 02, 03 and 04.
- 6.17 Flexible office space is shown at level 01: again the layout is indicative and shows how a range of office modules could be accommodated.
- 6.18 The upper floors are designed to enable views onto the market hall at ground level. Connections to the central hangar are provided at ground, first and second floor level and three cores are provided at the north east, north west, and south west corners to provide multiple points of access to the hangar.

External alterations

- 6.19 The non-primary north façade steelwork of each hangar and the glazing and external cladding, which is not original, will be removed and new cladding is proposed to all three hangars. The Esavian concertina doors along the southern elevation will be removed from the central hangar but retained within the east and west hangars. Their removal is required to accommodate new plant and servicing structures on the

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southern façade, which will be accommodated within an external structure (known as the 'backpack') in order to avoid accommodating the service elements within the building, where the existing steelwork would not be able to support them.

- 6.20 The external concrete cantilever goods canopy will be removed in order to accommodate the new bridge that will become the main entrance point to the area. The two galleries ('crows nests') on the northern façade will also be removed as these are supported by the secondary steelwork which is to be removed in order to provide a point of arrival for the bridge within the building.
- 6.21 The original landscape layout of tarmac paths and grass areas will be removed in order to facilitate the new landscape strategy.
- 6.22 Other internal alterations are proposed, however, planning permission is not required for these.

Demolition

- 6.23 The three tier stores and ancillary areas between the hangars will be removed in order to facilitate functional spaces for the arena. The following ancillary buildings are also proposed for demolition:
- The inflammable materials store and composite shop: this area is proposed to be used for services, including foul water storage, rainwater harvesting, and sustainable drainage.
  - The cloakroom and other buildings to the northeast of the hangars: this will facilitate the delivery of the East Square which will provide public open space.
  - The maintenance block: this will enable construction of the bridge support structure, and the access stairs and lifts.
  - The heat treatment and anodising block and adjacent late C20th buildings: this will enable development of the West Square for public open space.
  - The office complex and engine shop: this area is proposed to provide Blue Badge parking.
  - The fuel tanker garage: this will accommodate the HGV access route to the southern service zone.
  - The garage, water tanks, derelict office, fire station and associated structures, and water pumphouse: the demolition of these buildings will remove visual clutter from the site.
  - Foam concentrate houses: this will allow the construction of the external service structure (the 'backpack').

Access, Circulation and Parking

- 6.24 Access proposals are submitted in outline form only, and detailed design of these elements will be the subject of a subsequent reserved matters submission. The Design and Access Statement submitted with the application sets out an access strategy and a number of access principles which it is anticipated will be incorporated within a reserved matters submission.
- 6.25 In order to complete the access arrangements for the arena, it is proposed to utilise an element of the wider former Filton airfield development which has been granted outline planning permission by South Gloucestershire District Council (LPA Ref. 14/3867) including vehicular access points from the A38 and Hayes Way, new vehicular routes across the former airfield, and multi-storey parking facilities.
- 6.26 Vehicle parking is proposed within a temporary car park on the eastern section of the former Filton Airfield runway (Application C, submitted to South Gloucestershire Council). Permanent car parking provision, within new multi-storey car parks, is already permitted under the existing permission for the airfield masterplan and as this becomes available, the amount of temporary parking on the former runway will be reduced and replaced by permanent provision within the multi-storey car parks. It is anticipated that the temporary parking will be subject to a specified time period of seven years and temporary parking provision will be reduced by an agreed quantum in line with the development of the

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- permanent car parks. These details will be agreed by South Gloucestershire Council in consultation with Bristol City Council.
- 6.27 A new access route is proposed from the A38 into the temporary car park. This already has detailed planning permission under the extant outline permission for the airfield and is therefore not included as part of the four applications for the arena complex. Access routes are also proposed via Hayes Way at the Brabazon and Blenheim roundabouts, and from the San Andreas roundabout. These roundabouts already have detailed approval under the extant outline permission and subsequent reserved matters approval and no changes are required in order to accommodate trips to the arena complex. There is a proposal for a bus gate to control access from the San Andreas roundabout into the former airfield site. This will remain, although access arrangements will be amended to allow some servicing and Blue Badge traffic. This junction falls within the administrative boundary of South Gloucestershire.
- 6.28 A number of changes will be required to the approved airfield masterplan, which will be determined by South Gloucestershire Council. The north south road link and internal roads within the airfield site have been agreed in principle under the outline permission but will be the subject of a subsequent reserved matters application.
- 6.29 Pedestrian access will be from the north, via the proposed bridge which is the subject of Application D. An indicative pedestrian route is also shown running along the southern railway boundary, connecting the proposed new Filton North Station to the arena complex. Brabazon Gardens will provide the pedestrian link between the temporary parking area and the proposed bridge. A change will be required to accommodate the bridge and cycle parking within the Gardens and this will require alterations to be made to Design Code 1, to be approved by South Gloucestershire Council.
- 6.30 Vehicle access for staff, service vehicles and Blue Badge holders only will be provided via the West Way, which is the subject of Application B. 56 car parking spaces are proposed for staff, to be located at the rear of the west hangar. 170 car parking spaces for disabled visitors are also proposed to the west of the hangars. The detailed design of the proposed staff and blue badge parking will form part of a subsequent reserved matters submission. In addition, a potential route for VIPs is shown from the west connecting to the northern part of the building.
- 6.31 The applicant proposes that cycle parking provision is split into two categories: daytime use from the ancillary land uses and evening use for the arena complex in order to meet fluctuating demand throughout the day. 567 short stay cycle spaces and 123 long stay cycle spaces are proposed. These would be located at the northern foot of the proposed bridge, within SGC's administrative boundary.
- 6.32 The service yard will be located to the immediate south of the hangars in the area currently occupied by hardstanding (known as the 'apron'). The service yard will provide six loading bays to the rear of the central hangar and an additional 19 loading bays for event delivery vehicles to park at the site. A further six loading bays are provided to support deliveries for non-event uses. The detailed design of the loading bay will be subject to a future reserved matters application.
- 6.33 Additional sustainable transport measures are proposed which have been the subject of ongoing discussions with BCC and SGC Transport Development Management and are set out at Appendix 5. These measures include coach, rail, park and ride, shuttle bus, Metrobus, and taxi. A multi modal Transport Hub will be located within the ground and first floors of the multi storey car park permitted as part of the Filton airfield redevelopment, within SGC's administrative boundary. This is intended to provide a suitable space for passengers to access various modes of transport while minimising conflict between each transport mode. An indicative drawing (M000527-2-1-DR-004 Rev A) indicates that this Hub will accommodate:
- Vehicular access/ egress
  - Dedicated bays for 5 park and ride buses



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- Dedicated bays for 5 city centre shuttle buses
- Dedicated bays for up to 10 coaches
- Waiting/ holding bays for a further 44 buses
- Priority for buses/ coaches ahead of car access
- Associated circulation and turning space for all vehicles
- Safe waiting/ queuing space for passenger

- 6.34 The Transport Hub will also be required to provide a suitable area for taxi/ drop off that will be capable of accommodating a maximum of 850 taxis.
- 6.35 The additional transport measures as originally proposed are described in Section 10 of the DAS. Coach usage is expected to account for approximately 3% of the mode share, with coaches accessing the former Filton airfield site in the same way as cars. North Filton Station is expected to be open prior to the opening year of the arena (Q1 2023) and is expected to provide one train per hour in the opening year providing a connection to Bristol Temple Meads. Enhancements may be required to rail the capacity.
- 6.36 Metrobus will provide six service per hour, dropping off at North Filton Station and providing links across the wider Metrobus route. A shuttle bus service is also planned for larger events to provide additional links to Bristol city centre.
- 6.37 The transport strategy estimates a requirement for some 2,000 park and ride spaces to serve 30% of arena visitors approaching the site predominantly from the motorway network. The proposed park and ride locations and required spaces are set out below:

**Park and Ride Locations**

No	P&R Location	Arena Visitors routing from	Total Number of spaces	Spaces required for arena use	No. of P&R Passengers (2.7 per vehicle)
1	The Mall, Cribbs Causeway	M5 (N)	6,900	500	1,350
2	Parkway Station	M4 (E)	1,883	300	810
3	Lyde Green Park and Ride	A4174 (E)	246	246	664
4	Portway Park and Ride	M5 (S), M49	500	500	1,350
5	M32 (UWE)	M4 (E), M32	2,300	343	926
<b>Total</b>			<b>11,829</b>	<b>1,889</b>	<b>5,100</b>

- 6.38 Park and ride and shuttle bus services will be required for all events attracting a minimum capacity of 7,000+ people. The applicant will be required to inform both local authorities and the car park owners of the event prior to commencing ticket sales, to ensure that there will be sufficient provision of services.
- 6.39 In order to promote sustainable transport and, given the low levels of parking on site, it is likely that the majority of visitors will be required to commit to a sustainable means of transport at the point of ticket purchase, where they will be made aware of each available option.
- 6.40 Full details of the required transport related mitigation measures are set out in Appendices 6 and 7.

**7 List of documents submitted**

Application Form	
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CIL Form	
Revised Leisure and Retail Assessment	Version 3.1 January 2020
Planning Statement	November 2019
Planning Statement Addendum	January 2020
Further Note on Policy DM13 of the Bristol Site Allocations and Development Management Policies Plan (July 2014)	February 2020
Alder King Brabazon particulars	Undated
Health Impact Assessment	November 2019
Statement of Community Involvement	November 2019
Updated Sequential Site Assessment	January 2020
Operational Waste Strategy	November 2019
Sustainability and Energy Strategy Rev 03	November 2019
Obtrusive Light Statement Rev 01	July 2019
Lighting Design General Arrangement Plan	1616xxx-HL-XX-XX-DR-Y-630-0001 Rev P2
Guidance Notes for the Reduction of Obtrusive Light	Undated
Heritage Statement Rev A	January 2020
Archaeology Statement	November 2019
Coal Mining Risk Assessment Rev 1	July 2019
Design and Access Statement (DAS) (partially superseded)	November 2019
DAS Updated Chapter 01	February 2020
DAS Updated Chapter 06	February 2020
Masterplan Security Report – supporting information	Undated
Ecological Assessment Report	October 2019
Phase 1 Survey Report – Supplementary Information on Access Routes Serving the Brabazon Hangar Development YTL Land & Properties	January 2020
Tree Constraints Plan	July 2019
Tree Survey	July 2019
Townscape/ Landscape, Visual and Night-time Appraisal	October 2019
YTL Arena Design Team Foul Water and Utilities	
Flood Risk Assessment and Drainage Strategy Rev E	October 2019
Framework Car Park Management Plan	November 2019

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Framework Construction Logistics Plan	November 2019
Framework Staff Travel Plan	November 2019
Framework Visitor Travel Plan	November 2019
Concept of Operations Report	November 2019
Transport Assessment	November 2019
Environmental Statement (ES) Introduction (Chapter 1) Rev 1	November 2019
ES EIA Methodology (Chapter 2) Rev 1	November 2019
ES Existing Land Uses (Chapter 3) Rev 1	November 2019
ES Alternatives and Design (Chapter 4) Rev 1	November 2019
ES The Project (Chapter 5) Rev 1	November 2019
ES The Works (Chapter 6) Rev 1	November 2019
ES Community Economics and Social (Chapter 7) Rev 1	November 2019
ES Built Heritage (Chapter 8) Rev 2	January 2020
ES Traffic Transport & People (Chapter 9) Rev 1	November 2019
ES Air Quality (Chapter 10) Rev 1	November 2019
ES Noise and Vibration (Chapter 11) Rev 1	November 2019
ES Wind Microclimate (Chapter 12) Rev 1	November 2019
ES Ground Conditions (Chapter 13) Rev 1	November 2019
ES Greenhouse Gases and Climate Change (Chapter 14) Rev 1	November 2019
ES Effect Interactions (Chapter 15) Rev 1	November 2019
ES Volume 3: Updated Non-Technical Summary	January 2020
ES Volume 4 Further Information	January 2020
ES Volume 5 Further Information	February 2020
ES Appendix 2.1 Scoping Report	
ES Appendix 2.2 BCC Scoping Opinion	
ES Appendix 2.3 SGC Scoping Opinion	
ES Appendix 3.1 Planning History	
ES Appendix 5.1 Planning Application Drawing Schedule	
ES Appendix 7.1 Glossary of Socioeconomic Terminology	
ES Appendix 8.1 Built Heritage Statement	
ES Appendix 8.2 Land Use Parameter Plan	
ES Appendix 9.1 Transport Assessment	

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ES Appendix 9.2 Crowd Modelling Report 1.3	
ES Appendix 9.3 Construction Logistics Plan	
ES Appendix 9.4 Framework Visitor Travel Plan	
ES Appendix 9.5 Car Park Management Plan	
ES Appendix 9.6 Meeting minutes	
ES Appendix 9.7 Concept of Operations	
ES Appendix 9.8 Framework Staff Travel Plan	
ES Appendix 10.1 Air Quality Legislation and Policy	
ES Appendix 10.2 Air Quality Planning Policy	
ES Appendix 10.3 Air Quality Glossary	
ES Appendix 10.4 Air Quality Figures	
ES Appendix 10.5 Air Quality Model Inputs and Results Processing Tools	
ES Appendix 10.6 Traffic Data	
ES Appendix 10.7 Future Year Emissions Calculations	
ES Appendix 10.8 Background Concentrations	
ES Appendix 11.1 Glossary of Acoustic Terminology	
ES Appendix 11.2 Time History Graphs	
ES Appendix 12.1 Wind Microclimate Report	
ES Appendix 13.1 Definitions of Risk	
ES Appendix 13.2 Conceptual Site Model	
ES Appendix 13.3 Impact Assessment Tables	
ES Appendix 13.4 Desk Study	
ES Appendix 14.1 Sustainability and Energy Strategy and Response to BCC/ SGC Comments	
Red Line Plan	ARN-YTL-001-XX-DR-A-PS101 P1
EXISTING SITE PLAN	ARN-YTL-001-XX-DR-A-PS106 P1
EXISTING GROUND FLOOR	ARN-YTL-001-GF-DR-A-PS107 P1
EXISTING SITE ELEVATIONS	ARN-YTL-001-ZZ-DR-A-PS109 P1
EXISTING SITE SECTIONS	ARN-YTL-001-ZZ-DR-A-PS110 P1

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EXISTING HANGAR ELEVATIONS	ARN-YTL-001-ZZ-DR-A-PS111 P1
EXISTING BUILDING SECTIONS	ARN-YTL-001-ZZ-DR-A-PS112 P1
DEMOLITION SITE PLAN	ARN-YTL-001-XX-DR-A-PS204 P1
PROPOSED INDICATIVE SITE PLAN	ARN-YTL-006-XX-DR-A-PS301 P1
PROPOSED GROUND FLOOR	ARN-YTL-006-GF-DR-A-PS303 P1
PROPOSED FIRST FLOOR	ARN-YTL-006-01-DR-A-PS304 P1
PROPOSED SECOND FLOOR	ARN-YTL-006-02-DR-A-PS305 P1
PROPOSED THIRD FLOOR	ARN-YTL-006-03-DR-A-PS306 P1
PROPOSED FOURTH FLOOR	ARN-YTL-006-04-DR-A-PS307 P1
PROPOSED FIFTH FLOOR	ARN-YTL-006-05-DR-A-PS308 P1
PROPOSED ROOF PLAN	ARN-YTL-006-R1-DR-A-PS310 P1
Red and Blue Line Plan	ARN-YTL-001-XX-DR-A-PS101 P1
EXISTING HANGARS SITE PLAN	ARN-YTL-001-XX-DR-A-PS005 P1
PROPOSED LAND USE PARAMETER	ARN-YTL-001-XX-DR-A-PS105 P1
EXISTING ROOF PLAN	ARN-YTL-001-XX-DR-A-PS108 P1
PROPOSED SITE ELEVATIONS OP.1	ARN-YTL-006-ZZ-DR-A-PS302 P1
PROPOSED HANGAR ELEVATIONS OP.1	ARN-YTL-006-ZZ-DR-A-PS311 P1
PROPOSED SITE ELEVATIONS - OP.2	ARN-YTL-006-ZZ-DR-A-PS312 P1
PROPOSED HANGAR ELEVATIONS OP.2	ARN-YTL-006-ZZ-DR-A-PS313 P1

7.2 A selection of plans submitted with the application is available as Appendix 1.

## 8 Environmental Impact Assessment

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- 8.1 The application is supported by an Environmental Impact Assessment (EIA) which considers the likely significant environmental effects arising from the project. In this instance, the requirement for EIA is determined by the EIA Regulations (2017) Schedule 2 which provides criteria or thresholds for establishing whether development is EIA. The application is considered to be Schedule 2, 10(b) urban development projects, including the construction of shopping centres and car parks, sports stadiums, leisure centres and multiplex cinemas' which exceeds the following two thresholds:
- i) The development includes more than 1 hectare of urban development which is not dwelling house development; or*
  - ii) the overall area of the development exceeds 5 hectares.*
- 8.2 The EIA is underpinned by the requirements of Regulation 18 which requires EIA applications to be accompanied by an Environmental Statement (ES), which should include the following as a minimum:
- (a) a description of the proposed development comprising information on the site, design, size and other relevant features of the development;
  - (b) a description of the likely significant effects of the proposed development on the environment;
  - (c) a description of any features of the proposed development, or measures envisaged in order to avoid, prevent or reduce and, if possible, offset likely significant adverse effects on the environment;
  - (d) a description of the reasonable alternatives studied by the developer, which are relevant to the proposed development and its specific characteristics, and an indication of the main reasons for the option chosen, taking into account the effects of the development on the environment;
  - (e) a non-technical summary of the information referred to in sub-paragraphs (a) to (d); and
  - (f) any additional information relevant to the specific characteristics of the particular development or type of development and to the environmental features likely to be significantly affected.
- 8.3 The ES should also include information reasonably required for reaching a reasoned conclusion on the significant effects of the development. The ES is a very lengthy document that has to be fully considered, however a summary of the ES (Non-technical Summary) is attached to this report as Appendix 2.
- 8.4 The scope of the Environmental Statement (ES) which sets out the EIA was agreed with Bristol City Council and South Gloucestershire Council at Scoping stage (LPA Ref. 19/04009/SCO). For the purposes of EIA, 'the Project' that has been assessed within the ES comprises the four applications that comprise the arena complex and associated works (applications A, B, C, and D).
- 8.5 Following consultation responses, additional and revised information has been submitted on 28 January and 18 February 2020 in order to meet the requirements of the EIA Regulations 2017 regulation 18 (2) and (3). The additional and revised information comprises the following:

**Revised information**

- Appendix 8.1 Brabazon Assembly Building Heritage Statement
- Appendix 9.1 YTL Arena Complex Transport Assessment: Version 1.2
- Appendix 9.2 External Crowd Modelling Report: Version 1.3
- Appendix 9.3 Framework Construction Logistics Plan: Version 2.3
- Appendix 9.4 Framework Visitor Travel Plan: Version 1.3
- Appendix 9.5 Framework Car Park Management Plan (Addendum): Version 2.3
- Appendix 9.7 Framework Concept of Operations Report: Version 1.3
- Appendix 9.8 Framework Staff Travel Plan: Version 2.3
- Appendix 10.1 Air Quality Appendices

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Appendix 13.1 Atkins: YTL Arena Geo-Environmental Desk Study Report YTL Developments (UK) Limited January 2020  
Non-technical summary

**Additional information**

Environmental Statement Further Information Volume 4 (including revised Chapter 8)  
Environmental Statement Further Information Volume 5  
Appendix 9.6 Meeting Minutes  
Appendix 9.9 Transport Assessment Addendum  
Appendix 9.10 Traffic Management Plan and Specifications  
Appendix 10.2 Stantec Air Quality Clarifications following EHO Comments 20th January 2020  
Appendix 13.2 BAE Systems Environmental, Ground Investigation, Factual Report, Filton Airfield for Bridgehouse (Bradford IOM) Ltd. Report Ref: B0176-03-R3-B  
Appendix 13.3 BAE Systems Environmental, Contaminated Land Desk Study, Filton Airfield for BAE Systems Property Investments Ltd. Report Ref: B0176-00-R1-1  
Appendix 14.1 Hoare Lea Responses to BCC/SGC comments

8.6 The following topic chapters have been included within the ES and are summarised below:

Community, Economics and Social

- 8.7 ES Chapter 7 assesses the economic impacts of all four applications together, these comprising 'the Project'. The below estimates of employment and Gross Value Added (GVA) therefore reflect 'the project' as a whole, rather than the development proposed in this application. It is reasonable to assume, however, that the majority of operational jobs and GVA would be derived from the development proposed in this application, i.e. the arena complex itself (Application A).
- 8.8 The employment effects arising from construction activities ('the works') are based on the number of jobs estimated to be generated during this stage of the project, based on an estimated build cost of £85,500,000 for the Project. The estimated jobs arising from the construction period is 153 jobs per annum: note that this is across all four applications. The ES assumes that existing jobs at the site would be relocated to suitable alternative premises, meaning that there would be no adverse effects on existing employment. Overall, the effects of employment during the works are considered to be of minor beneficial significance.
- 8.9 Employment effects during the operational period have been assessed using factors set out in the HCA Employment Density Guide (2015), taking into account additional factors of leakage, displacement and substitution. It assumes that areas of employment would comprise accommodation and food services; administrative and support services; and arts, entertainment and recreation. The completed development is estimated to provide a net total of 520-580 full time employment opportunities. It is anticipated that there are likely to be a further 110-124 indirect jobs associated with the operation of the project, due to spending in the local economy and contracts with suppliers and contractors. Overall, the effects of employment during the works are considered to be of minor to moderate beneficial significance.
- 8.10 The net additional GVA output associated with the direct employment jobs generated by the project has been calculated based on average GVA per filled job of £53,053 averaged between the City of Bristol and Bath, North East Somerset, North Somerset and South Gloucestershire. Based on the estimated net employment opportunities arising from the project, the additional GVA generated by the completed and operational project is anticipated to be £27.58m - £30.7m per annum. This represents 0.111-0.123% of the GVA generated within the district level (Bristol and South Gloucestershire) and 0.074% - 0.084% of the GVA generated at the sub-regional level (West of England LEP).

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- 8.11 The Project will contribute to the local and sub-regional GVA and will provide a materially different scale of entertainment venue from any other offer within the West of England. Although there may be a diversion of leisure expenditure from Bristol city centre to the project, the overall effects to the long term economy are considered to be of minor to moderate beneficial significance.
- 8.12 To maximize beneficial effects associated with the works, a Construction Skills and Employment Plan will be secured by planning condition to increase the availability of work placements, apprenticeships and other training opportunities for local people.
- 8.13 In summary, the residual effects under this heading are considered to be of minor to moderate beneficial significance.

Built Heritage

- 8.14 Chapter 8 of the Environmental Statement deals with Built Heritage, and is supported by a Heritage Assessment, also submitted as a standalone document as part of the application. The ES assesses the impact of 'The Project' (including inherent mitigation) on the heritage assets and describes and assesses any additional mitigation that is proposed. The emphasis within the EIA Regulations is on significant environmental effects that are likely to result from The Project, and the ES therefore only focuses on those impacts which could be considered significant.

- 8.15 The following beneficial impacts arising from the works are identified within the ES:

**Major beneficial significance:** and which are potentially significant are summarised as follows:

- The removal of the external cladding
- Demolition of late C20th buildings

**Moderate beneficial significance:**

- Demolition of the composite shop

**Minor beneficial significance:**

- The removal of the secondary structure (façade)
- The removal of the heating ducts and painting ventilation systems
- Removal of the landscape layout
- Demolition of inflammables store
- Demolition of the cloakroom
- Demolition of the maintenance block
- Demolition of fuel tanker garage
- Demolition of water tank and derelict office
- Demolition of fire station and associated structures
- Demolition of foam concentrate houses

- 8.16 The heritage significance of the Brabazon Hangar Building relates to its scale and its role in the history of industry in Bristol and aviation in the UK. However, as an undesignated heritage asset, its overall value as an unregistered heritage asset is considered to be relatively low.

- 8.17 The removal of the crane structures is considered to have an insignificant impact. The partial removal of the Esavian doors and the removal of the cantilever concrete canopy to the goods entrance all represent a neutral change, and will have an insignificant impact. Similarly, the removal of the three-tier stores and ancillary areas, the water pumphouse, and the office complex represents a neutral change with an insignificant impact.



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- 8.18 No mitigation has therefore been identified within the ES for the above works which are deemed to have a neutral or beneficial impact.
- 8.19 Effects of minor adverse significance
- 8.20 The removal of the two gable-level crow's nests will have a direct, permanent and local effect on the heritage receptor. The crow's nests are of medium heritage value. Removal will be a slightly adverse change to the heritage asset. The overall effect will be of minor adverse significance. A planning condition requiring these elements to be recorded prior to demolition is proposed as mitigation.
- 8.21 The removal of the fire suppression system will also be of minor adverse significance. This can be mitigated if some of the foam cannons and pop-up sprinkler heads are retained and re-used in the interpretative display in the hangar. Such artefacts would add character to internal spaces but would help tell the story of the hangars. As the building is not a designated heritage asset this cannot easily be covered by a planning condition, however the applicant acknowledges the value of the fire suppression equipment to add interest to the fit-out of the arena and the applicant is willing to commit to salvaging some of the historic fire suppression system for re-display or potentially for donation to the Aerospace Museum.
- 8.22 The proposals include demolition of the engine shop which is considered to have medium heritage value. A planning condition requiring these elements to be recorded prior to demolition is proposed as mitigation.
- 8.23 Impacts arising from the operation of the development and which are potentially significant are summarised as follows:
- Major beneficial**
- External cladding
  - New rooflights
- Moderate beneficial**
- Use of east and west hangars
- Minor beneficial**
- Retention and repair of visitor entrance
  - Retention and repair of the aviation fuel pumphouse
  - New landscape setting
- 8.24 Effects from the new arena bowl, plug in/ backpack, internal lining of hangar doors, roof and solar PV panels are considered to be insignificant.
- 8.25 The residual cumulative effects and their significance are also assessed and it is considered that there are no residual cumulative effects on the importance of heritage arising from the works, or the completed and operational project.
- 8.26 The project will provide a viable use with the benefit of public access and substantial improvements in the appearance and setting of the heritage asset. The Project will also provide an arena complex for Bristol and the surrounding area, offering a substantial public benefit to the region. The design process for the project has been informed by the heritage of the sites from inception, and the proposals have evolved in consultation with the appointed heritage consultants.

Traffic, Transport and People Movement

Chapter 9 assesses the likely significant impacts of the Project on traffic and transport. This has been supplemented by a number of revisions and additions to the ES following ongoing discussions with

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Transport Development Management officers, as set out above.

The construction phase of the Project would generate a proportion of Heavy Duty Vehicles on the local road network. The volume is expected to be 30 HGV vehicle movements and 60 car movements. Mitigation is therefore required in the form of a Construction Logistics Plan in order to minimise disruption to the network. A draft CLP has been submitted as part of the application (ES Appendix 9.3) and a detailed CLP would be secured by condition. When taking into account the proposed mitigation, the likely effect arising from the construction of the Project is considered 'not significant.'

The scope of traffic modelling to assess the impacts arising from the operational phase has been agreed with TDM officers and includes a range of scenarios including 'no development' (reference case), a 7,000 capacity double event (matinee and evening performance), and a 17,000 capacity event tested both with and without sustainable transport measures. Each scenario generates additional movement on the surrounding highway, public transport and pedestrian networks. Without mitigation, the impacts represent a significant worsening of conditions on Bristol's highways network, specifically on the A38 Gloucester Road and the B4056 Southmead Road at times when events occur. In order to ensure that impacts can be considered 'not significant', a range of sustainable transport measures are required, full details of which are set out in appendices 5, 6, and 7.

#### Air Quality

- 8.27 Chapter 10 assesses the likely significant effects of the Project on air quality. The main air pollutants of concern are dust and particulate matter (PM10) related to construction impacts, and Nitrogen Dioxide and particulate matter relating to road traffic. The assessment methodology and study area are considered to be appropriate.
- 8.28 During the construction phases of the proposed development there is a risk that emission of dust will occur and that there will be an increase in HGV movements on the local road network. Mitigation is therefore proposed which will be secured within a Construction Environmental Management Plan (CEMP) and a Construction Management Plan (CMP), to be secured by condition. When the proposed mitigation is taken into account, the overall impact arising from construction is considered to be 'not significant.'
- 8.29 In the operational phase, impacts are predicted to be negligible at modelled receptor locations, however, the increase in traffic is expected to generate some additional air pollution. The modelling showed that the predicted increase in pollution is lower for the scenario that included sustainable transport measures. A range of sustainable transport measures will be secured via condition and S106 agreement, to ensure that the impact on air quality from the operation of the development is 'not significant'.

#### Noise and Vibration

- 8.30 Chapter 11 of the ES establishes the baseline environmental sound conditions and the potential direct and indirect effects arising from noise and vibration, the mitigation measures that will be required, and the residual impacts of the project related to noise and vibration.
- 8.31 Noise generated by construction works are considered to be of minor adverse significance at all noise sensitive receptors around the Project boundaries, when mitigation is taken into consideration. Mitigation measures will be secured by a Construction Environment Management Plan, which will be secured by condition.
- 8.32 Once operational, ambient noise levels during the daytime from patron noise and vehicle movements are considered to be of minor adverse significance. The potential impact of noise from arena events is likely to be insignificant, on the basis that mitigation assumed within the ES is delivered by the building design and construction, and maintained during operation.

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8.33 The potential impact of noise from servicing and loading is assessed as insignificant.

Wind Microclimate

8.34 Chapter 12 of the ES establishes the baseline wind and microclimate conditions and the potential direct and indirect significant effects of the development on this baseline. During construction, wind conditions are unlikely to significantly change from the existing baseline and are therefore considered to be insignificant.

8.35 When operational, a localised area at the south west corner of the west hangar remains unsafe within respect to wind: this is unchanged from the existing baseline. The removal of structures to the south west and west of the west hangar creates wind conditions at the north west of the west hangar which are also rated as 'unsafe.' This is considered to be of major adverse significance, and mitigation is required. This is likely to include fencing or soft landscaping along the eastern and southern boundary of the west car park, and the southwest boundary of the southwest car park, together with additional landscaping in the western plaza.

8.36 In terms of pedestrian comfort, wind conditions at all thoroughfares throughout the site, with the exception of areas at the north west and south west corners of the west hangar, are generally suitable for strolling throughout the year.

Ground Conditions and Contaminated Land

8.37 Chapter 13 of the ES addresses the likely significant effects on ground conditions that will arise from the Project. The assessment of the potential impacts on land contamination, soils re-use and waste soils has been undertaken over two stages comprising a land contamination risk assessment, and a land contamination impact assessment. The chapter summarises the potential land contamination effects from both the construction and operational phases as ranging from 'insignificant' to 'minor beneficial' with mitigation measures to be incorporated within a Construction Environmental Management Plan, to be secured by condition.

Climate Change and Greenhouse Gases

8.38 Chapter 14 of the ES identifies, describes and assesses the likely significant effects arising from the construction and operation of the project in relation to climate change. While there is no standard methodology for identifying and assessing the significance of carbon emissions within the EIA process, the assessment methodology follows best practice set out by IEMA and EU Guidance. This approach is supported by BCC. The assessment concludes that effects arising from the project are likely to be of minor adverse significance. Some mitigation is embedded within the design and additional mitigation will be considered further during detailed design, with key requirements to be secured by condition.

**9 Relevant Planning History**

9.1 19/04009/SCO Request for a Scoping Opinion as to whether an Environmental Impact Assessment is required for the redevelopment of land at the former Filton Airfield. Scoping Opinion issued 17/09/2019.

9.2 11/04294/F Proposed change of use of the existing hangar from Use Class B2 (General Industrial) to Use Class B8 (Storage or Distribution), including external alterations to the southern elevations of the building. Permission granted 20/01/2012.

## Pre- application engagement

9.3 Given the scale and complexity of the scheme, an extensive pre-application process was undertaken with the local planning authority. This has been an iterative process over the period up to the submission of the current scheme.

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9.4 The proposals were presented to the Bristol Urban Design Forum on 24 June 2019 which provided the following feedback:

- Improving accessibility will be a major requirement, particularly achieving a modal shift away from private car use. Detailed discussions to provide a high quality designed and suitably sized railway station should take place.
- The panel strongly supports the reuse of the existing three bay hangar in its entirety and welcomed the proposed design approach that will ensure that the new uses will not dominate or visually disrupt the form of the hangar.
- The proposed pedestrian access via a bridge was supported and considered appropriate.
- A robust heritage assessment will help to inform the retention or demolition of existing site features.
- The panel supports the design philosophy and endorses the provision of the single high level approach which will allow an efficient management of the audiences and emphasise the formal centrality of the hangars.
- The panel questioned how the large external spaces would be used, particularly on non-event days, and queried whether a more natural landscape might generate more interest and establish flexible spaces that would be attractive to nearby communities and workers.
- The panel acknowledged the need for a sophisticated sustainable solution to achieve net-zero carbon.

**10 Equalities Impact Assessment**

10.1 During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Overall, it is considered that the approval of this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010. In this case the design and access to the development have been assessed with particular regard to disability, age and pregnancy and maternity issues.

**11 Community Consultation**

11.1 A Statement of Community Involvement was submitted with the application. This sets out the measures taken by the applicant to engage with the wider community and has included the following:

Presentations to councilors at Bristol City Council and South Gloucestershire Council – 11/09/2019, 24/09/2019, 10/10/2019, 23/10/2019, 22/01/2020 and 07/02/2020

Engagement with the West of England Combined Authority (WECA)

Discussions with local businesses including Airbus and BAE

Engagement with Great Western Railway and Network Rail

Public consultation

*Process:*

11.2 A public consultation event was held over three days from 18-20 July 2019 at a range of times. This was held at the airfield site at the Site Operations Centre and visitors were given the opportunity to join a tour of the hangar.

11.3 The applicant also held a number of 'roadshow' events around the wider area:

- Wednesday 10th July at Yate Shopping Centre, North Walk, Bristol, BS37 4AP

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- Thursday 11th July at Kings Chase Shopping Centre, Regent Street, Kingswood, BS15 8LP
- Thursday 25th July at Southmead Greenway Centre, Doncaster Road, Bristol, BS10 5PY
- Friday 26th July, St Nicholas' Market, Corn Street, Bristol, BS1 1JQ
- Imperial Shopping Centre in South Bristol on Friday 2nd August.

11.4 Members of the public are also able to tour the hangars on the third Wednesday of each month by booking via the YTL Arena webpage <https://www.ytlarenabristol.co.uk/news/public-consultation>.

11.5 All consultation events were advertised in the Bristol Post, via social media, and by leaflet drop in local centres. Attendees were invited to leave feedback via a questionnaire, either on the day or by post. Questionnaires were also emailed to members of the public who had signed up for a tour of the hangars.

*Outcomes:*

11.6 The consultation event was well attended with approximately 500 visitors and approximately 10% of those left contact details. The overall response from those who attended the consultation and tours was positive, with 96% supporting the principle of a mixed use development at the hangars, and 95% supporting the principle of building a new arena in Bristol.

11.7 Some respondents felt that the proposals would need to be supported by improvements to the existing transport infrastructure and there was concern about increased traffic as a result of the proposal. Some respondents also raised concern about noise levels arising from the arena on event days and were keen to discuss how this would be controlled to protect residential amenity.

**12 Response from External Consultees**Bristol Waste Company

12.1 No comment on the application

Coal Authority

12.2 The application site does not fall within the defined Development High Risk Area and there is no requirement for the Coal Authority to be consulted. If planning permission is granted, the Coal Authority's Standing Advice should be included as an informative within the decision notice.

Counter Terrorism Security Advisor (CTSA)

## Design and Access Statement (DAS) Landscape Part 1 – “Event Mode”

12.3 There will clearly be much larger crowds in and around the immediate vicinity of the arena prior to and after events, and whilst this will dictate the security posture in and around the complex in so far as processes and procedures, I would like more information on exactly how “Event Mode” impacts permanent/semi-permanent security infrastructure; particularly in relation to Hostile Vehicle Mitigation (HVM).

## DAS Landscape Part 2 – Location of Hostile Vehicle Mitigation on Arena Way

12.4 Arena Way will be a key route taken by visitors accessing the Arena. If as expected a number of commercial, food/drink and entertainment outlets occupy buildings along Arena Way, it in itself could become a crowded place regardless of activities at the Arena.

12.5 Under the current proposals, pedestrians will share the route along Arena Way with the Metrobus and with 2 adjoining roads meeting Arena Way from the north, one of which grants access to the pick up/drop off zone by crossing Arena Way; from a vehicle as a weapon perspective this raises 2 points;

1. I recommend that the extent of the HVM secured pedestrian zone be re-evaluated with a view to it being extended out to a point east of Station Plaza during Event Mode; and that the area currently

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designated as the pedestrian zone during Event Mode in the current proposals becomes an everyday HVM controlled pedestrian zone, with limited access times for private/commercial vehicles requiring access to commercial outlets along Arena Way. Under the current proposals, the western section of Arena Way is protected by HVM during Event Mode as are pedestrians queuing on Station Plaza, however, the area between those 2 lines of HVM on Arena Way is not protected. This area is likely to see heavy footfall prior to and after an event as supported by *Appendix 9.2 Crowd Modelling Study, figure 7.*

2. Will the Metro Bus route along Arena Way be passable by normal traffic or will it be constructed as a Guided Busway?

My office can provide advice on HVM measures if required.

#### DAS 10 Access and Transport Part 1 – North Filton Station

- 12.6 The Department for Transport has asserted that North Filton Station will not require additional security measures relating to terrorism. Whilst everyday activity levels at the station are likely to be low, it will be much busier around events at the arena and form part of the Arena's "Grey Zone". That is, it's a location that will be directly impacted by events at the Arena and at those times used overwhelmingly by Arena visitors. As a result, from the perspective of a hostile it is likely to be considered as an attractive target due to its proximity and notional connection to the Arena. Targeting of the station could be seen as a way to attack an event without having to defeat the security measures in place at the Arena itself. The 2017 Manchester Arena attack for example targeted patrons egressing from the Arena after a performance; In that case in an area outside of the main event space in a concourse leading to Manchester Victoria Station. For this reason it is recommended that the station is considered as being on the Arena's security footprint, protected by HVM, and linked into the Arena CCTV and communication systems.

#### Rationale

- 12.7 Terror attacks are rare, however, in recent years the number of attacks both successful and disrupted have been on the rise. At time of writing the national threat level is SUBSTANTIAL which means an attack is likely. The Manchester Arena and Parsons Green attacks of 2017 demonstrated that the use of explosives is still very much a relevant threat type, however, many of the mitigating measures we can take in this regard are procedural. With low sophistication methodologies such as vehicle as a weapon (VAW) attacks it is at the earliest design and concept stages where we can build in mitigation and protect the public from what has become the most prevalent attack methodology used by terrorists in the UK.

#### Crime Prevention Through Environmental Design (31/12/19)

- 12.8 The extant outline application for the former Filton airfield site is required to deliver aspects required for the arena project. This application was subject to Crime Prevention Through Environmental Design, however, the approved application advice was never intended to be at a level as to protect a major arena or the infrastructure and access to such a development. The nature of the development, the concentration of the access to SGC area, and the Event and Everyday modes proposed would required the ZONE 01 Area\_(Station Square, Arena Way, Brabazon Park, Brabazon Square) to be treated as a 'Crowded Place.' This would require the design codes approved under 14/3867 to be extensively revised/ varied. This should be done prior to the determination of the current application.
- 12.9 The DAS mentions two Control Rooms, Masterplan External Control Centre and Internal Master Control Centre. These are shown in two locations and both control rooms for the arena should receive a similar level of funding and should be managed by a single organization (e.g. YTL Arena).
- 12.10 Hostile vehicle mitigation is likely to be required when the arena is in both Event Mode and Everyday Mode, as even in 'Everyday' mode, all access will still be via Arena Way.

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- 12.11 The proposed solution for accommodating the predicted number of users on Arena Way does not take into account that 12 Metrobus movements an hour are required in this location. A recommended solution is to either re-design the layout of Arena Way or to re-direct the Metrobus route and make Arena Way a permanently pedestrian only route.
- 12.12 The DAS indicates that the same percentage of users are expected to use the Metrobus as will use the train, however, there is no proposed strategy to control queues for buses and this is not taken into account within the External Crowd Monitoring report and could lead to conflicts between attendees leaving the venue by different methods of transport. With the proposed frequency of Metrobus vehicles, a Grade A event would take 7 buses just over an hour.
- 12.13 Car parking numbers and car parking management should be reviewed, as the proposed car parking will be oversubscribed and could lead to conflict between residents and visitors.
- a. The application proposes a permanent provision of 1,700 spaces located in Multi Story Car Parks (MSCP) within the Masterplan area.
  - b. The DAS indicates an estimated car usage by visitors for a Grade A event as 65%, approximately 11,000. Depending upon car occupancy that would be between 5,500 and 2,700 vehicles. Even allowing for use of Park and Ride, and The Mall this would make the proposed car parking massively oversubscribed.
  - c. The existing Design Codes for the Masterplan residential areas allow for very limited numbers of legal car parking in addition to residents. This would mean that vehicles unable to park in the MSCP's would seek to park illegally within the residential areas. SGC has no 'tow away scheme' leading to potential for conflict between the residents and arena visitors.
  - d. Both Councils should consider the increasing of the permanent car parking provision, particularly within the Masterplan area.
  - e. The Framework Car Park plan indicates the MSCP's being available only for visitors to the arena on event days. This being via a booking system, however the plan does not suggest how to deal with the potentially high number of cars turning up at the MSCP's without booking?

Summary

- 12.14
- a. The DAS should include more detail as to how the security and safety of users of the approach routes are to be addressed.
  - b. Either re-design the layout of Arena Way or to re-direct the Metrobus route and make Arena Way permanently a pedestrian only route.
  - c. The Design Codes for the Masterplan Zone 01 should be submitted and agreed before determining this application.
  - d. Car Parking numbers and management should be reviewed.
  - e. This may be achievable by way of planning condition.

More detail is required on how the security and safety of users of the approach roads will be addressed.

Crime Prevention

- 12.15 There are images of terraced landscape and seating, it is important that these areas have adequate natural surveillance supported by cctv coverage. Any planting must be designed to operate with and the lighting and cctv plan.

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- 12.16 The integrated command and control section of the Design and Access statement makes reference to an external and internal cctv control room, it is vital that these operate together and not in isolation.
- 12.17 Whilst I acknowledge that details will continue to be finalised I need to remind the applicant the requirement for blue light and police services:
1. There needs to be adequate parking for police vehicles when required.
  2. Blue light communication equipment will need to operate within the whole site, with systems in place to ensure they function correctly.
  3. Adequate room to provide briefing for staff, when required.
  4. Facility to view cctv systems remotely from the site, including provision for the National Police Air Service.
- 12.18 In accordance with national protocol the Avon and Somerset Constabulary Counter Terrorism Security Advisor (CTSA) has also been consulted and will respond accordingly. This also needs to be read in conjunction with information provided by my colleague Kevin Wilkinson, who has a responsibility for the South Gloucestershire area.
- Environment Agency
- 12.19 The proposed development poses a risk to groundwater which is particularly sensitive in this location. The submitted reports provide confidence that it will be possible to suitably manage these risks, however, further detailed information will be required prior to the commencement of development. The following conditions are recommended:
- 12.20 Condition: The development hereby permitted may not commence until such time as a scheme for managing impacts from construction has been submitted to and approved in writing by the local planning authority:
- The storage of materials
  - The storage of chemicals
  - The storage of oil
  - The storage of hazardous materials
  - The proposed method of working
  - The proposed phasing of development
  - The proposed maintenance and after care of the site
  - Future landscaping
  - The provision of road and wheel cleaning facilities
  - Proposed scheme for monitoring.
- 12.21 The scheme shall, where necessary, be supported by detailed calculations and include a programme for future maintenance. The scheme shall be fully implemented and subsequently maintained, in accordance with the timing/phasing arrangements embodied within the scheme, or any details as may subsequently be agreed, in writing, by the local planning authority.
- 12.22 Reason: To ensure that the proposed development does not harm the water environment in line with paragraph 170 of the National Planning Policy Framework.
- 12.23 Condition: The development hereby permitted may not commence until such time as a scheme to specify the form of foundations (including piling) has been submitted to, and approved in writing by, the local planning authority. The scheme shall be fully implemented, in accordance with the scheme, or any changes as may subsequently be agreed, in writing, by the local planning authority.



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- 12.24 Reason: To ensure that the proposed development does not harm the water environment in line with paragraph 170 of the National Planning Policy Framework.
- 12.25 Condition: Prior to each phase of development approved by this planning permission no development shall commence until a remediation strategy to deal with the risks associated with contamination of the site in respect of the development hereby permitted, has been submitted to, and approved in writing by, the local planning authority. This strategy will include the following components:
1. A preliminary risk assessment which has identified
    1. All previous uses
    2. Potential contaminants associated with those uses
    3. A conceptual model of the site indicating sources, pathways and receptors
    4. Potentially unacceptable risks arising from contamination at the site
  2. A site investigation scheme, based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off-site.
  3. The results of the site investigation and the detailed risk assessment referred to in (2) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.
  4. A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.
- 12.26 Any changes to these components require the written consent of the local planning authority. The scheme shall be implemented as approved.
- 12.27 Reason: To ensure that the development does not contribute to, and is not put at unacceptable risk from or adversely affected by, unacceptable levels of water pollution in line with paragraph 170 of the National Planning Policy Framework.
- 12.28 Condition: Prior to each phase of development being brought into use, a verification report demonstrating the completion of works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to, and approved in writing, by the local planning authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met.
- 12.29 Reason: To ensure that the site does not pose any further risk to human health or the water environment by demonstrating that the requirements of the approved verification plan have been met and that remediation of the site is complete. This is in line with paragraph 170 of the National Planning Policy Framework.
- 12.30 Condition: If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until a remediation strategy detailing how this contamination will be dealt with has been submitted to, and approved in writing by, the local planning authority. The remediation strategy shall be implemented as approved. Reason To ensure that the development does not contribute to, and is not put at unacceptable risk from or adversely affected by, unacceptable levels of water pollution from previously unidentified contamination sources at the development site. This is in line with paragraph 170 of the National Planning Policy Framework.

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12.31 Condition: No development approved by this permission shall be commenced until a Construction Environmental Management Plan (CEMP), incorporating pollution prevention measures, has been submitted to and approved by the Local Planning Authority. The plan shall subsequently be implemented in accordance with the approved details and agreed timetable.

12.32 Reason: To prevent pollution of the water environment

Highways England

12.33 In response to the first consultation exercise Highways England (HE) issued a “Direction of Non-approval” on 20<sup>th</sup> December 2019. This recommended that planning permission should not be granted for a period of three months to enable further dialogue with the applicant to fully understand the potential impact of development on the strategic road network (SRN). The application has the potential to impact on the safe and efficient operation of the SRN and particularly the M5 Junctions 15, 16, and 17, and Junction 1 of the M32. It stated that further information was awaited from the applicant and review of this would enable Highways England to subsequently update their position.

12.34 Following re-consultation on 28<sup>th</sup> January 2020 for revised information, Highways England notified the Council on 6<sup>th</sup> February that the above-mentioned holding recommendation remained extant.

12.35 Dialogue between all of the parties involved with transport has continued in the meantime. At the time of writing this report Highways England have advised that they are due to withdraw their existing holding recommendation and replace it with a recommendation of “approval subject to conditions” that would form part of any permission. The wording of those conditions is currently the subject of discussions and needs to be agreed between the three highway authorities (BCC / SGC / HE). These conditions and confirmation of the HE position will be presented to Committee Members as part of an updated recommendation prior to the Committee meeting.

Historic England

12.36 Historic England has no comments on the application.

Natural England

12.37 Natural England has no comments on the application.

Network Rail

12.38 Network Rail has no objection in principle but has set out comments on asset protection to ensure that no part of the development adversely impacts the safety, operation, and integrity of the operational railway. Network Rail will require the developer to continue their engagement with NR Asset Protection and to enter into a BAPA agreement with a minimum of three months’ notice before work commences.

12.39 The below should be adhered to with regard to the attached Network Rail Assets:

- Access for planned or unplanned maintenance and/or examination is not affected (2m physical clearance maintained around all NR Assets)
- No physical works to be undertaken to any of the assets without the relevant Asset Manager’s approval
- All site works are to be Asset Protected

12.40 All access roads and car parks directly adjacent to Railway Boundary are to have suitable Vehicle Incursion Assessments undertaken with any potential high-risk sites to be appropriately mitigated as part of the works.

## Fencing

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12.41 It is noted through the planning application, the area to the North of the Railway is primed for a residential development creating a new neighbourhood, therefore we need to ensure the railway and land is fenced appropriately to ensure there is no trespass onto the railway.

12.42 The developer/applicant is therefore required to provide at their expense a suitable trespass proof fence (of at least 1.8m in height) adjacent to Network Rail's boundary and make provision for its future maintenance and renewal without encroachment upon Network Rail land. Network Rail's existing fencing / wall must not be removed or damaged and at no point either during construction or after works are completed on site should the foundations of the fencing or wall or any embankment therein be damaged, undermined or compromised in any way. Any vegetation on Network Rail land and within Network Rail's boundary must also not be disturbed.

## Drainage

12.43 It has been noted a new drainage system is to be installed. Network Rail Drainage assets are not to be compromised by any works nor are NR drainage systems to be used for the discharge of surface water. There are to be no soakaways, attenuation tanks etc. within 5m of Network Rail's boundary. Drainage is not to show up on Buried Service checks. Ground levels – If altered, to be such that surface water flows away from the railway.

## Site Layout

12.44 It is recommended that all buildings be situated at least 2 metres from the boundary fence, to allow construction and any future maintenance work to be carried out without involving entry onto Network Rail's infrastructure. Where trees exist on Network Rail land the design of foundations close to the boundary must take into account the effects of root penetration in accordance with the Building Research Establishment's guidelines.

## Foundations

12.45 Network Rail offers no right of support to the development. Where foundation works penetrate Network Rail's support zone or ground displacement techniques are used the works will require specific approval and careful monitoring by Network Rail. There should be no additional loading placed on the cutting and no deep continuous excavations parallel to the boundary without prior approval.

## Piling

12.46 Where vibro-compaction/displacement piling plant is to be used in development, details of the use of such machinery and a method statement should be submitted for the approval of Network Rail's Asset Protection Engineer prior to the commencement of works and the works shall only be carried out in accordance with the approved method statement.

## Excavations/Earthworks

12.47 All excavations / earthworks carried out in the vicinity of Network Rail's property / structures must be designed and executed such that no interference with the integrity of that property / structure can occur. If temporary compounds are to be located adjacent to the operational railway, these should be included in a method statement for approval by Network Rail. Prior to commencement of works, full details of excavations and earthworks to be carried out near the railway undertaker's boundary fence should be submitted for approval of the Local Planning Authority acting in consultation with the railway undertaker and the works shall only be carried out in accordance with the approved details. Where development may affect the railway, consultation with the Asset Protection Engineer should be undertaken.

## Demolition

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- 12.48 The demolition works on site must be carried out so that they do not endanger the safe operation of the railway, or the stability of the adjoining Network Rail structures and land. The demolition of the existing building, due to its close proximity to the Network Rail boundary, must be carried out in accordance with an agreed method statement. Approval of the method statement must be obtained from the Network Rail Asset Protection Engineer before the development and any demolition works on site can commence.

Plant, Scaffolding and Cranes

- 12.49 Any scaffold which is to be constructed adjacent to the railway must be erected in such a manner that, at no time will any poles or cranes over-sail or fall onto the railway. All plant and scaffolding must be positioned, that in the event of failure, it will not fall on to Network Rail land.

Lighting

- 12.50 Any lighting associated with the development (including vehicle lights) must not interfere with the sighting of signalling apparatus and/or train drivers vision on approaching trains. The location and colour of lights must not give rise to the potential for confusion with the signalling arrangements on the railway. The developers should obtain Network Rail's Asset Protection Engineer's approval of their detailed proposals regarding lighting.

Access Points

- 12.51 Where Network Rail has defined access points, these must be maintained to Network Rail's satisfaction.

**13 Response from BCC Internal Consultees**Air Quality

- 13.1 Following receipt of revised information through the Environmental Impact Assessment process, the Air Quality officer has confirmed that he has no objection to the proposals on air quality grounds. The detailed assessment is set out later in this report as Key Issue J.

Arboriculture

- 13.2 'The proposed retention of category B trees (T5-T19, T72, T73, T28 and T145) is welcomed. The applicant should take steps to ensure that trees T5-T19 are not damaged or removed during works, particularly on the building's east façade. The site provides an ideal opportunity for the Stockholm system of planting for establishing new trees.

- 13.3 In summary, the proposed development will have limited impact on high quality trees, requiring only the removal of small Category C trees. The higher quality trees have been incorporated into the green spaces, which will provide maturity to the landscaping. I support the proposed scheme and integration of existing trees into the design; however I would like to see more arboricultural input accompanying the application.'

- 13.4 The following conditions are recommended:

Arboricultural method statement & Tree protection plan

Prior to the commencement of the development hereby approved (including demolition and all preparatory work), a scheme for the protection of retained trees, in accordance with BS5837:2012, including a tree protection plan (TPP) and an arboricultural method statement (AMS) shall be submitted to and approved in writing by the Local Planning Authority.

Specific issues to be dealt with in the TPP and AMS:

- a) Location and installation of services/ utilities/ drainage.

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- b) Methods of demolition within the root protection area (RPA as defined in BS5837: 2012) of the retained trees.
- c) Details of construction within the RPA or that may impact on the retained trees.
- d) A full specification for the installation of boundary treatment works.
- e) A full specification for the construction of any roads, parking areas and driveways, including details of the no-dig specification and extent of the areas of the road, parking areas and driveways to be constructed using a no-dig specification. Details shall include relevant cross sections through them.
- f) Detailed levels and cross-sections to show that the raised levels of surfacing, where the installation of a no-dig surfacing within Root Protection Areas is proposed, demonstrating that they can be accommodated where they meet with any adjacent building damp proof courses.
- g) A specification for protective fencing to safeguard trees during both demolition and construction phases and a plan indicating the alignment of the protective fencing.
- h) A specification for scaffolding and ground protection within tree protection zones.
- i) Tree protection during construction on a TPP and construction activities clearly identified as a prohibited in this area.
- j) Details of site access, temporary parking, on site welfare facilities, loading, unloading and storage of equipment, materials, fuels and waste as well as concrete mixing and use of fires.
- k) Boundary treatments within the RPA.
- l) Methodology and detailed assessment of root pruning.
- m) Arboricultural supervision and inspection by a suitably qualified tree specialist.
- n) Reporting of inspection and supervision.
- o) Methods to improve the rooting environment for retained and proposed trees and landscaping.
- p) Veteran and ancient tree protection and management.

The development thereafter shall be implemented in strict accordance with approved details.

Reason: Required prior to commencement of development to satisfy the Local Planning Authority that the trees to be retained will not be damaged during demolition or construction and to protect and enhance the appearance and character of the site and locality, in accordance with DM17 and pursuant to section 197 of the Town and country planning Act 1990.

***Landscape (Soft and Hard) – (Major applications)***

Prior to the commencement of the development hereby approved; details of treatment of all parts on the site not covered by buildings shall be submitted to and approved in writing by the Local Planning Authority. The site shall be landscaped strictly in accordance with the approved details in the first planting season after completion or first occupation of the development, whichever is the sooner. Details shall include:

- 1) a scaled plan showing all existing vegetation and landscape features to be retained and trees and plants to be planted;
- 2) location, type and materials to be used for hard landscaping including specifications for:
  - a. permeable paving
  - b. Rain water gardens
  - c. underground modular systems or Stockholm solution
  - d. Soil aeration vents
  - e. Soil type and
  - f. Sustainable urban drainage integration
  - g. Water management strategy for watering of new trees
  - h. use within tree Root Protection Areas (RPAs);
- 3) A table illustrating the following details:
  - a. The soil volume available for each tree.
  - b. The soil volume required for each tree, when fully grown / mature.
- 4) a schedule detailing sizes and numbers/densities of all proposed trees/plants;

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- 5) specifications for operations associated with plant establishment and maintenance that are compliant with best practise; and
- 6) types and dimensions of all boundary treatments

Reason: Required to safeguard and enhance the character and amenity of the area, to provide ecological, environmental and bio-diversity benefits and to maximise the quality and usability of open spaces within the development, and to enhance its setting within the immediate locality in accordance with DM15 and DM17.

Informative:

The following British Standards should be referred to:

- a. BS: 3882:2015 Specification for topsoil
- b. BS: 3936-1:1992 Nursery Stock - Part 1: Specification for trees and shrubs

Tree planting plan – Landscape condition

Replacement planting, in line with Bristol Tree Replacement Standard (Policy DM17), should be illustrated on a landscaping plan, which includes:

- a. a scaled plan showing vegetation to be retained and trees and plants to be planted:
- b. proposed hardstanding and boundary treatment:
- c. a schedule detailing sizes and numbers of all proposed trees/plants
- d. Sufficient specification to ensure successful establishment and survival of new planting.

The planting shall be carried out no later than during the first planting season following the date when the development hereby permitted is ready for occupation or in accordance with a program, details of which shall be submitted to and agreed in writing by the local planning authority.

All planted materials shall be maintained for 5 years and any trees removed, dying, being severely damaged or become seriously diseased within 5 years of planting shall be replaced with others of a similar size and species to those originally required to be planted.

Reason: To ensure that the appearance of the development is satisfactory and in line with Bristol City Council Policy DM17

#### Archaeology

- 13.5 The requirement for building recording prior to demolition should be secured via condition.

#### Economic Regeneration

##### Comments received 13/01/2020

- 13.6 The Economic Regeneration Service accepts that the proposed new uses of the Brabazon hangars will be substituting new leisure / 'sui generis', plus office and commercial employment for the existing very limited B8 use. It would appear from the application form and supporting ES document (chapter 7) that the employment density of the proposed uses is forecast to be slightly higher than if the existing solely B8 uses were retained and extended across the site to achieve full occupancy (based on standard employment density ratios), which we welcome. The application's intended outcomes are thus in line with those proposed in the emerging Local Plan.

- 13.7 We are keen to advise and assist, in conjunction with the Council's Employment, Skills & Learning Service, with the applicant's preparation of a local employment, training and supply chain strategy, which adopts a proactive and inclusive approach to undertake local recruitment and skills support, which will benefit residents of Southmead ward and other socio-economically disadvantaged neighbourhoods of North Bristol, as well as small businesses across the City.

##### Comments received 13/02/2020

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- 13.8 The addendum to the ES provides more specificity about the actual uses of the 11,000m<sup>2</sup> 'Hub' element. We understand that additional jobs creation is expected to be generated as follows – D1 uses: 61 jobs and D2 use: 138 jobs, amounting to 199 additional fte jobs. This brings the revised total jobs creation estimate from the whole Arena development to a range of 925 – 1031, an uplift of 12% on the previous total, which we welcome, provided the same local social and economic value commitments are met, as stated in our previous response.

HeritageComments received 10/01/2020

- 13.9 This is an updated and revised guidance note subsequent to a full site visit and meeting on 7th Jan 2020. Although still an interim comment further design changes are required where it's considered harm to the structures lacks clear and convincing justification, and where alternative design proposals could better conserve significant aspects.
- 13.10 The application relates to the Brabazon hangar in Filton; undoubtedly one of the largest buildings ever built in Bristol and, for its time, a technological landmark. That the building is not nationally designated continues to be a surprise to many. The scale of ambition and achievement embodied in the building at a time of national deprivation and austerity, should not be underestimated. It is important to note that Historic England's own study into aviation buildings nationally described the Brabazon hangars as "a building of great and continuing significance".
- 13.11 Subsequent to our previous advice note, and following our meeting, it has been necessary to make our own assessment of the heritage significances using Historic England's prescribed heritage values. This has been compiled based on the site visit, information provided by the applicant, and further research. We repeat that the current heritage statement supplied fails to follow expected criteria set out by Historic England for understanding heritage values and significance; this standard approach identifying historic, communal, evidential, and aesthetic values must be applied. It is unclear why this departure from standard criteria has occurred, and the use of alternative values lacks clear rational or methodology for their selection or how they are applied to the site assets. It should be noted also that the submitted assessment of "overall significance" is not a mean value of these individual aspects.
- 13.12 The submitted approach has also split the site up into components without any clear methodology and the Local Authority have amended their assessment to review assets of similar significance together.
- 13.13 It remains that the understanding formed in the heritage statement lacks a rigorous evidence-based review of archival and other material. The Local Authority's assessment has sourced additional material to inform its conclusions including historic planning records, Bristol Archives, and periodical review, but this is far from exhaustive and lacks the required scope and resources expected.
- 13.14 Repeating our previous comments, there is a particularly poor demonstration of understanding of the aesthetic and architectural value of structures attached to the main hangar building. Many of these retain well-considered design features of great interest and quality. Their place in the canon of Modernist movement design should not be underestimated, and there must be a more nuanced understanding presented of how these compare with other examples and the work of architects of this International Movement. It's clear from comparison between design characteristics of the first, Brabazon, phase of development with the later work of David Aberdein, that his influence in the designs was considerable; Idiosyncratic angles, oval columns, idiosyncratic materials, and a delight in subtle curves all suggest his hand rather than Ross as coordinating architect. Standard assessments of aesthetics must be founded in an understanding of the philosophical and technical aspirations of architects that worked in this 'style' and the Local Authority has been limited in the resources to make these necessary comparisons.

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- 13.15 Building functions have been identified in the Heritage Statement, but there has been no demonstration of how these buildings were actually used. Returning to the Modern Movement ethos the building use is essential to the architectural expression of each element on site. Further understanding of use is critical in a basic understanding of a site laid out to rational notions of function and industrial production. The Local Authority's assessment has included some of these aspects and relationships, but it remains this needs further work to be adequate or proportionate to the importance of such a large and intricate site.
- 13.16 We still consider that the above issues have resulted in a skewed and distorted assessment of the heritage significance of the site, with structures and elements of like value having their relative significance obscured. The Local Authority's assessment is intended to address some of these shortcomings. The Heritage assessment should be a design tool, establishing the context and constraints on design, to ensure an appropriate level of conservation and integration is achieved. As it stands the design team will not have been fed accurate information on the significance of assets they are designing with, and consequently there are design decisions which pose harm to the assets. This has resulted in several key buildings on the site to be proposed for demolition where there is clear potential in retaining, adapting, and enhancing understanding of the historic interest of the site as a whole.
- 13.17 It is recognised that the locally Listed building and attached structures form Local List buildings, and, as such, are "non-designated heritage assets" under the provisions of the NPPF. Bristol City Council has clear policy on the conservation of Local List structures requiring: "Where a proposal would affect the significance of a heritage asset, including a locally listed heritage asset, or its wider historic setting, the applicant will be expected to:
- i. Demonstrate that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and*
  - ii. Demonstrate that the works proposed are the minimum required to secure the long term use of the asset; and*
  - iii. Demonstrate how those features of a heritage asset that contribute to its historical, archaeological, social, artistic or architectural interest will be retained; and*
  - iv. Demonstrate how the local character of the area will be respected."*
- 13.18 The current proposal is not justified in these terms and there is general concern that the proposals far exceed the minimum required to secure the long-term use of the site, that harm has been mitigated, or how a positive conservation-led approach to retaining features that contribute value will be retained.
- 13.19 Through the demolition of large parts of the hangar building and attached structures there is a definite degree of harm posed which has neither been recognised or justified. If designs fail as an appropriate response to the constraints and opportunities of conservation it cannot constitute quality design required under other policies. The relatively poor heritage assessment has resulted in design proposals that fail to represent a proportionate conservation-led scheme. There are significant aspects of the current proposals that must be addressed if it is to be supportable by policy.
- 13.20 Our recommendation is that design development seek to retain, adapt, and integrate the following elements within the wider scheme, to protect the aviation history for the benefit of the wider public:
- The curved wall of the VIP entrance wall is a representation of the turning circle of a vehicle approaching the entrance doors. As such it is integral to the significance of the VIP entrance and should be protected.
  - The cloakroom and covered walkway are integral to the VIP building and the original segregation of staff and more important visitors. Substantial adaptation of this structure to integrate it within the plaza area is generally supported, subject to design, and alternative use as security area, cloakroom, kiosks, could be explored to ensure its conservation.
  - The Inflammable store and the dwarf wall connecting to the fuel pump house are integral to this as a unified dynamic architectural composition. Retention, adaptation, and reuse is unlikely to negatively impact proposals for this area, though has the potential to conserve an interesting and valuable ensemble of original structures.



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- The Crow's nest observatories are a memorable remaining feature of the north façade. Retention of these behind the new glazed façade should be reviewed, or clear and convincing justification provided of why these are incompatible with development.
- The Crow's Nest observatories on the north façade are key elements in the architectural expression of the main elevation. Their retention within the new screen façade would retain an important and familiar element, ensuring continuity for the new façade.
- The more characterful elements of the northern part of the Drawing offices, formerly the BOAC office entrance.

13.21 Finally we must reiterate the Council's Development Management policy D26 which states:

*“Development will not be permitted where it would be harmful to local character and distinctiveness .... Development should retain existing buildings and structures that contribute positively to local character and distinctiveness.”*

13.22 Following a review of the proposal, and our own assessment, we consider that there is considerable scope for greater retention of significant structures which, once restored and brought into new use, could be beneficial to the site and visitors. It is a mutual ambition to ensure that the aviation history of Bristol, at its most palpable on this site, is preserved and expressed in this exciting new opportunity for development. We hope that alternatives to complete loss, and an approach better revealing the significance of the historic assets, can be explored to achieve this ambition.

#### Landscape

13.23 The landscape and public realm elements of this application seek to create an attractive but functional layout by rearranging the current arrangement of hardstanding and features within the building apron. The concept layout indicates the creation of a number of new elements to that end :

- a central plaza to facilitate pedestrian movement and arrivals from the pedestrian bridge: -
- soft landscape gardens and water features along the northern boundary;
- flexible events spaces to the eastern square;
- gardens and play to the eastern square;
- integrating pedestrian movement, access and VIP drop off;
- service farm to east, blue badge parking to the west;
- Back of House (BoH) operations to the south

13.24 Access and movement strategy identifies pedestrian and vehicular flows through the various parts of the site. The main squares are designed to provide exhibition facilities for large numbers of visitors during daylight hours, set with attractive landscape 'islands' to enhance setting. Sustainable drainage appears an important component of the layout and site assets such as existing trees have been recognised and retained in key areas. It is noted that the wooded slopes to the south of the Back of House area do not extend into the woodland slopes which ascent to Filton Golf Course, an important area of green infrastructure.

13.25 Generally then the landscape components of this application appear to be well considered and supportable at this stage, though a concern expressed by the Contaminated Land Officer in relation to the former aviation fuel tanks is noted here. Further details should be provided for key elements/features to help further understand the form and layout of the scheme, drawn to an appropriate scale: -

- a plan indicating the location of all retained trees/major canopy belts and those removed for development purposes
- detailed layout plans for all of the key squares and play area
- boundary treatments and fencing /security components
- areas of hard surface treatments and finishes
- an overall planting strategy for new tree planting and areas of significant structural planting

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- a planting plan for a 'typical' soft landscape area indicating species, numbers and size at planting.
- a detail for tree planting in hard landscaped areas
- details of site furniture; seating, bicycle parking, litter bins etc
- lighting componentry and layout
- signage strategy
- rendered verified views from agreed viewpoints
- a landscape management strategy to ensure the long term success of landscape elements

13.26 It has been agreed that these further details will be subject to a subsequent reserved matters submission.

Urban Design

## Introduction

13.27 The design team selected for this proposal is an award winning practice with an excellent track record of dealing with large-scale complex proposals that serve major infrastructure needs. They are in part celebrated for their ability to respond to heavy engineering requirements in architecturally thrilling ways, often in complex heritage settings. As such, they are ideally suited to understand the deep engineering and architectural value inherent in the existing Brabazon hangers. CDG applauds the developer for achieving this appropriate design partner 'fit' in relation to this ambitious proposal.

13.28 As an adaptive reuse proposal, the design approach is assessed under the following headings;

## Functional Elements

13.29 The onsite functional elements in relation to the requirements of a major events venue are convincing. The site planning approach responds well to the site's landlocked nature in terms of security and curating separation between back and front of house as well as pedestrian access. Solving the site's wider access and crowd flow challenges and the consequent impacts for public realm may need further assessment and collaboration with TDM, South Gloucester County Council and the applicant team. The recently submitted TDM response requires detailed assessment by CDG to understand if particular areas could benefit from further assessment.

## Tripartite Form

13.30 The Brabazon Hangars have a distinct building massing with a strong clearly defined outline against the skyline. To maintain this recognisable and iconic silhouette the proposal intentionally positions plant and servicing in back of house locations to the south. CDG supports this approach.

## Front Elevation

13.31 The proposal North Elevation provides the greatest opportunity to develop a facade that expresses the building's new civic role. This has been clearly understood in the design approach. Considerable design energy has gone into understanding this facade and associated spaces as a threshold that will mediate the new public realm to the north and the internal workings of the building. In appearance the necessary re-cladding of the building appropriately responds to the internal function adopting a hierarchy (Roof/Civic Band/Plinth) which assures a consistent treatment reflecting the ordering of the building's original facade. The proposed facade draws on the original shapes of the Esavian doors (folding hanger doors) and is formed of two skins, an external perforated folded mesh and a support structure with alternating clear or solid panels.

13.32 The 'Civic Band' portion of the envelope is one of the more exciting aspects of the proposal. It will function as main access to the arena atrium, a grand open light filled space incorporating a clear glass curtain wall extending upwards that will expose and celebrate the existing hangar structure. If

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successfully executed, this is where the considerable skills of the past and present designs team converge to offer a special experience for future visitors.

- 13.33 Note: As evidenced, the full skin of the building was replaced in the 1980/90s. It is accepted that the building envelope is beyond its serviceable life and not fit for its future purpose. The proposed new high performing thermal and acoustic skin is a necessary part of the scheme.

#### Flexibility

- 13.34 By its very nature, the future hard working use of the building requires adaptability and flexibility within the base section (Plinth) for effective servicing of the arena. The repositioning of pedestrian or goods vehicle loading doors or windows is a reasonable outcome. This is balanced against the proposed upper levels which are more simple and cleaner in design reflecting the original design intent from when the buildings were completed in 1949.

#### Circulation

- 13.35 Aside from the proposed bridge (please see CDG landscape assessment) the only notable areas of significant new addition to the hangers are two new evacuation service cores to be found on the north and south facades. The design team has demonstrated that the proposed capacity of the arena and limitations of the retained structure require that these elements be accommodated outside the existing building envelope. These structures adopt a lightweight appearance achieved through a translucent matt polycarbonate cladding system. A metal version of the polycarbonate panels is located at bottom level that emphasises the continuity of the plinth throughout. CDG welcomes this approach as an elegant and architectural interesting response to this functional requirement.

#### Conclusion

- 13.36 By adaptively reusing the Brabazon as an accessible culture venue, the proposal represents the very best in brownfield redevelopment and place making. When considered in the context of the full regeneration of Filton Airfield, the proposal goes far beyond simple designed evocations of a site's past. Rather it retains a key building that is part of the genesis of that former place and makes it relevant and purposeful once again. The new bridge will provide a critical piece of infrastructure that will ensure the YTL complex performs an anchoring role within newly emerging neighbourhoods. The re-imagining of the Brabazon Hangars for the YTL Arena Complex offers a unique and exciting opportunity for Bristol and the wider region. The considerable investment in these buildings means that an important part of local a nationally significant history will be secured and shared with the community for the foreseeable future.

#### Nature Conservation

##### Comments received 12/12/2019

- 13.37 Ecological mitigation is necessary to meet the requirements of the National Planning Policy Framework paragraph 170(d) in order to minimize impacts on and provide net gains for biodiversity. An ecological mitigation and enhancement strategy should be conditioned prior to commencement of development. This should include a number of measures to protect highly protected species that have been recorded on site. It should also include the provision of bird, bat, insect and hedgehog boxes/ bricks/ houses and habitat log piles.
- 13.38 The Filton Golf Course SNCI lies immediately to the south of the site and should be protected from pollution and construction impacts. Measures should be implemented prior to the commencement of development and can be secured by condition.

##### Comments received 28/01/2020

#### Reptiles

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- 13.39 Please note the recommendation with respect to the potential for legally protected reptiles to be present within the amenity grassland habitat marked as TN01 on Figure 1 of this report for a watching brief by an ecological consultant which is made in section 6.1.3 of the report on page 12. Please incorporate this recommendation into the recommended precautionary method of working (PMW) method statement with respect to the potential presence of legally protected and priority species to be produced by an ecological consultant and conditioned as a pre-commencement of development condition.

Badgers

- 13.40 Please note the recommendations in section 6.1.4 on page 12 of the report including with respect to the road traffic speed limit. In addition the PMW condition should include a requirement to undertake an updated badger survey immediately prior (i.e. no more than 48 hours) to the commencement of development, demolition or commencement of site/vegetation clearance. This is because new badger setts can appear overnight.

Comments received 31/01/2020

- 13.41 The lux contour levels shown in the Lighting Design General Arrangements Plan 1616XXX-HL-XX-XX-DR-Y-630-0001 P2 are satisfactory and should be secured via a compliance condition.

Contaminated Land Environmental Protection

Comments received 20/12/2019

- 13.42 Our main query is when will an intrusive site investigation report be submitted? This was stipulated as a requirement for inclusion within the Environmental Statement by the Environment Agency and ourselves at scoping.
- 13.43 In the absence of an intrusive site investigation the city council will have to object to planning consent being granted at this time, specifically as there is deemed to be a moderate risk to controlled waters and the supporting evidence as it currently stands does not clearly define the site conditions/conceptual site model.
- 13.44 In terms of the scheme design the proposed placement of the SUDs/rainwater harvesting/bio retention area is situated in exactly the same area of the underground and above ground fuel tanks and refuelling infrastructure, without supporting evidence of suitability/ground conditions etc. Is there any design details of this system yet?
- 13.45 Desk Study Comments
- The historical reports referred to in the Desk Study relate solely to the airfield and not Brabazon
  - The historical planning archive is a really useful source of information – some of which does not appear to be included in the conceptual site model/desk study this includes things such as printing rooms, paint and oil stores, climatic test chamber for guided weapons components and a fire station. Some of this is covered in the heritage statement document but it might be worth the applicants requesting copies of the planning archives from [planning.searches@bristol.gov.uk](mailto:planning.searches@bristol.gov.uk)
  - Some contaminants seem to be somewhat overlooked in the conceptual site model (solvents, vapours, potential PFOS/PFAS)
  - When the summaries of the reports are discussed in the Atkins desk study are the results being considered to present day screening criteria?
  - The desk study by BAE systems in 2011 identifies an area of marshy ground and “defence posts” in the area of the proposed bridge. These don’t appear to have been factored into the Atkins desk study.
  - The status of the storage tanks (especially those below ground storing military grade jet fuel) is not clear – are these still present on site, have they been decommissioned? These must be removed as part of the development.

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- The findings of any asbestos survey's / removal works should be obtained and included in any future assessments – asbestos was integral to the construction of the original building

As soon as further information is available please re-consult the team and it will be considered.

Comments received 12/02/2020

13.46 Since our initial comments we have received and reviewed the following reports:

- BAE Systems Environmental. Contaminated Land Desk Study. Filton Airfield. Ref: B0176-00-R1-2012.
- BAE Systems Environmental. Ground Investigation for Land Contamination. Brabazon Hanger, Filton. Ref: B0146-R3-1. 2011.
- BAE Systems Environmental. Ground Investigation, Factual Report. Filton Airfield. Ref: B0176-03-R3-B. 2013.
- Peter Brett Associates. Filton Airfield: Revised Contaminated Land Risk Assessment & Outline Remediation Strategy. Ref: 36713/3505/A
- Atkins. Geo-Environmental Desk Study Report. YTL Arena. Ref: 5185441 Rev 2.0 2020

13.47 The submission of the historic reports including the one for the Brabazon Hangar site has increased our confidence in the information presented with the Environmental Statement and whilst there are a number of uncertainties about ground conditions at the site we feel these can be addressed by the use of planning conditions. This is without prejudice to any comments that are to be made from SGC.

13.48 A number of uncertainties are summarised in section 6.2 of the January 2020 Desk Study report however we do feel further investigation should include areas we have previously identified in our earlier comments (23rd December 2019) and this does not appear to currently be proposed. We do ask before any further investigation we along with our other counterparts in the Environment Agency and South Gloucestershire can make comment on the investigation strategy. If at all possible with any future investigation report it would be useful to have design details finalised, especially for the areas of soft landscaping/open space, it is noted however that landscaping is a reserved matters issue for the arena.

13.49 The applicants are reminded as part of the development all existing tanks will have to be removed off site, especially with the presence of hydrocarbons noted in the soils around some of these areas and the proposals for drainage/ecological mitigation in the underground storage tank area. It is noted the Environment Agency have already proposed a number of planning conditions specifically in relation to land contamination. The general wording of which are acceptable to us. It is recommended the reason provided is amended as follows to include receptors other than controlled waters.

13.50 Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors. This is in line with paragraph 170 of the National Planning Policy Framework.

Environmental Health Pollution Control (Noise)

13.51 While there is no objection to the proposed development on grounds of noise pollution, the effectiveness of the proposed insulation should be checked post completion, prior to the commencement of use, to ensure that predicted noise levels are achieved. Management and monitoring of the venue will be required, once operational.

13.52 The following conditions are suggested:

1. Scheme of noise insulation measures

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All recommendations detailed in Chapter 11. Noise & Vibration of the Environmental Statement Volume 1 submitted with the application with regards to sound insulation measures shall be implemented in full prior to the commencement of the use permitted and be permanently maintained.

Upon completion of the sound insulation measures but prior to operation of the venue, a report based on the effectiveness of the scheme of noise insulation measures and any necessary steps to be taken should predicted noise levels at nearby residential properties not be achieved shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the use hereby permitted.

2. Noise from plant & equipment

No commencement of use shall take place until an assessment to show that the rating level of any plant & equipment, as part of this development, will be at least 5 dB below the background level has been submitted to and approved in writing by the Council.

The assessment must be carried out by a suitably qualified acoustic consultant/engineer and be in accordance with BS4142: 2014 Methods for rating and assessing industrial and commercial sound.

3. Details of Extraction/Ventilation System (A3 use)

No commencement of use of any A3 use shall take place until details of ventilation system for the extraction and dispersal of cooking odours including details of the flue, method of odour control, noise levels and noise attenuation measures has been submitted to and approved in writing by the Council.

The approved scheme shall be implemented prior to the commencement of the use and be permanently maintained thereafter.

4. Artificial light (external)

No commencement of use shall take place until a report detailing the lighting scheme and predicted light levels at neighbouring residential properties has been submitted to and approved in writing by the Council.

Artificial lighting to the development must meet the Obtrusive Light Limitations for Exterior Lighting Installations in table 2 of the Institute of Light Engineers Guidance Notes for the Reduction of Obtrusive Lighting, GN01:2011.

*Post Commencement*

5. Odour Management Plan

No commencement of use of any A3 shall take place until there has been submitted to and approved in writing, by the Council, an Odour Management Plan. The plan shall set out odour monitoring, extraction system cleaning and maintenance, filter replacement policies and mitigation measures to be taken should an odour nuisance be established.

6. Noise from plant & equipment affecting residential

The rating level of any noise generated by plant & equipment as part of the development shall be at least 5 dB below the pre-existing background level at any time at any residential premises.

Any assessments to be carried out and be in accordance with BS4142: 2014 Methods for rating and assessing industrial and commercial sound

7. Use of Refuse and Recycling facilities

Activities relating to the collection of refuse and recyclables and the tipping of empty bottles into external receptacles shall only take place between 08.00 and 20.00.

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## 8. Artificial Lighting (external)

Any light created by reason of the development shall meet the Obtrusive Light Limitations for Exterior Lighting Installations in table 2 of the Institute of Light Engineers Guidance Notes for the Reduction of Obtrusive Lighting, GN01:2011.

## 10. Opening hours

While hours of operation are not known at this stage, it is suggested that the times the premises are open to the public be restricted to 07:00 to midnight.

Flood Risk Manager

- 13.53 We raise no objection to the proposals and welcome the mix of sustainable drainage techniques proposed. If the application is recommended for approval, we would request the following condition:

The development hereby approved shall not commence until a Sustainable Drainage Strategy and associated detailed design, management and maintenance plan of surface water drainage for the site using SuDS methods has been submitted to and approved in writing by the Local Planning Authority. The Sustainable Drainage Strategy will explore the possibility of deculverting the existing culverted watercourse and integrate this with the proposed landscaping/Sustainable Drainage Strategy. The approved drainage system shall be implemented in accordance with the approved Sustainable Drainage Strategy prior to the use of the building commencing and maintained thereafter for the lifetime of the development.

Public Health and Safety

- 13.54 The proposed development has several potential positive health impacts:
- Access to culture, sport, heritage and family events
  - Access to open and natural spaces
  - Access to work and training
- 13.55 Potential negative impacts could arise from car use and air pollution caused by congestion. Uncertain health impacts comprise access to healthy food and drink, and climate change.
- 13.56 Suggested mitigations comprise:
- Reduce number of car parking spaces
  - Limit access to unhealthy food and drink
- 13.57 Potential enhancements could include:
- Discounted tickets for those on lower incomes and rates for local health, care and community related events
  - Further prioritizing and encouraging walking and cycling
  - Creating a food and drink environment that is healthy and sustainable
  - Bold action on climate emergency
- 13.58 A plan for ongoing assessment and monitoring of health impacts, mitigations and enhancements should be implemented.

Sustainable CitiesComments received 21/12/2019

## Introduction

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- 13.59 Comments have been provided by Mark Letcher – Project Manager Sustainability, Bristol City Council and Nicola Melville Senior Environmental Policy & Climate Change Officer, South Gloucestershire Council.

## General comments

- 13.60 The overall approach of reducing energy demand prior to considering the provision of energy services is noted and welcome. There are a number of areas where further information and clarification is required prior to providing more detailed comments.

## Climate Emergency &amp; Net Zero Carbon Development

- 13.61 Given the very high profile nature of this development and that Bristol City Council and South Gloucestershire Council have both declared a climate emergency and are seeking to achieve zero emissions by 2030, in our view there are a number of areas where the energy strategy should achieve more.
- 13.62 In order for Bristol and South Gloucestershire to be carbon neutral by 2030, it is essential that new development is net zero carbon. Page 28 of the Sustainability and Energy Strategy document accompanying the application states that the “proposed energy strategy has been designed to achieve net zero carbon status”, however, the proposed measures set out in the energy strategy do not equate to a 100% reduction in regulated energy carbon emissions. Both BCC and SGC emerging planning policies for non-residential development require a 100% reduction in regulated carbon emissions. The Energy Strategy should therefore be revisited.
- 13.63 The significant amount of carbon emissions arising from unregulated energy use – identified as 3943 MWh/year (page 50) – should also be addressed further through the energy strategy.
- 13.64 Transport during the operation of the development will be a major source of carbon emissions. It is essential that a modal shift in transport away from the private car is facilitated in order to address the Climate Emergency. The large majority of trips need to be by walking, cycling and public transport.

## Integration with development at the Former Filton Airfield

- 13.65 Given that YTL are developing the wider former Filton Airfield site in South Gloucestershire for mixed use development (PT14/3867/O - Mixed use development on 143.73 hectares of land comprising: residential development for up to 2,675 dwellings and apartments; 24ha of stand-alone employment land etc), the relationship of the Arena with the wider neighbourhood needs to be determined. For example, how the Energy Strategy prepared for the former Airfield site relates to the Arena development, and how the Arena development will integrate with neighbouring development either as part of a localised or larger heat network.

## BCS14 – sustainable energy

- 13.66 The overall approach to reducing energy demand prior to considering the provision of energy services is noted and welcome. The proposed strategy is based on the use of air source heat pumps with some radiant electric heating for space heating, and air source heat pumps providing domestic hot water. Cooling is to be provided air source heat pumps and chillers.



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- 13.67 Beyond the baseline requirement for heating, DHW, and cooling, the intermittent nature of the additional cooling and heating requirement (linked to events) is noted, as is the expectation that cooling will account for 44% of the annual energy demand.
- 13.68 As proposed the Energy Strategy would result in a large quantity of reject heat from cooling and we would like to see the strategy go much further in addressing this. Table 15 lists the Energy Demand for cooling as 1,281MWh per annum. Assuming an average seasonal energy efficiency ratio (SEER) of 6 for the chiller and air source heat pump this suggests a cooling requirement in the order of 7690MWh per annum. Given this and the proposal for significant new development in the vicinity (in South Glos (referred to above) the strategy should:
- Examine the opportunities to combine heating and cooling to increase the efficiency of both processes.
  - Examine the opportunities for the thermal storage of heat/coolth including any opportunities for intermediate and seasonal below ground storage (e.g. in boreholes, former mine workings etc).
  - Consider in detail and show how this scheme could link via an ambient loop heat network to planned development at the Former Filton Airfield site in South Gloucestershire.
- 13.69 Where heat pumps chillers/VRF units are proposed the global warming potential of the refrigerants should be specified, as well as the assumed annual level of leakage, and associated emissions (CO2 equivalent), and the proposed approach to monitoring and rectifying leakage. Though not a BCC policy requirement CO2 equivalent emissions should be factored into overall assessment of carbon emissions and savings.
- 13.70 Heat pumps meet the heat hierarchy in BCS14, resistive electric heating does not. The proportion of the total heat demand which it is proposed to provide in this way should be specified. BCC/SGC will provide further comments on this and the Energy Strategy as a whole at the subsequent stages of the planning process.
- Energy storage
- 13.71 Clarification is required on what level of electricity storage will be incorporated into the design and when Information on end of life disposal, recycling and material recovery from battery storage should also be provided.
- PV
- 13.72 Reducing residual emissions through roof-mounted PV complies with BCS14. Clarification is required on the phasing and schedule for installing PV and contribution it will make to reducing residual emissions.
- 13.73 The strategy suggests that the reduction in residual emissions is 16.6% with the potential to increase this to 20%. To comply with BCS14 the reduction in residual emissions will need to be 20% or greater. Further details on how this will be achieved are required.
- 13.74 Furthermore, in order to help reach net zero carbon and contribute to addressing the Climate Emergency, the amount of PV incorporated in the development will need to be maximised. YTL are therefore encouraged to install the maximum amount of PV from the outset.
- EV charge points
- 13.75 The reference to EV charge points is noted. The provision of charge points should be in line with BCC policy which is linked to the provision of parking spaces. The power output of each charge point to be provided should be specified in the energy strategy. Though not a policy requirement the provision of charge points with a minimum output of 7kW (to enable one vehicle to charge at 7kW or two vehicles to charge at 3kW) is strongly encouraged as is designing the charging infrastructure to enable smart charging and V2G in the future.

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- 13.76 Noting the current planning application to SGC for a temporary car park with 2000 spaces, clarification is required on what parking provision the installation of EV charge points described in the Energy Strategy relates to and whether charge points will be provided on the temporary car park now or in the future. The provision of power for EV charging infrastructure and the associated power demand whether on the staff or visitor parking should be integrated into the overall energy strategy for the scheme.

BCS13 – climate change

- 13.77 The strategy makes reference to further analysis of the risk of overheating. This should be provided in the subsequent version of the energy and sustainability strategy. From a local authority perspective we would like assurance that both the event and non-event spaces (e.g. offices) will not be liable to overheat over the lifetime of the scheme (assume 60 years) taking account of projected changes in average and peak summer temperatures and anticipated changes in the frequency and duration of heat waves. The analysis should be based on dynamic thermal modelling and assessed against recognised and published criteria (e.g. CIBSE TM52 or appropriate equivalent). Where an overheating risk is identified this should be addressed through amendments to the design.
- 13.78 The use of green/blue infrastructure to reduce solar gain and provide cool external spaces is strongly encouraged. Particular emphasis should be given to the providing shaded routes to access the venue on foot (the final 500m). Further details of how green/blue infrastructure will be used to mitigate the risk of overheating should be provided along with opportunities to attenuate surface water run-off.

BREEAM

- 13.79 The BREEAM pre-assessment showing that BREEAM Excellent is achievable is noted and welcome. The statement suggests that rainwater will be harvested to flush toilets. Whilst supportive in principle, experience of rainwater harvesting systems in use in Bristol is that they are complex and expensive to operate and maintain and have in almost all cases been disconnected. If it is proposed to use such a system(s) further information on how it will be operated and maintained on a permanent basis should be provided to demonstrate that this is a realistic proposition.
- 13.80 Given that YTL have highlighted the destruction tropical rainforest and the consequences of this, and given the high profile nature of this scheme we strongly encourage YTL to consider making this a development which excludes the use of all non-reclaimed/recycled tropical hardwoods.

Broadband

- 13.81 Clarification is required on what level of Broadband will be provided across the site and how this will meet BCC policy as described in the Broadband Connectivity Practice Note (<https://www.bristol.gov.uk/documents/20182/239435/Broadband+Connectivity+practice+note/9c4b3e14-0da6-9b4b-caa3-0c8e0656e7a6> )

Comments received 11/02/2020

Introduction

- 13.82 These comments from Bristol City Council and South Gloucestershire Council provide a response to the document 'YTL Arena Bristol. Responses to BCC/SGC comments' produced by Hoare Lea (29th January 2020).
- 13.83 For reasons of brevity we have only provided further comments here where we feel additional information or clarification is required.
- 13.84 Our expectation is that commitments made in the Energy Statement and amended in the YTL response (29-01-2020) will be implemented in full. Appropriate Planning Conditions should therefore be applied.

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## Reduction in residual emissions

- 13.85 Clarification on the reduction in residual emissions is noted. The scheme is expected to achieve an overall reduction in residual emissions of 33% of which 20% will be from on-site renewables.
- 13.86 Integration with new development at the former Filton Airfield
- 13.87 Further consideration of the potential to recover reject heat from arena cooling for use in the new mixed-use development at Filton Airfield is very welcome. We note the suggestion that a culvert could be used to link the two sites and carry services including heat pipes beneath the railway line.
- 13.88 To increase the likelihood that reject heat from the arena complex will be recovered, and that the energy strategy and masterplan for the subsequent phases of the Filton Airfield development will be designed to make use of this energy we recommend that:
- the provision of a culvert with sufficient capacity to carry heat network pipes is conditioned, *and*
  - that proposal to use waste heat in the Filton Airfield development is confirmed in writing by the member of YTL with overall responsibility for the delivery of the Filton Airfield development.
- 13.89 We also note that the battery storage proposed will enable the storage of renewable energy on site, and we welcome the intention to move excess energy that may be available for use on the Filton Airfield site.

## PV

- 13.90 The clarification that 10,000m<sup>2</sup> of PV will be deployed as part of the first phase of the development (covered in this planning application) and from day-one is noted and welcome. We recommend that provision of the PV system is conditioned (please see below).

## Overheating

- 13.91 We recommend that the overheating assessment of the permanently occupied spaces (i.e. offices, work-spaces etc other than the arena venue itself) is conditioned.

## Materials

- 13.92 The decision to excluded non-reclaimed tropical hardwoods is welcome and strongly supported, and should be incorporated into the specification for all contracted and sub-contracted works.

**14 Response to Publicity and Consultation**

- 14.1 A site notice and press notice were issued and neighbours consulted by individual letter, in collaboration with South Gloucestershire Council. Following a number of revisions to the submission submitted on 28 January, further consultation was carried out on the proposals.

## Members of the public

- 14.2 132 public comments have been received to date. 111 of these were submitted from residents or businesses with addresses in the West of England region (Bristol, North Somerset, South Gloucestershire and Bath & North East Somerset). All public comments can be viewed on Bristol City Council's planning portal.
- 14.3 119 comments of support have been received, 98 of which are from the West of England region. These can be summarised as follows:
- The proposal would have a positive impact upon the local economy and encourage investment in the city
  - "Bristol needs an arena"

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- The proposal would increase employment opportunities for local people
- The hangars are a heritage asset and the proposal would secure their retention
- The proposal would increase the numbers of tourists and visitors to Bristol
- The proposal would improve the national and international reputation of Bristol
- The proposal would reduce the need to travel to venues in other cities
- Support for an arena to be located at this specific site
- The proposal would contribute to improving transport infrastructure
- Support for a scheme funded by the private sector rather than by the public
- The arena would contribute to the cultural offer of the city
- The proposal would provide amenities and community facilities for local residents
- General support for a scheme which has considered sustainability and plastic usage

14.4 8 comments of objection have been received, all of which are from the West of England. These can be summarised as follows:

- Concern regarding impacts upon residential amenity (including noise, litter, light pollution)
- The level of parking provided would generate an unacceptable level of trips by car
- The proposal would increase traffic and congestion
- The proposal would negatively impact air quality
- The proposal would increase levels of crime and anti-social behaviour
- The land should be used for another use (green infrastructure, housing)
- Concern that visitors to the site would park in residential areas
- Concern that the existing and proposed transport infrastructure is inadequate
- Concern that the public consultation session was not appropriately marketed
- Concern that transport assessments have not been appropriately undertaken
- The proposal would negatively impact local businesses

14.5 5 neutral comments have been received, all of which are from the West of England. These can be summarised as follows:

- Clarity sought over the closure of the West Gate access to the Airbus premises as it could increase congestion and increase air pollution
- Clarity sought over a through-road to Cribbs Causeway as it could make Charlton Road a major access route
- Clarity sought over the archaeological conditions to be attached to the decision notice and request further assessment of locally-listed ancillary structures
- Clarity sought over the bus gate at the end of Charlton Road as if there is pedestrian access to the arena from Charlton Road then the road could be used as parking
- Concern from a local business that arena visitors may park in such a way that blocks access to their loading bay and request that YTL or the Council pay for retractable parking bollards/gates for their premises

14.6 Of the above 119 comments of support, 12 of these were from hotels (all within the West of England). No hotels publicly objected to the application. Their reasons for supporting the application can be summarised as follows:

- The proposal would have a positive impact upon the local economy and encourage investment in the city
- General support for a scheme funded by the private sector rather than the public
- The proposal would increase employment opportunities for local people
- “Bristol needs an arena”
- The proposal would increase the numbers of tourists and visitors to Bristol

**15 Relevant Policies**

15.1 National Planning Policy Framework (NPPF) February 2019.

15.2 Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocations and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted

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March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2016 and Lawrence Weston Neighbourhood Development Plan 2017 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.

15.3 In determining this application, the Local Planning Authority has had regard to all relevant policies of the Bristol Local Plan and relevant guidance.

15.4 Bristol Core Strategy (adopted June 2011)

BCS7 Centres and Retailing  
BCS8 Delivering a Thriving Economy  
BCS9 Green Infrastructure  
BCS10 Transport and Access Improvements  
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  
BCS20 Effective and Efficient Use of Land  
BCS21 Quality Urban Design  
BCS22 Conservation and the Historic Environment  
BCS23 Pollution

15.5 Bristol Site Allocations and Development Management Policies (adopted July 2014)

DM1 Presumption in favour of sustainable development  
DM7 Town Centre Uses  
DM10 Food and Drink Uses and the Evening Economy  
DM13 Development proposals on Principal Industrial and Warehousing Areas  
DM14 The Health Impacts of Development  
DM15 Green Infrastructure Provision  
DM17 Development Involving Existing Green Infrastructure  
DM19 Development and Nature Conservation  
DM23 Transport Development Management  
DM26 Local Character and Distinctiveness  
DM27 Layout and Form  
DM28 Public Realm  
DM30 Alterations to Existing 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

15.6 Supplementary Planning Documents and guidance

Planning Obligations SPD  
Archaeology and Development  
Climate Change and Sustainability practice note  
Assessing the health impacts of development practice note  
Waste and recycling: collection and storage facilities  
A guide to cycle parking provision guidance  
Marketing guidelines for a change of use planning application  
Travel plan guide for new developments

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West Way Bristol BS34 7DU****16. Key Issues****Key Issue A: Is the principle of development acceptable?**

- 16.1 The majority of the site is located within a designated Principle Industrial and Warehousing Area (PIWA). Given this designation, the proposed change of use of the hangars from Class B8 to Classes A1/A3/A4/B1/D1/D2 should be assessed against the requirements of Policy DM13. This confirms that *'specialised leisure uses which cannot be accommodated in centres because of their scale and /or operational impacts'* may be acceptable within PIWAs. On this basis, the arena itself is considered to be an acceptable Class D2 use within the PIWA, in accordance with the policy.
- 16.2 A number of non-leisure uses are also proposed within the Hub, which will be standalone A1, A3, A4 B1a, and D1 uses, rather than ancillary D2 uses, albeit it is acknowledged that they are primarily required to support the function of the arena. These uses must therefore be justified against Policy DM13 which requires the following criteria to be met:
- i. *'It is demonstrated that there is no demand for:*
    - a. *The use of the existing site / premises for industry or warehousing; or*
    - b. *The redevelopment of the site for new industrial or warehousing premises;**and*
  - ii. *The proposal will not prejudice the function or viability of the rest of the Principal Industrial and Warehousing Area.'*
- 16.3 The applicant has provided a supporting letter from Hartnell Taylor Cook which sets out the existing building's unsuitability for continued use for warehousing and distribution (Class B8). The building was originally designed for a specific function and its structure, specification and services are outdated and do not meet modern occupier demands. It is considered unlikely that it could be altered to meet modern requirements without significant financial investment which itself would be unlikely, given the significant competition from nearby industrial and warehousing units. In addition, servicing and maintenance costs are likely to be relatively high and the ongoing liability for repair and maintenance is unlikely to support market lettings in terms of adequate lease duration. The existing road access to the building is considered to be relatively poor and is via predominantly residential areas.
- 16.4 The site has been predominantly vacant for a significant period of time, although the west hangar is currently occupied by a timber merchant. The longstanding vacancy indicates that the site in its existing format is generally an unattractive proposition to potential occupiers. Further, no plans for its redevelopment to provide industrial / warehousing floorspace have come forward, potentially reflecting the fact that this would not be a viable proposition for redevelopment.
- 16.5 The applicant has stated that Alder King were instructed to market the hangars and surrounding land for sale or letting in 2011 and has provided particulars of the site that were used at the time. Although no formal marketing report has been submitted in accordance with BCC's guidelines, the applicant has confirmed that there was very little interest in the site, prior to its purchase by the current owner. The applicant has proposed that this lack of interest stemmed from the buildings' characteristics and the site's poor levels of access, the latter being of particular importance. There is no access from the north or south and access from the west is via residential streets which would be unsuitable for vehicles associated with warehouse or industrial uses. Access from the east is also severely restricted by the security requirements of the Airbus campus.
- 16.6 The applicant has also suggested that there has been no demand due to the high level of competition for modern warehousing and distribution space elsewhere in Bristol, particularly at Severnside, Avonmouth and Horizon 38, which is in close proximity to the site. While no evidence of lack of demand for redevelopment for Class B uses has been provided, it is likely that the site's access constraints would preclude options for redevelopment to provide industrial or warehousing floorspace.

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- 16.7 The extent of the PIWA boundary broadly follows the red line boundary for the main arena application. This means that the proposed change of use would see the entire PIWA falling out of Class B8 use, with no remaining area within the PIWA available. However, given that the site has been predominantly vacant for approximately 10 years, this is not considered to be harmful to the provision of useable employment floorspace in any real sense given that the site cannot be said to have fulfilled its designation as a PIWA for a significant period of time.
- 16.8 It is also important to note that the site is not allocated as a PIWA in the Bristol Local Plan Review (BLPR), representing a potential change in policy direction. The BLPR is still at a relatively early stage of the adoption process and therefore carries only limited weight, however, it does accurately reflect the status of the site and the removal of the designation is unlikely change as the Local Plan progresses towards adoption. It is also notable that no specific objections were received to this approach during the last round of consultation on the Local Plan Review.
- 16.9 In summary, Policy DM13 is primarily aimed at retaining industrial and warehousing land which is recognised as being of strategic economic importance. The emerging Local Plan reflects the fact that the hangars have not played a significant role in the city's industrial land stock for some time. It is therefore not considered to be strategically important industrial land and the proposed change of use will therefore have no material impact on strategically important industrial land within BCC's administrative area. This is a material consideration carrying a level of weight in the planning balance.
- 16.10 Given the existing buildings' longstanding vacant status, the redevelopment of the site is considered to be in accordance with NPPF para. 122 which requires planning decisions to support development that makes efficient use of land. It is also in accordance with Policy BCS20 which requires new development to maximise opportunities to re-use previously developed land.

**Key Issue B: Is the proposal acceptable in sequential (town centre uses) terms?**Introduction

- 16.11 The site does not form part of any defined 'Town Centre' as set out in Policy BCS7. The nearest defined town centres within BCC's administrative boundary are Crow Lane to the south west, and Southmead to the south. The nearest defined town centres within South Gloucestershire's administrative boundary are Patchway to the north, and Filton to the south east. The site is therefore classified as an 'out of centre' location, defined within NPPF Annex 2 as 'a location which is not in or on the edge of a centre but not necessarily outside the urban area'.
- 16.12 The proposed A1, A3, A4, B1a, and D2, uses are all classified as main town centre uses which are directed under current policy first to town centre locations, then edge of centre locations, followed by out of centre locations.
- 16.13 NPPF paragraph 86 requires local authorities to apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up to date plan. Paragraph 87 states that when considering out of centre proposals, preference should be given to accessible sites which are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale, so that opportunities to utilise suitable town centre or edge of centre sites are fully explored. An impact assessment will be required to assess the impact of the proposal on public and private investment in existing centres, and on the vitality and viability of existing town centres, including local consumer choice and trade.
- 16.14 In line with the NPPF, Policy BCS7 directs retail, office, leisure and entertainment uses within, or adjacent to, Town, District and Local Centres. This is supported by Policy DM7 which states that out of centre development of main town centre uses will only be acceptable where:
- i. *No centre or edge of centre sites are available and the proposal would be in a location readily accessible on foot, by cycle and by public transport, or*

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- ii. *The proposal is of a small scale and aimed at providing for local needs*
- iii. *In assessing the availability of centre and edge of centre sites, alternative formats for the proposed uses should be considered.*

16.15 Since the site is classified as an 'out of centre' location, sequentially preferable locations will therefore be:

- in centre sites
- edge of centre sites
- out of centre sites which are more accessible and better connected to town centres

16.16 This approach is set out in NPPF para. 87 and the interpretation of this paragraph is supported by the Planning Practice Guidance, which states that 'where the proposal would be located in an edge of centre or out of centre location, preference should be given to accessible sites that are well connected to the town centre.' (Paragraph: 011 Reference ID: 2b-011-20190722)

16.17 The requirement arising from para. 87 to assess whether any out of centre locations are more accessible and better connected is also supported by case law, including the Telford judgement<sup>1</sup> and the more recent Secretary of State's decision in relation to the proposed extension to The Mall at Cribbs Causeway, South Gloucestershire (LPA Ref. PT14/4894/O). In this decision, the Secretary of State agreed with the Inspector's summary of the sequential test which stated that it adopts 'a town centre first approach but it is wrong to characterise it as a town centre only approach. The test is very simple with a sequence of town centre sites before edge-of-centre sites before out-of-centre sites. However, if there aren't suitable and available in or edge-of-centre sites then the sequential test provides for out-of-centre development.'<sup>2</sup>

#### Suitability and availability

16.18 As set out above, NPPF paragraph 86 sets out a requirement for the suitability and availability of alternative sequentially preferable sites to be assessed. When assessing alternative sites, a degree of flexibility in terms of both scale and format should also be allowed for, as set out in Policy DM7.

16.19 The issue of suitability was also considered in the Tesco v Dundee Supreme Court Judgement<sup>3</sup>. This established that the term 'suitable' should be interpreted as 'suitable for the development proposed by the applicant', however, this should be qualified by the requirement for the developer to have prepared their proposals in accordance with the recommended approach. For example, developers should have regard to the circumstances of particular centres and should consider the scope for accommodating the development in a different form.

#### Sequential Test

16.20 The application is supported by a Sequential Test (January 2020), prepared by Avison Young, which explores opportunities to utilise alternative sites that may be sequentially preferable and which are suitable and available. The Sequential Site Assessment document is attached as Appendix 3.

16.21 The Sequential Test assesses 11 alternative sites and premises: these have been agreed with officers at pre-application stage from a shortlist of 74 potential sites. These assessments establish the suitability and availability of the alternative sites, in line with the NPPF and adopted policy. They also consider flexibility in scale and format, as required by DM7.

16.22 The initial part of the Sequential Test establishes the requirement for the arena to be of a certain size and capacity, and for its supporting uses to be interlinked. Analysis of other UK arenas show that those with a capacity of below 15,000 are unable to attract many of the leading acts and will not be

<sup>1</sup> Telford & Wrekin and St Modwen v Secretary of State for Communities and Local Government High Court Judgement CO/9668/2012

<sup>2</sup> PINS ref. APP/P0119/V/17/3170627

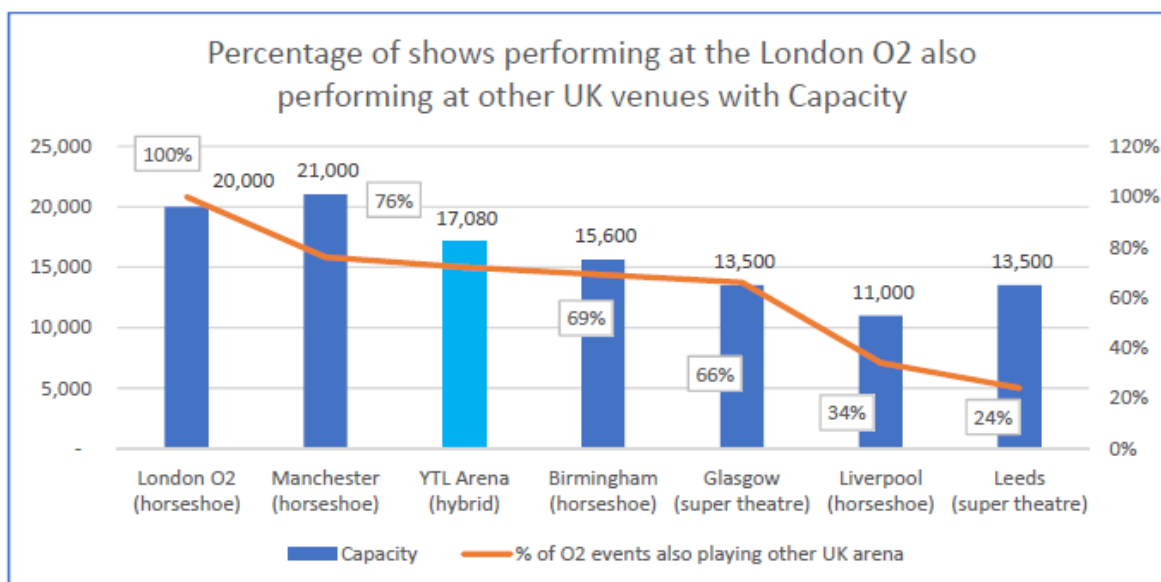
<sup>3</sup> [2012] UKSC 13



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established as a 'must play' venue. The analysis sets the O2 Arena as a benchmark on the basis that this has been ranked the world's most popular area: this shows a general trend for smaller capacity arenas to attract a lesser percentage of the acts performing at the O2.



- 16.23 The Sequential Test also establishes the requirement for the other uses within the arena complex to be provided and, in some instances, interlinked with the arena. The format of an arena complex, rather than a standalone arena, is becoming increasingly common. Glasgow, Aberdeen and Liverpool have all recently added event spaces to create flexible events spaces that are able to attract a range of events. For example, Glasgow's Scottish Event Campus has five interconnected exhibition and meeting spaces including a 13,500 capacity arena; and Aberdeen has a 15,000 capacity arena with three 2,000sqm exhibition halls, together with meeting rooms and restaurants. The requirement for the arena capacity to be a minimum of 15,000 has been justified and the proposed 17,000 capacity arena is therefore considered to be reasonable.
- 16.24 The additional interlinked event space is required to allow the complex to host some of the larger events, which require a range of spaces. An example of this is the BBC Sports Personality of the Year awards ceremony, which requires a central space for the awards ceremony itself, with separate linked spaces to accommodate the after show dinner and space for sponsors. In addition, a BBC Festival of Sport event would run alongside the ceremony offering children and members of the public the opportunity to try a variety of sporting activities. The requirement for interlinked spaces arranged in this configuration meant that the event has previously been held at the Aberdeen P&J event complex: the proposals for the Brabazon hangar would offer a similar configuration, layout, and quantum of floorspace enabling Bristol to compete for similar events.
- 16.25 The supporting space in the Hub and Festival Hall would also enable the complex to attract trade conventions, international athletics and gymnastics, and other family and sporting events. The three spaces can be interlinked or remain independent of one another and it is this flexibility that will enable the complex to attract a broad market. Destination Bristol reports that the city regularly has opportunities to bid for large industry events, such as Meet GB and Explore GB and the arena complex would enable the city to host events of this scale.
- 16.26 A standalone arena would typically host approximately 110 events per annum, however, the addition of the Hub and Festival Hall spaces increases this to approximately 234 events.

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<b>YTL Arena Complex</b>			
	<b>Arena Only</b>	<b>Arena + Festival Hall</b>	<b>Arena Complex</b>
<b>Arena Event Days</b>	110	130	140
Total Visitors	1,061,500	1,332,500	1,435,000
<b>Festival Hall Event days</b>			
		94	94
Total Visitors		150,200	150,200
<b>Total Events</b>			
		224	234
<b>The Hub Operational Days</b>			
			364
Total Visitors			150,000
<b>TOTALS</b>			
# Days in operation	110	224	364
% Occupancy	30	61	100
# Visitors	1,061,500	1,482,700	1,735,200

- 16.27 The increased number of events that the arena complex would be able to support leads to increased efficiencies which support the business case for a viable operation. The efficiencies include shared services, such as security and facilities management, better employment options, and more efficient use of internal equipment.
- 16.28 The arena and exhibition development market has traditionally been driven by public sector support and subsidy and all of the most recent schemes have included significant levels of public sector subsidy. In order to render arena schemes commercial, i.e. without public subsidy, significant levels of associated enabling development are required. Similarly, exhibition centres will generally also require enabling development. A food and beverage hub is the most ideal and complementary enabling development to support such uses. The development of an arena and exhibition centre together provide very good complementary uses but would require commercial enabling development to make the overall package commercially sustainable. It is therefore sensible to consider the package of all three uses as a combined development.
- 16.29 The applicant has also provided a financial analysis of the proposals at Appendix XIII of the Sequential Test. This demonstrates the internal rate of return that would be generated by a standalone arena (2%); an arena and exhibition space (5%); and an arena, exhibition space, and hub (9.5%). In its 'Temple Island Arena: Value for Money Assessment (June 2018)' for the previously proposed Temple Island arena, KPMG considered that an estimate of 6.2% return would be considered a reasonable rate of return for an investment of this type, demonstrating that of the three scenarios presented, only the arena complex would provide an acceptable rate of return.
- 16.30 Having established that a certain capacity of at least 15,000 is required, together with a range of spaces, the submitted Sequential Test has considered alternative sites applying a suitable degree of flexibility to assess whether the required space could be accommodated elsewhere.
- 16.31 The Sequential Test has assessed seven alternative sites; their inclusion within the assessment has been agreed with Bristol City Council at pre-application stage. The seven sites are:
- Former diesel depot, Temple Island
  - Newfoundland Way
  - Fruit wholesale Market, St Philips
  - Hengrove Park
  - University of West of England Stadium, Stoke Gifford
  - The Galleries shopping centre

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- Land adjacent to Bristol City Football Club stadium, Ashton Gate

*Former Diesel Depot, Temple Island*

16.32 The site falls within the boundary of Bristol city centre, although its two closest primary shopping areas are Broadmead (1.3km) and Bedminster (1.4km). Given its location within the city centre, and its accessibility to the primary shopping areas it is considered to occupy a sequentially preferable location. It therefore falls to assess whether it is available and suitable for the proposed development, bearing in mind the requirement for flexibility.

a) *Availability*

16.33 Full planning permission was granted in April 2016 for the redevelopment of the site to provide a 12,000 capacity arena. A subsequent outline application on the northern part of the site for a campus for Bristol University was granted in June 2019 with a reserved matters permission for purpose built student accommodation granted in December 2019. While these applications overlap with the red line for the original arena application, they do not encroach on the area of land in which the arena would have been located. However, they do sit within the area of the site that would be required to provide other uses linked to the arena, such as food and beverage floorspace.

16.34 The site is controlled by Bristol University and Bristol City Council. While it is generally available for redevelopment, it is clear from the abandonment of the former arena project that the Council is unwilling to progress the redevelopment of the site for this purpose. BCC has subsequently decided to enter into a partnership with L&G to carry out a different mix of uses on this site, meaning that it is not considered to be available for redevelopment to provide an arena.

b) *Suitability*

16.34 It is clear that the site can accommodate a 12,000 capacity arena, however, the assessment shows that it would be unable to accommodate a larger arena, or any of the associated uses which are required to support the core arena use, unless they were provided in tall buildings with relatively small footprints. The inability of the site to accommodate the additional elements in appropriately designed buildings, an arena of the necessary capacity, or adequate servicing, renders it unsuitable for the proposed development, taking into account reasonable flexibility.

16.35 In addition, the planning application for the arena use identified that additional car parking capacity was required in the city centre, for both VIP and general parking. This matter was not formally resolved.

*Newfoundland Way*

16.36 This site lies in the north eastern part of the city centre boundary and has a policy designation (Policy BCAP39) for redevelopment to provide 'a mix of high density city centre uses incorporating employment, new homes, and leisure or other supporting city centre uses.' Given its location within the city centre, and its accessibility to the primary shopping areas it occupies a sequentially preferable location and it is therefore necessary to assess whether it is available and suitable for the proposed development, bearing in mind the requirement for flexibility.

a) *Availability*

## b)

16.37 The site is not currently wholly available for redevelopment: it is in multiple ownerships which would require a relatively complex site assembly process to assemble a site of scale. In addition it also has infrastructure constraints in addition to being located within Flood Zones 2 and 3.

b) *Suitability*

16.38 Testing has shown that the footprint of the arena auditorium cannot be accommodated within the site, rendering it unsuitable for even this element of the proposals. The remainder of the complex could not be adequately accommodated on site, even allowing for a different or reduced configuration, and only limited HGV parking could be provided which would undermine the arena complex's function.

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Redevelopment to provide an arena complex would also not align with the site's formal policy designation under BCAP39.

*Fruit Wholesale Market*

16.39 The site is located in St Philip's Marsh and is occupied by a number of fruit and vegetable wholesalers. It lies outside of the defined city centre boundary, approximately 0.8km from Totterdown town centre and approximately 0.85km from Bristol city centre as defined in the BCAP policies map. It is a designated Primary Warehouse and Industrial Area (PIWA) and can be considered an 'out of centre' location in sequential test terms.

16.40 The site is within walking distance of two defined centres, albeit the quality of the routes is considered to be indirect and unattractive. It is, however, within easy walking distance of bus services which provide connections to the city centre. It is considered that the site occupies a more accessible location to Bristol city centre (or other defined centres) than the application site and therefore occupies at least a sequentially equal position. Regardless, in order to provide a robust assessment it is necessary to assess its suitability and availability.

*a) Availability*

16.41 The market is within a single ownership but there are multiple leases covering the individual units within the site. There is no evidence to suggest that the site can be made available for redevelopment within a reasonable time period.

16.42 The site is located within St Philip's Marsh, which is identified as having development potential for mixed use development in the Bristol Local Plan Review (Draft Policy DS3). The policy does not envisage an arena or major leisure use in this location. The wider area's resilience to flood risk is also a consideration, as much of the site is at risk from flooding.

*b) Suitability*

16.43 A feasibility study, undertaken by Grimshaw (the current application architects), indicates that while the arena, hub and parking and servicing can be accommodated on site, there is inadequate space to accommodate the proposed Festival Hall and coach parking, even if the arena auditorium were reduced in size.

*Hengrove Park*

16.44 The site is located in South Bristol and is allocated within the adopted development plan for residential, employment and open space. In October 2019 Bristol City Council resolved to grant planning permission for an application for its redevelopment to provide residential, office, education, community and commercial floorspace (LPA Ref. 19/02632/PB).

16.45 The site is considered to be an 'out of centre' location, being approximately 0.4km from the nearest defined town centre, Whitchurch. While Hengrove Park is better connected to its lower hierarchy centre, Whitchurch, the site is not considered to be better connected or more accessible to Bristol City Centre. This indicates that Hengrove Park is sequentially less preferable than the Brabazon site.

16.46 While there is no requirement to assess the site's suitability and availability it is clear that, although the site could accommodate the proposed quantum of development, redevelopment to provide an arena complex would conflict with the Council's policy ambitions for the site and its resolution to grant planning permission for a major residential-led, mixed use scheme.

*Proposed UWE Stadium Site, Stoke Gifford*

16.47 The site falls within the administrative boundary of South Gloucestershire and has a site allocation for the UWE stadium (21,700 seater sports stadium) with ancillary and educational facilities. It forms part of an existing consented development for Class D1 academic floorspace and student accommodation, together with hotel, restaurant, office and commercial floorspace (LPA Ref. PT12/3809/O). The majority

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of the scheme has been delivered although no deal has been reached with regard to developing the stadium, following the collapse of the previous deal with Bristol Rovers FC.

16.48 The site is approximately 0.7km from the nearest defined centre (Stoke Gifford) and is therefore considered to be an out of centre location. Its accessibility to defined town centres and Bristol City Centre should be considered.

16.49 The site is currently better connected by bus and train services to Bristol City Centre than the application site and cannot be considered to be less preferable in sequential terms. Its suitability and availability should therefore be assessed.

a) *Availability*

16.50 Notwithstanding the conflict with the development plan allocation and the extant consent, the site is physically capable of accommodating the proposed development.

b) *Suitability*

16.51 The western part of the site originally proposed for the stadium is generally held to be available for development.

*The Galleries Shopping Centre*

16.52 This site is an existing shopping centre within the defined city centre. It is an 'in centre' site and is therefore sequentially preferable, meaning that its suitability and availability must be assessed.

a) *Availability*

16.53 The site was recently purchased by La Salle Investment Management and is generally held to be available, although it is not known what the current owners' intentions for the site are.

b) *Suitability*

16.54 Feasibility studies by Grimshaw indicate that it would not be possible to accommodate the arena complex within the site area covered by the Galleries, even taking account of reasonable flexibility. The site is also designated predominantly for retail uses within the adopted Local Plan and redevelopment to provide an arena would be contrary to this.

*Bristol Sport, Ashton Gate*

16.55 The site is currently in use as a DIY store and commercial premises and adjoins Ashton Gate stadium which lies to the east. In April 2019, a formal request for an EIA Scoping Opinion was submitted to BCC for a mixed use redevelopment scheme (shown in the indicative masterplan below) for a 4,000 capacity sports and convention centre, two hotels, up to 250 residential units, up to 30,000sq ft of office space, a gym, up to 10,000sq ft of retail space, car parking and associated development. The majority of the site is located within Flood Zone 3.

16.56 The site is approximately 0.6km from the nearest defined centre, Bedminster, and is therefore an 'out of centre' location. It has good bus connectivity to defined centres, including Bristol City Centre but is not well connected to any centres in terms of rail services, the nearest stations being Parson Street (c.1.2km) and Bedminster (c.2km). The site is considered to be sequentially equal to the application site and consideration must be given to its suitability and availability.

a) *Availability*

16.57 Ashton Gate Ltd are pursuing plans for the redevelopment of this site for a 4,000 capacity sports and convention centre, along with hotel, office, residential and car parking uses. A public announcement was made to this effect in February 2020. The site is therefore not generally considered to be available for an arena complex development.

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- 16.58 Feasibility studies carried out by the architect show that the site cannot accommodate the proposed development, even accounting for flexibility, as only the arena auditorium and some back of house facilities would fit within the site's boundaries.

*Callowhill Court, Broadmead*

- 16.59 The site is located in Bristol City Centre and has a site allocation in the local plan (Site KS02) for major mixed use retail led development, together with an extant consent for mixed use retail, commercial, leisure and hospitality floorspace, with approximately 150 residential units (LPA Ref. 16/06594/P). The site is sequentially preferable, being an 'in centre' site.

*a) Availability*

- 16.60 The site is generally considered to be available for redevelopment. The adopted development plan allocates the site for retail led mixed use development: while the extant consent does include Class D2 floorspace, proposals for an arena complex would not align with current aspirations for the site, which also include residential floorspace.

*b) Suitability*

- 16.61 Studies indicate that the site would be incapable of accommodating the arena complex, even allowing for reasonable flexibility.

*Union Street, Broadmead*

- 16.62 The site is located at the western end of the Broadmead shopping area and is occupied by a mix of uses. It has an allocation within the adopted Development Plan (site KS03) for retail and retail led mixed use development, to include the retention and refurbishment of historic and landmark buildings.
- 16.63 The site is located within the designated city centre and therefore occupies a sequentially preferable location, as an 'in centre' site.

*a) Availability*

- 16.64 There is no apparent availability for redevelopment within a reasonable time period.

*b) Suitability*

- 16.65 The site is not physically large enough to accommodate the arena auditorium or any of the other proposed uses and is therefore considered to be unsuitable.

*Redcliffe Village*

- 16.66 The site lies to the east of Redcliff Street within the defined city centre boundary and therefore occupies a sequentially preferable location. It is allocated within the development plan (site SA603) for housing, office and leisure uses.

*a) Availability*

- 16.67 The site benefits from an implemented planning permission for residential, hotel, retail and office floorspace, which renders it incompatible with the development proposals for an arena complex. It cannot be considered as available for the arena development proposals.

*b) Suitability*

- 16.68 Capacity studies indicate that the arena auditorium could be accommodated within the site but there is no opportunity to provide servicing space or the additional proposed uses. The site is therefore

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unsuitable for the development proposal, even allowing for reasonable flexibility.  
*Avonmeads Retail Park*

16.69 The site is located to the east of Bristol city centre and is occupied by a range of uses including retail, cinema, restaurants and a bowling alley. It is considered an 'out of centre' location. The nearest centre is Sandy Park Road, approximately 1km to the south. The site is not considered to be well connected to either Sandy Park Road or Bristol city centre by public transport, however, it is within walking distance of the former. The site is therefore considered to be sequentially equal to the application site and its availability and suitability should be assessed.

a) *Availability*

16.70 The majority of the retail park is fully occupied and it is likely to remain an out of centre retail destination for some time. The cinema and bowling alley may become available for redevelopment in the short to medium term, however, the entire site is not generally considered to be wholly available for redevelopment.

b) *Suitability*

16.71 Capacity studies prepared by Grimshaw architects show that the site is physically able to accommodate the proposed development, although an alternative access arrangement may be required if an optimum site configuration and layout is to be achieved.

*Overall Summary*

16.72 It is concluded that there are no sequentially preferable sites that are available and suitable for the proposed development, taking into account the requirement for reasonable flexibility. The proposals are therefore considered to 'pass' the sequential test and are in accordance with the NPPF and Policies BCS7 and DM7.

Impact Assessment

16.73 NPPF paragraph 89 requires an impact assessment to be carried out for retail and leisure development outside of town centres if the development is over a proportionate, locally set floorspace threshold. This should include an assessment of the impact on existing, committed and planned investment in a centre in the proposal's catchment area; and the impact on town centre vitality and viability.

16.74 This is echoed in Policy DM7 which will not permit retail, leisure or office development outside of town centres if:

- i. 'it would be liable to have a significant adverse impact on the vitality, viability and diversity of existing centres; or
- ii. it would impact on existing, committed or planned investment.

16.75 An impact assessment will therefore be required for:

- Retail **developments of 500sqm or more in all locations** outside Primary Shopping Areas or Local Centres;
- Developments in Use Classes A2 to A5 of 1,500sqm or more in all locations outside centres;
- Other leisure developments of 2,500m<sup>2</sup> or more in all out of centre locations; and
- Office developments of 10,000m<sup>2</sup> or more in all out of centre locations.'

An impact assessment is therefore required for the proposals. As identified in Policy DM7 this should assess the impact on centre investment and on town centre vitality and viability, including local consumer choice and the range and quality of the comparison and convenience retail offer. It should also assess the proposal's impact on allocated out of centre sites being developed, and the impact on centre trade and turnover, although these two elements are not a requirement set out in the NPPF.

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The application is supported by a Leisure and Retail Assessment (January 2020) prepared by Avison Young. This considers the likely impact of the proposed Class A1, A3, A4, and D2 uses. The scope of the assessment, including the town centres that should be assessed has been agreed between officers and the applicant at pre-application stage, as follows:

- Bedminster
- Bristol city centre
- Clifton (including Whiteladies Road)
- Gloucester Road
- Henleaze
- Arneside Road
- Crow Lane
- North View, Westbury Park
- Stapleton Road
- Lockleaze
- Picton Street
- Southmead Road
- Wellington Hill West / Southmead Road
- Yate
- Chipping Sodbury
- Thornbury
- Bradley Stoke
- Downend
- Filton
- Patchway
- Stoke Gifford
- Gloucester Road North
- Filton Avenue
- Station Road, Filton
- Coniston Road, Patchway
- The Parade, Patchway
- Gloucester Road, Patchway
- Little Stoke
- Ractliffe Drive, Stoke Gifford
- Peartree Road, Bradley Stoke
- Webbs Wood Road, Bradley Stoke
- Bath city centre
- Weston-super-Mare town centre

16.76 The level of information provided for each centre is proportionate to its location, role, function and size. An assessment has been made to establish the land use profile of each centre using industry standard mapping. The assessment provides an overview of the general 'health' of each centre, enabling a qualitative assessment of the proposal's impact on each centre.

16.77 The assessment also includes the results of a household survey to assess the usage of the centres across the West of England, representing the likely core local catchment for the proposal. The survey results indicate the frequency and purpose of visits to centres; preferred locations for leisure, food, and beverage purposes; amount of money spent; destinations visited for music and sporting events; and which other centres were regularly visited. A second survey was conducted online, focused on people who had visited a live music or indoor entertainment event in the past 12 months. This was carried out across two catchment areas: those within 90 minutes' drive time of the application site; and nationally. This survey enabled an understanding of the locations currently visited by people within the catchment area, wishing to attend live music or indoor entertainment events.

*Arena impact*

16.78 The submitted Leisure and Retail Assessment contains analysis of the arena's impact on music venues



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in Bristol city centre and other town centres. It concludes that there will be little impact on leisure uses. Bristol city centre and the other town centres do not have any large scale venues which would be negatively affected by the proposal. The arena venue will be of a type and scale that is new to Bristol and the immediate surrounding area. Surveys and assessment of a number of Bristol music venues, including the O2 and Colston Hall, indicate that there is unlikely to be any significant trading overlap between these and the proposed arena complex, primarily owing to the venues' difference in capacities which is likely to attract different types of acts to each venue. It is reasonable to conclude that the arena element of the proposal will not have any significant impact on music and entertainment venues in Bristol.

*Festival Hall impact*

- 16.79 As set out above, the Festival Hall will provide a flexible multi use space, providing 11,000sqm Class D2 leisure floorspace intended to accommodate exhibitions, events and banqueting. When assessing the impact of the Festival Hall as a standalone venue, the applicant has proposed that this will have a similar impact to the arena, as there is no similar venue in the west of England that can accommodate an equivalent number of visitors. There is therefore unlikely to be any impact on existing provision in Bristol (there being no equivalent venue); rather the impact is more likely to be felt on other cities, such as Birmingham (NEC) and London (ExCel centre). This assessment is considered to be reasonable.

*Hub impact*

- 16.80 The Hub will comprise the following approximate net internal areas: 1,000sqm Class B1, 2,000sqm Class A1, 4,450sqm Class A3/A4, and 11,000sqm Class D1/D2 use. For the purposes of the Impact Assessment, the proposed Class A3/A4 and D2 floorspace has been assessed. The proposed Class D2 leisure floorspace is intended to accommodate a flexible range of leisure attractions. This could include family-orientated attractions, adventure style attractions or art/history themed exhibitions.

- 16.81 Similar facilities in Bristol and the surrounding area include:

- We the Curious
- Bristol Aquarium
- M Shed
- Bristol Museum and Art Gallery
- SS Great Britain
- Royal West of England Academy
- Watershed
- Arnolfini
- Aerospace Bristol
- Bristol Zoo
- Wild Place Project
- The Wave
- Noah's Ark Farm
- AirHop Bristol

- 16.82 The applicant considers that while the Hub may not provide directly comparable leisure facilities, there may be the transfer of some leisure trips from other locations. However, the household surveys indicate that visits to Bristol city centre for leisure purposes make a lesser contribution to the visitation rate than shopping, eating, theatre and cinema visits. This could suggest that the Hub is unlikely to cause material harm to the vitality and viability of the city centre, as it is not currently reliant on leisure expenditure. In addition, the applicant has put forward that owing to the wide range of leisure attractions within Bristol city centre, which are beyond the scope of the Hub, the proposed leisure uses at the Hub will be unlikely to divert significantly from the wider leisure offer within Bristol City Centre. It is also possible that the leisure use in the Hub will attract new trips to Bristol and the surrounding area. The applicant has estimated that the Hub will attract c. 150,000 visits. The Leisure and Retail Impact Assessment also references recent research commissioned by Visit Bristol, which shows that in 2018 there were approximately 2.7m staying trips and 20.5m day visits: the estimated number of visits to the Hub is therefore a small proportion (0.6%) of all visits to the city centre and is therefore unlikely to have

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a significant negative impact on overall leisure trips to the city centre. The applicant's assessment of the impact of the proposed leisure uses within the Hub is considered to be reasonable: even if it were greater, the impact would still be unlikely to be significant.

- 16.83 The Leisure and Retail Assessment includes analysis of the impact of the proposed 4,450sqm A3/ A4 uses on town centres. The methodology used within the assessment is considered to be acceptable and the adopted sales density is the same as that used in the assessment for the previously proposed extension to The Mall at Cribbs Causeway, which is also considered reasonable. The results of the applicant's assessment are set out at Table 9 of the Leisure Retail Assessment. This shows that approximately £8.3m turnover would be diverted from Bristol City Centre to the YTL Arena, equating to an impact of -1.7%, which is not considered to be significant. Impacts across other district and local centres are also assessed as being small, with some key examples set out in the Table 1 below:

Centre	Pre-impact study derived turnover	Diversion to YTL Arena	Impact (%)
Bedminster Town Centre	£9.3m	£0.04m	-0.4
Brentry	£0.8m	£0m	-0.2
Clifton Town Centre	£32.5m	£0.4m	-1.1
Henbury District Centre	£1.0m	£0m	-0.3
Henleaze Town Centre	£2.4m	£0.01m	-0.3
Little Stoke	£0.7m	£0m	-0.4
Lockleaze	£0.4m	£0m	-0.3
Patchway	£1.2m	£0.01m	-0.5
Southmead	£0.5m	£0m	-0.3
Stoke Gifford	£2.5m	£0.01m	-0.4
Yate Town Centre	£22.9m	£0.3m	-1.3
Gloucester Road	£8.1m	£0.1m	-1.2
Horfield	£3.7m	£0.1m	-1.8

Table 1: Impact of Proposed A3/A4 Uses source: *Leisure and Retail Assessment, Avison Young January 2020*

- 16.84 The Leisure and Retail Assessment also examines the impact on other centres including Bath and Weston Super Mare. It concludes that approximately £0.8m and £0.1m would be diverted from these centres respectively.
- 16.85 The impact from the proposed 2,000sqm of Class A1 floorspace has not been assessed. This is because this floorspace will not operate on an everyday basis and will only be utilised when events are held in the main auditorium.
- 16.86 The Leisure Retail Assessment also provides commentary on the likely impact of the proposal on trade in the wider area, in accordance with policy guidance. Analysis of linked trip expenditure typically associated with arena visits shows the linked trip expenditure for the following event scenarios:

Event capacity	Linked trip expenditure
7,000	£302,000
10,000	£432,000
17,000	£735,000

Table 2: Linked trip expenditure source: *Leisure and Retail Assessment, Avison Young January 2020*

- 16.87 The applicant has therefore concluded that while the food and beverage floorspace within the Hub has the potential to divert some trade from defined town centres, it will also provide positive indirect impacts to the local economy which could mitigate direct trade transfer. It is therefore considered that the proposal will not have a significant adverse impact on the vitality, viability and diversity of existing

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centres and is in accordance with Policy DM7(para. 4 part (i)).

- 16.88 The Leisure Retail Assessment also considers the impact on town centre investment, in accordance with the requirements of DM7 para. 4 part (ii). The projects to be assessed have been agreed at pre-application stage between the applicant and officers. Of particular interest are the assessments of Callowhill Court, Union Street, Nelson Street/ Lewins Mead, and Frome Gateway. All of these sites have redevelopment potential to provide retail, leisure and other town centre uses within the defined city centre, and therefore have an element of overlap with the proposals for the arena complex in terms of land use.
- 16.89 There is considered to be little conflict between the arena complex proposals and the leisure floorspace approved under the extant consent for Callowhill Court, given the material difference between the size of the leisure offer. While there may be some competition between the A3/A4 offer at the two sites, the retail strength of Bristol City Centre indicates that the Arena Complex would be unlikely to have a significant impact on the development of Callowhill Court.
- 16.90 While Union Street, Nelson Street and Frome Gateway are all allocated for redevelopment within the Bristol Central Area Plan there are currently no planned investment projects for these sites which are likely to be affected by the Arena Complex proposals.

*Conclusion*

- 16.91 It is considered that the proposals are unlikely to impact on existing, committed or planned investment and therefore meet the requirements of DM7 para. 4 (part ii).

**Key Issue C: Are the transport impacts of the proposals acceptable?**

- 16.92 The application is accompanied by a detailed Transport Assessment that considers the impact of the proposed development on all modes of transport. The application is also accompanied by a Framework Concept of Operations Report, which is attached as Appendix 4. This document is “a statement of the applicant’s commitment to designing and operating the venue in accordance with the parameters agreed with Bristol City Council, South Gloucestershire Council and other relevant stakeholders”
- 16.93 The applicant has set out the following interventions as part of the ‘do something’ transport modelling scenario:
- Specific and purpose built pedestrian access to the Filton North railway station, including a bridge over the railway and associated infrastructure and management;
  - Event specific park and ride bus services
  - Spectator shuttle bus from the city centre, and potentially other areas
  - Implementation of restrictive parking controls in local areas
  - Implementation of safe facilities for picking up and dropping off movements by taxi, bus, coach and for disabled users and general traffic
  - A car free environment within and around the site that encourages walking and cycling
  - The limiting of event timings to avoid conflict with periods of peak existing demand on the highway networks
  - The restriction of on-site parking to a maximum of 1,500 pre-booked spaces
  - Funding an event day residents’ parking scheme and other waiting restrictions in surrounding areas
  - Allocation and securing of travel choices at the point of sale for all spectators through the simultaneous purchasing of event and travel tickets
- 16.94 The full assessment of the transport issues is set out as Appendix 5 of this report. The conclusion of the assessment is that the transport impacts are acceptable if the mitigation secured by the proposed planning obligations and conditions is delivered. A schedule of draft conditions is attached as Appendix 6 and the draft heads of terms of the necessary s106 agreement are set out in Appendix 7.

**Key Issue D: Is the development acceptable in design terms?**

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- 16.95 Key considerations which have fed into the design process are the hangars' heritage significance as locally listed buildings, the existing landscape, and the ecological considerations. The design response has been based on a number of principles, namely:
- To retain the tripartite form of the three hangars and celebrate the existing structure
  - To ensure the building is legible as a new civic building
  - To create a coherent façade design with a horizontal expression
  - To ensure a flexible and adaptable building
  - To create a high performance thermal and acoustic envelope
- 16.96 One of the principle aims of the design is the recladding of the central hangar's gable in a 'translucent skin', making it a key feature of the façade which is able to express the internal structure. The proposed external alterations follow a tripartite hierarchical form which will express the building horizontally through the plinth, civic band, and gable.
- 16.97 The plinth provides service areas to support the function of the arena complex. The design is related to the functionality of the ground floor uses and as such, an adoptable façade system is proposed to allow the building to respond to different configurations. The panels will range from clear glass, louvered, or solid surfaces.
- 16.98 The civic band unifies the three hangars, emphasising the main entrance and creating visual links in and out of the building. This band occupies a wide area above the plinth and is considered to be the most significant element of the façade. Its function within the north façade of the central hangar is to provide the main access point to the arena directly from the proposed bridge, creating a grand open space and providing a focal point for the building. The façade system is formed of two skins, an external perforated folded mesh, and a support structure which can be clear or solid depending on its location within the building. Within the east and west hangars, the civic band becomes continuous metal panel cladding with perforated folded mesh. This is intended to reflect the original and continued support function of these two buildings.
- 16.99 The gable within the central hangar is covered by glazing which preserves and expresses the original roof trusses which give the building its distinctive silhouette.
- 16.100 Additional circulation cores and plant will be required to serve the proposals. These are proposed as 'plug in' elements that can be adapted. Their design has been carefully considered to ensure that they remain subservient and do not compromise the integrity of the original building. The plug in plant deck within the southern façade avoids internal cluttering and allows for ease of major plant replacement and maintenance. External evacuation cores are proposed in the north and south facades. These are intended to achieve a lightweight appearance to contrast with the existing buildings.
- 16.101 The southern façade of the hangars reflects the operational aspect of the arena complex, presenting a 'working' façade. The design approach maintains the Esavian concertina doors within the east and west hangars, which are presented in a closed position and re-used as cladding with an internal solid wall provided to achieve the required acoustic and thermal performance. The Esavian doors within the central hangar are to be removed.
- 16.102 The proposed replacement roof aims to restore the original east – west orientated roof lights in the east and west hangars. It will be fully clad in a standing seam metal roofing system that sits on the existing structure. Additional secondary steelwork will be installed to form A-Frame rooflights to the east and west hangars which will be glazed to the north and will incorporate PV panels to the south.
- 16.103 BCC City Design Group is supportive of the proposed approach which will retain the distinct building massing and develop a façade that is considered to express the building's new role. CDG have commented that the recladding is considered to respond appropriately to the internal function, and the proposed hierarchy of plinth, civic band, and gable provides 'a consistent treatment which reflects the order of the original façade.'

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- 16.104 The plant and servicing which will be positioned on the southern façade of the building, is considered to retain the building's silhouette and form and this approach is supported by CDG. The proposed evacuation service cores on the north and south facades adopt a lightweight appearance which is also considered to bring an elegant and interesting architectural response to the functional requirement of these cores.
- 16.105 The proposal was presented to the Bristol Urban Design Forum (BUDF) in June 2019 and was favourably received. The BUDF were supportive of the proposed design philosophy which the panel considered would emphasise the hangars' structure.
- 16.106 The proposed alterations to the existing building will meet the requirements of NPPF Chapter 12 which seeks to create high quality buildings and places. It is also in accordance with Policy BCS21 (Quality Urban Design) and DM26 (Local Character and Distinctiveness) by re-enforcing the hangars' distinctiveness and delivering a coherently structured built form, which makes clear the new function of the buildings. The building has been designed to offer maximum flexibility in terms of event formats to accommodate a wide range of events, which is also in accordance with adopted policy. The proposed façade alterations respect the existing structure, character and design of the building and will bring significant benefits to its appearance. The new structures will be physically and visually subservient to the existing building and the design approach to these elements is supported by officers and the BUDF. Importantly, the proposals will sensitively adapt an important building and bring it back into viable use, with additional sustainability measures incorporated into the structure. The proposed development is therefore fully in accordance with adopted Policy DM30 (Alterations to Existing Buildings).

Landscaping

- 16.107 The landscaping element of the proposals is submitted in outline form and details will be submitted for approval at reserved matters stage. The general principles to be adopted are set out in Section 5 of the submitted Design and Access Statement. An indicative masterplan is provided on page 63 of the DAS.
- 16.108 The landscape concept design envisages the following landscaping elements, to be further developed at reserved matters stage:
- A central plaza to facilitate pedestrian movement from the bridge
  - Soft landscape gardens and water features along the northern building
  - Flexible events space, gardens, and play to the eastern square
  - Integrated pedestrian movement and access
  - 'Service farm' to the east
  - Blue badge parking to the west
  - Back of house operations to the south
- 16.109 Other landscape principles include:
- Creation of landscape as a standalone destination which functions when the building is not in 'event mode.'
  - Timeless design which celebrates the site's history while providing flexibility to adapt over time
  - Revealing the site's former functional elegance
  - Providing a ring of multi-functional green space around the site
  - Creating a flexible outdoor event space to the east and gardens and public realm to the west
  - Introducing additional planting between the hangars and railway
- 16.110 One of the key aims is to create robust and functional areas of hardstanding to the south of the building. The boundary extents of the southern area of hardstanding (the 'apron') will be safeguarded within the detailed landscape proposals to preserve the original site masterplan and to provide appropriate back of house support.
- 16.111 A condition will be used to ensure that the principles set out in the indicative masterplan are carried through into subsequent reserved matters applications.

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16.112 The proposed development will have limited impact on high quality trees, removing only small Category C trees. The higher quality trees will be incorporated into the green spaces, to the benefit of the landscaping. A number of requirements will be included at reserved matters stage including a scheme for the protection of retained trees, an arboricultural method statement, and detailed landscaping design. These items are secured by condition. The proposals are generally considered to be in accordance with Policies DM15 and DM17.

Inclusive Design

16.113 The design team have worked with inclusion and disability consultants 'Attitude Is Everything' who seek to improve access to live events for those with disabilities. The design approach seeks to integrate the principles of inclusive design to create an environment that can be used by everyone.

16.114 Inclusive design has been a key element in the design of the internal layouts with accessible seating positions with companion seats placed throughout the bowl to allow access to all ticket types within the building, and all platforms have been designed to allow good visibility, even if spectators are standing up in front of them. Seating areas in the bowl will be adjustable to allow for ambulant spectators with disabilities or others with hearing impairments.

16.115 The Design and Access Statement sets out a number of aspirations for external areas, including the provision of well-spaced resting places, gradients of less than 1:20 on primary circulation routes, slip resistant surfaces, and the use of visual contrast between main surfaces and objects. All entrances and doors will be clearly visible and public entrance doors will provide 1000mm clear opening widths. All counters will be suitable for standing and seated users, with integral hearing induction loops provided. All areas will be designed to be accessible in terms of internal route widths, door opening widths and pressures, and finishes and fittings. Quiet spaces will be provided and these may require additional acoustic treatment to reduce noise levels and reverberation.

16.116 These aspirations will be set out more fully at reserved matters stage and are secured by condition.

Security

16.117 The application is supported by a number of documents detailing how security matters will be addressed. These include Section 10 of the Design and Access Statement (DAS), Concept of Operations Report, and a Masterplan Security Report. Meetings have also been held between the applicant and the Designing Out Crime Officer.

16.118 The DAS sets out that 'a detailed analysis of the threats to which the Operational Zones may be exposed will be contained within a Security Risk Assessment (SRA). The SRA is a process that objectively analyses the cause and outcome of threat, identifies those critical operational assets that must be protected from harm and assesses the security controls vulnerability that may enable the threat to cause harm. An outcome from this process will be to initiate observations and discussions over risk appetites which will inevitably shape the development of the designs and the implementation of technological mitigation systems.'

16.119 Likely threats are identified from the following:

- Disruption from terrorist acts and the threat of terrorist acts
- Serious and organised crime
- Conventional crime, such as theft
- Public disorder
- Lawful protest
- Domestic extremism, such as right wing groups
- Major accidents and natural events

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- 16.120 The Security Strategy, including the SRA will be prepared/ reviewed by the Event Steering Group and is anticipated to be included as a requirement of the legal agreement. The Event Steering Group will prepare an event management plan to include a security strategy which can be revised as part of an iterative process, if necessary, under the terms of the legal agreement. There will also be a requirement for CCTV and a CCTV plan which can be secured via the S106 or via condition.

Public Art

- 16.121 The wider site provides opportunities for public art in line with Policy BCS21 and this requirement will be secured by condition.
- 16.122 The proposals are in accordance with adopted policies DM26 (Local Character and Distinctiveness) and DM27 (Layout and Form). The landscape principles, to be secured by condition, are in accordance with adopted Policy DM28 (Public Realm).

**Key Issue E: Does the proposal have an acceptable impact on heritage assets?**

- 16.123 A 'heritage asset' is defined in the NPPF (Annex 2: Glossary) as 'a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).' Significance is also defined in Annex 2 as 'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance.' 'Setting' is defined as 'the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'
- 16.124 The Brabazon Assembly Building was added to Bristol City Council's Local List of Undesignated Heritage Assets in February 2019 (Local List ID 489; Entry HC94362). The listing states that 'the building clearly warranted inclusion for its industrial, historic, and architectural contribution to the city. Future development proposals could enhance currently depreciated features of the building.' The building was considered for statutory listing in 2011 but the application was rejected by Historic England. The building therefore constitutes a non-designated heritage asset.
- 16.125 The site is not located within a conservation area and does not contain any designated heritage assets. There are a number of listed buildings around the runway perimeter to the north.
- 16.126 NPPF (2019) paragraph 189 states that 'in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.' Paragraph 193 goes on to state that 'when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.' Paragraph 197 notes that the effect on significance of a non-designated heritage asset should be taken into account when determining applications. '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.'
- 16.127 Policy BCS22 of the Bristol Core Strategy, seeks to ensure that development proposals safeguard or enhance heritage assets in the city and Policy DM31 seeks to ensure that development proposals safeguard or enhance the heritage assets in the city. Policy DM31 requires that 'proposals affecting locally important heritage assets should ensure they are conserved having regard to their significance and the degree of harm or loss of significance'. It goes on to state that 'where a proposal would affect the significance of a heritage asset, including a locally listed heritage asset, or its wider historic setting,

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the applicant will be expected to amongst other things 'demonstrate how the local character of the area will be respected.'

- 16.128 The applicant has submitted a Heritage Statement and the Environmental Statement also includes a Built Heritage Chapter. The purpose of the Heritage Statement is to describe the significance of the asset and set out how heritage considerations have fed into the design of the scheme. The purpose of the ES Built Heritage Chapter is to assess the impact of The Project (including the inherent mitigation) on the heritage asset, and to describe any additional mitigation that is proposed.
- 16.129 The response from Conservation Section of the City Design Group raises concerns that the Heritage Statement does not adequately assess the asset's significance because the assessment does not follow guidance published by Historic England, namely 'Conservation Principles, Policies and Guidance' (April 2008). While use of this document is generally agreed to form best practice, there is no policy or legislative requirement for it to be used in assessments of significance and the applicant has applied their own criteria: age (whether the building is original or altered); quality of construction; technological (significance within the overall aviation history/ construction technology); and aesthetic. Together these elements form an assessment of overall significance against each element of the asset, which itself should be balanced against the overall significance of the hangar.
- 16.130 Notwithstanding the methodology used in the assessment of significance, there are only three points of difference between the Council and the applicant:

	Assessment of Significance	
	BCC Assessment	Applicant Assessment
Substation buildings	High	Moderate
Inflammable stores	High	Neutral
Cloakroom at main entrance	High	Low

- 16.131 Overall, the description of the asset's significance is considered proportionate and in accordance with the requirements of the NPPF.
- 16.132 The impact on the significance of the Brabazon Assembly Building itself is considered to be 'low/moderate positive.' There is a strong positive benefit in bringing the building into an active new use, providing better public access, and allowing a better appreciation of the building's structures. While there is some disbenefit through the loss of some features, such as the crow's nest observatories and Esavian doors, this should be balanced against the significant benefits brought about by the retention and reuse of the historic asset, which is in accordance with the NPPF, and Policies BCS22 and DM31.

**Key Issue F: Would there be an adverse impact on amenity?**

- 16.133 The Environmental Statement submitted as part of the application includes an assessment of the development's impacts on noise levels to nearby receptors. It concludes that there is unlikely to be any significant adverse impact on noise levels, provided that the proposed sound insulation measures are incorporated within the building and maintained accordingly. Hours of operation will be imposed to minimise the impact from patrons, to be secured by condition. Acoustic tests will be required to ensure that predicted noise levels at nearby receptors are achieved and this requirement will be secured by condition. Acoustic thresholds which must be achieved by operational plant will also be secured by condition. Potential impacts arising from noise during the construction phase will be managed via a Construction Environment Management Plan, which will also be secured by condition. The proposals are therefore considered to have an acceptable impact on amenity in terms of noise and are in accordance with Policy DM35.
- 16.134 The submitted Environmental Statement provides an assessment of the potential impacts on wind and microclimate conditions arising from the development. The assessment concludes that, with the exception of a localised area at the western edge of the West Hangar, wind conditions will remain acceptable post development.



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16.135 Testing and mitigation to address the area within the west of the site that currently does not provide comfortable wind conditions will be secured through a condition and should be completed and any mitigation installed before occupation of the development. This will ensure that the proposals do not have an unacceptable impact on wind and microclimate, and are in accordance with Policy DM27.

**Key Issue G: Are the ground conditions at the site acceptable?**

16.136 Chapter 13 of the ES addressed the likely significant effects on ground conditions that will arise from the Project. The assessment of the potential impacts on land contamination, soils re-use and waste soils has been undertaken over two stages comprising a land contamination risk assessment, and a land contamination impact assessment. The chapter summarises the potential land contamination effects from both the construction and operational phases as ranging from 'insignificant' to 'minor beneficial' with mitigation measures to be incorporated within a Construction Environmental Management Plan, to be secured by condition.

16.137 Following consultation with BCC's Public Protection Pollution team, further information was submitted on 28 January 2020 and further investigation will be required, which is to be secured by condition.

16.138 The Environment Agency has raised no objection to the proposal in relation to ground contamination or pollution, subject to a series of conditions which will be attached to any grant of planning permission.

16.139 Subject to the recommended conditions, it is considered that the proposal is in accordance with Policy BCS23.

**Key Issue H: Does the proposal comply with the council's sustainability policies?**Energy and Sustainability

16.140 The proposed energy strategy, as set out in the ES Appendix 14 follows the established energy hierarchy Be Lean, Be Clean, Be Green, prioritising passive design and energy efficiency before considerations for low carbon heat/ energy supply, and on-site renewable energy. The applicant anticipates that there will be a significant reduction in CO<sub>2</sub> emissions achieved at the Be Lean stage, through passive design and energy efficiency measures alone. An additional 20% reduction in residual CO<sub>2</sub> emissions will be achieved via on-site solar voltaics (with 10,000sqm of PV to be deployed within the first phase of development) and air source heat pumps.

16.141 The scheme is expected to achieve an overall reduction in residual emissions of 33% of which 20% will be from on-site renewables. This is in accordance with Policies BCS13 and BCS14.

16.142 ES Appendix 14 also sets out the applicant's commitment to delivering net zero carbon, confirming that YTL are currently in consultation with energy providers to deliver 100% renewable energy to the site with the supplier certified via Renewable Energy Guarantees of Origin (REGO) certificates and through a Power Purchase Agreement.

16.143 The applicant has committed to exclude non-reclaimed tropical hardwoods within the specified works, and procurement of materials will be made through a sustainable procurement plan, with a preference for local procurement.

16.144 A commitment has also been made to undertake a Lifecycle Assessment to quantify the life cycle impact of the building materials and to consider alternative measures to reduce embodied carbon. Importantly, the proposal will retain the existing structure, ground floor slab and hardstanding which will significantly reduce the need for additional raw materials. The above measures are considered to meet the requirements of Policy BCS15.

16.145 There is considered to be a significant opportunity to share energy and heat with the former Filton Airfield site, which is currently under redevelopment for a mix of uses. In particular, it is anticipated that waste heat from the cooling of the Arena Complex could be of benefit to the residential elements of the airfield scheme, utilised in a wider water loop. An indicative culvert design running beneath the railway has been provided which could include a heat network pipe to serve the residential elements of the

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airfield site.

- 16.146 A number of conditions are proposed to secure commitments to energy and sustainability. These include a condition targeting BREEAM 'Excellent' and a condition requiring the recovery of reject heat from the arena cooling for use in the former Filton Airfield development. Battery storage is also proposed to enable the storage of renewable energy on site.
- 16.147 The requirement for an overheating assessment of the permanently occupied spaces will also be secured via condition, in order to meet the requirements of Policy BCS13.

Cycle storage

- 16.148 Cycle parking provision is proposed to reflect fluctuations throughout the day and is split into requirements for daytime use associated with the 'ancillary' land uses, and evening use for the arena complex. This has been based upon maximum requirements for the two periods with 567 short stay and 123 long stay spaces proposed. Cycle parking will be provided on the northern side of the proposed bridge, within the SGC administrative area.

Electric Vehicle (EV) Charging

- 16.149 It is proposed that active charging points will be provided to 20% of the on-site parking bays, all of which are limited to Blue Badge holders and staff only.

## Waste Management

- 16.150 The application is supported by an Operational Waste Strategy (November 2019), prepared by Hoare Lea. The strategy seeks to reduce avoidable waste; eliminate the use of single-use plastics and non-recyclable food containers; source segregate waste; maximise recycling rates; utilise local waste management contractors; and target zero waste to landfill for all non-hazardous operational waste streams. Waste stores will be located primarily in the service yard to the south, with detail of external bin store areas to be provided at detailed design, as part of a reserved matters submission.
- 16.151 The proposed waste strategy is considered to be in accordance with Policy DM32 which requires new development to provide sufficient waste and recycling storage which should be an integral part of scheme design.

**Key Issue I: What are the likely Health Impacts of the development?**

- 16.152 In accordance with Policy DM14 a Health Impact Assessment has been submitted in support of the application. The proposed development is considered to have the potential to bring a number of positive health impacts including improved access to culture and heritage, open spaces, and work and training benefits. Potential negative health impacts may arise from car usage and potential air pollution. Possible uncertain impacts are considered to be access to healthy food and drink and impacts arising from climate change.
- 16.153 Officers consider that a number of enhancements could be implemented in order to mitigate the potential negative health impacts. These include:
- Discounted tickets for those on lower incomes and rates for local health, care and community related events;
  - Prioritisation and encouragement of walking and cycling;
  - Creating a food and drink environment that is healthy and sustainable
- 16.154 The ongoing monitoring of health impacts, mitigation, and enhancements will be secured via various conditions, such as the requirement for a Travel Plan and Local Labour Agreement to ensure compliance with Policy DM14.

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West Way Bristol BS34 7DU****Key Issue J: Are the impacts on Air Quality acceptable?**

- 16.155 The NPPF specifically addresses air quality issues at paragraphs 170, and 180 -182. The Planning Practice Guidance notes that air quality may be a material consideration if the proposed development is likely to have an adverse effect on air quality in areas where it is already known to be poor. Policy BCS23 requires development to avoid adverse impacts on air quality, inter alia. The site itself is not located within an Air Quality Management Area (AQMA).
- 16.156 ES Chapter 10 relates to Air Quality. The general approach and assessment methodology used is considered acceptable and requested further information has been received and assessed.
- 16.157 The air quality assessment submitted as part of this planning application has considered the predicted impact of the proposed development during both the construction and operational phases. An appropriate assessment methodology has been used to determine the impacts on air quality at sensitive receptor locations.
- 16.158 The development is split into 4 different elements, the air quality assessment focus on those that have been identified as having the potential to impact negatively upon air pollution in Bristol and South Gloucestershire. The following comments relate to the predicted impacts within the Bristol City Council administrative area. To understand the significance of the impacts of the development proposals over the wider West of England region these comments should be read in conjunction with the consultee comments from South Gloucestershire's Air Quality Officer.

Construction Phase Impacts

- 16.159 During the construction phases of the proposed development there is a risk that emission of dust will occur and that there will be an increase in HGV movements on the local road network. The potential for impacts from construction phase activities have been addressed in comments by South Gloucestershire's Air Quality Officer. We are in agreement with the comments made and they are relevant to sensitive receptor locations in Bristol; therefore, we have reproduced the comments from South Gloucestershire below:

*"The assessment has identified the risk of dust impacts which could arise from the various construction activities in ES Chapter 10, Table 10.10. The appropriate measures that will be required to mitigate the potential dust impacts are described in paragraph 7.4.1. The assessment considers with these mitigation measures in place, the construction phase impacts can be judged as "not significant".*

*Cumulative construction impacts between the four Arena applications, and other committed development, should construction occur at the same time, have been considered and are deemed unlikely to be significant, as each development will be required to employ appropriate dust mitigation measures. The construction phase effect is therefore considered to be insignificant, alone or in combination.*

*The mitigation measures identified in ES Chapter 10, paragraph 7.4.1, should be incorporated into a dust management plan (DMP), which can be integrated into a Construction Environmental Management Plan (CEMP). The DMP and/or CEMP should be submitted to and approved by the Council prior to the commencement of any construction work. It is recommended that a condition is added to this effect.*

*As permanent parking provision comes forward through the Brabazon development, the intention is to reduce the size of the temporary car park. It is understood the potential dust impacts from the removal of the hardstanding used for the temporary car park will be addressed by the CEMP which is in place for the Brabazon development, to ensure impacts at sensitive receptors will be adequately controlled.*

*The potential impacts of construction traffic movements have also been considered with further clarification on the number of predicted movements provided in the Technical Note (Jan 2020). As the number of movements falls below the relevant Institute of Air Quality Management (IAQM)/ Environmental Protection UK (EPUK) guidance criteria, this is not considered to represent a potential risk of significant effects and no further assessment is required. The cumulative impacts of construction vehicle movements with those of other committed development is also considered unlikely to give rise to*

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*significant impacts due to phasing timescales and location.”*

Operational Phase Impacts

16.160 The air quality assessment modelled the following scenarios:

- 2018 – ‘Baseline year’ used to carry out model verification
- 2022 – ‘do minimum’ without project and excluding sustainable transport measures;
- 2022 – ‘do something’ with project and excluding sustainable transport measures;
- 2022 – ‘do minimum’ without project and including sustainable transport measures; and
- 2022 – ‘do something’ with project and including sustainable transport measures.

16.161 The first air quality assessment submitted reported results from a worst case vehicle emissions scenario to take into account the uncertainty over future year vehicle emissions. It is considered that the official Emission Factors Toolkit (EFT v9.0) future year vehicle emissions predictions continue to be overly optimistic beyond 2020. This worst case scenario utilised 2021 emission factors and background concentrations combined with traffic data for 2022. A request was made for the applicant to model the impact of the proposed development using the official Emission factor toolkit (EFT v9.0) vehicle emissions for 2022. It is considered likely that future impacts will fall somewhere between these two sets of modelling results. Results for the official EFT v9.0 scenario were reported in an ‘ES Air Quality Technical note’ dated 20<sup>th</sup> January. In February 2020 additional requested information was submitted by the applicant in a supporting document ‘ES Volume 5 Further Information’ which included assessment of the impact of the development proposal on air quality on Muller Road.

16.162 Modelling of air pollution impacts was carried out at receptor locations in Bristol where the predicted magnitude of increase in vehicle movements, as a result of the proposed development, had the potential to create significant air quality impacts. The impact of the proposed development on future nitrogen dioxide (NO<sub>2</sub>) and particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>) concentrations was assessed. The significance of the increases in air pollution predicted is dependent upon both the level of increase and the predicted overall pollutant concentration at sensitive receptor locations. Environmental Protection UK and the Institute of Air Quality Management guidance<sup>4</sup> provides a methodology to determine how to describe the impact of future changes to air pollution concentrations. This methodology has been used to determine the impact descriptors for the predicted increases in air pollution. Predicted increases in PM<sub>10</sub> and PM<sub>2.5</sub> concentrations were shown to be negligible for all receptor locations.

16.163 When predicting impacts on annual nitrogen dioxide concentrations, using the worst case 2021 vehicle emission factors and 2021 background concentrations, slight adverse impacts were predicted at three receptor locations along Gloucester Road and one location on Muller Road. When predicting the impacts, using the official EFT v9.0 vehicle emission factors and 2022 background nitrogen dioxide concentrations, the impacts are predicted to be negligible at all receptor locations.

Conclusions

16.164 Modelling has been conducted for 2022; however, the opening year of the development is 2023. It is expected that the background nitrogen dioxide concentrations and vehicle emissions will have fallen further by 2023 when compared to 2022 due to continued expected reductions in vehicle fleet emissions. Therefore, it is considered that the predicted impacts are likely to be closer to the official EFT v9.0 emission factors than the worst case scenario modelled and as a result are considered to be negligible.

16.165 Whilst impacts are predicted to be negligible at modelled receptor locations, the increase in traffic is expected to generate some additional air pollution. The modelling showed that the predicted increase in pollution is lower for the scenario that included sustainable transport measures; therefore, it is considered important that these measures are implemented fully. As highlighted in the response on air pollution from South Gloucestershire Council, provision of electric vehicle charging infrastructure is considered as an important element to reduce the impacts from those journeys that are made by car

<sup>44</sup> EPUK & IAQM Land-Use Planning and Development Control: Planning for Air Quality (2017)

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rather than active or public transport modes. The comments from SGC which emphasise the need to provide EV charge points are also relevant to Bristol:

*“It is understood there are a range of sustainable transport measures proposed which will aim to encourage non-car travel to the site. Also that some electric vehicle charging provision is proposed within the Arena disabled parking area (34 EV spaces out of 170 spaces) and that long-term parking eventually provided by the Brabazon development multi-storey car park, will include appropriate EV charging provision. However, in respect of operational mitigation measures in the interim before the permanent car parking provision comes forward, the provision of Electric Vehicle Charging Points (EVCP) should be considered, if not for the temporary car park due to the duration and pattern of usage, then off-site at locations which are proposed to be used for shuttle buses and park and rides for event travel. This would help enable and provide for the anticipated increase in electric vehicles as part of the fleet and reduce emissions and contribute to better air quality management. It is recommended that a condition relating to the provision of EV charging points associated with the development be added to facilitate the use of electric vehicles and contribute to minimising traffic emissions from the development”.*

- 16.166 The development and nature of its use will result in peak traffic movements being concentrated in a small number of hours a day for a limited number of days throughout the year. Transport development management have concluded that impacts of this development are material and severe due to high levels of trip generation during peak hours which lead to high levels of congestion. Whilst this congestion will lead to peaks in short term pollution levels, the assessment and significance of air quality impacts is focussed on annual increases of nitrogen dioxide concentrations and as a result, when averaged out over the year, the impact on annual concentrations of nitrogen dioxide is considered negligible. When annual nitrogen dioxide concentrations are predicted to be below  $60\mu\text{g}/\text{m}^3$  and traffic is the main pollutant source, the short term hourly objective for nitrogen dioxide is unlikely to be exceeded. Predicted annual nitrogen dioxide concentrations at all modelled receptor locations is  $<60\mu\text{g}/\text{m}^3$ . However, the implementation of the sustainable transport measures, as required by Transport Development Management would ensure that the impacts from this development on air quality are minimised at those peak times.
- 16.167 The assessment of air quality impacts has used an appropriate methodology and has demonstrated that the predicted impacts are negligible. As a result, there is no objection to the proposed development on air quality grounds.

**Key Issue K: Are the Flood Risk and Drainage impacts acceptable?**

- 16.168 A Flood Risk Assessment (FRA) and Drainage Strategy (October 2019) is submitted as part of the application. The site is located entirely within Flood Zone 1 and has a low probability of flooding. The Hazel Brook watercourse is culverted through the adjacent residential development to the west before being culverted along the site's northern boundary where it joins drainage systems from the former Filton runway. The submitted FRA proposes that nothing in the proposals would increase the vulnerability of the site to groundwater issues. The Environment Agency have not raised any objections to the proposals in respect of flood risk.
- 16.169 A surface water drainage strategy has been developed which incorporates the following elements:
- Approximately three quarters of the hangar roof area will discharge to a roofwater recycling tank
  - The southern area of hardstanding will continue to discharge via existing drainage channels via a new oil interceptor system and bio-retention area
  - Run off to the north of the buildings will be restricted to the equivalent of greenfield rate run-off and will utilise shallow detention basins
  - The disabled car park to the west will be built on a free draining shallow blanket of aggregate with zones of porous paving at the surface
  - Other SUDs features will be incorporated where practicable
  - The existing catchment of the culvert has been analysed to ensure that the discharge rate can be accommodated safely.

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16.170 The proposal is considered to be in accordance with Policies BCS15 and BCS16 and full details of the SUDs strategy will be secured by condition.

**Key Issue L: What are the impacts on Ecology?**

16.171 NPPF (2019) para. 170 states that planning decisions should minimise impacts on and provide net gains for biodiversity. This is supported by local policies, including BCS15 and DM19 (Development and Nature Conservation).

16.172 The application is supported by an Ecological Assessment Report (October 2019) which sets out the results of field surveys, a desk study, and assesses the likely effects of the proposed development (Ecological Impact Assessment). The scope of the EAR was agreed with officers at pre-application stage. The EAR concludes that there will be no significant adverse effects on any important ecological features associated with the site.

16.173 Ecological mitigation and enhancement is required to meet the requirements of the NPPF (para 170) that requires applications to provide net gains for biodiversity.

16.174 An Ecological Mitigation and Enhancement Strategy and a Precautionary Method of Working will be submitted for approval to the LPA prior to the commencement of development. These requirements will be secured by condition.

16.175 A Lighting General Arrangements Plan (January 2020) has also been submitted to demonstrate how lighting impacts on ecology will be mitigated. This is considered to be acceptable and the requirement for lighting to be installed in accordance with this plan will be secured by condition.

**17 Planning Obligations and Delivery of Strategic Infrastructure**

17.1 The legislative framework for planning obligations is set out in Section 106 of the Town and Country Planning Act 1990 as amended by Section 12 of the 1991 Planning and Compensation Act. Further legislation is set out in the Community Infrastructure Levy CIL Regulations (2010) (as amended). The NPPF reiterates the tests (at paras 54 to 57) that are required to be met when planning obligations are sought, namely that they should be necessary to make the development acceptable in planning terms; directly related to the development and, fairly and reasonably related in scale and kind to the development.

17.2 The Supplementary Planning Document entitled 'Planning Obligations' (2012) sets out the Council's overall approach to planning obligations and the types of obligation that the Council may seek to secure and complements BCS 11.

17.3 As set out and assessed in detail in the Transport section of this report (full comments are in Appendix 5) the proposed development generates significant activity and trips across different modes of transport. This will have impacts on the immediate area and further afield. These impacts have been assessed by Bristol City Council (BCC), South Gloucestershire Council (SGC) and Highways England (HE) working together, as the impacts and the solutions are cross-boundary and affect the strategic transport network. The West of England Combined Authority (WECA) have also been engaged in the discussions about these strategic issues.

17.4 Significant progress has been made with regard to the assessment of the transport impacts of the proposals, along with understanding how the existing transport network can be improved to better manage the impacts of existing development as well as going some way to accommodating future growth in the North Fringe area. This has resulted in a schedule of infrastructure that is required, some of which is direct mitigation for the impacts of the proposed arena development.

17.5 The mitigation required in order to make the arena proposals acceptable (which will include funding for public transport provision) has to be secured through either planning conditions or planning obligations (in

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the form of a s106 agreement). Draft conditions are set out in Appendix 6 and draft heads of terms for the s106 agreement are set out in Appendix 7.

17.6 National guidance, as set out in the National Planning Practice Guidance, states that planning obligations have to be:

- Necessary to make the development acceptable in planning terms
- Directly related to the development, and
- Fairly and reasonably related in scale and kind to the development

17.7 An assessment has been carried out of the list of infrastructure requirements in order to establish which of these, and to what extent, are required to directly mitigate the specific impacts of the arena development. It is only these elements of the infrastructure requirements that can be formally secured by the s106 agreement, in the form of financial contributions from the applicant. The total financial contribution from the applicants through the s106 agreement is in the region of £3M. This does not include exposure to travel plan penalties or the consequence of complying with the conditions required by BCC / SGC / HE.

17.8 The total infrastructure package identified is in the region of £5M. To emphasise, there is a gap between this figure and the s106 figure of £3M because there is a difference between what is required to mitigate the direct impacts of the arena and the wider infrastructure needs of the area. It is important though, that this wider infrastructure package is delivered. The two councils and WECA will work together to meet the financial gap. All of the relevant parties have already started to work together to plan the delivery of the infrastructure package. Governance will be provided through a development specific steering group that will oversee and coordinate delivery, reporting back to the respective organisations that have membership. Further overview will be provided by the emerging North Fringe Board and its steering group, made up from BCC, SGC and WECA.

17.9 Future decisions on commissioning and implementing specific pieces of infrastructure will be made at Cabinet, Cabinet Member and Executive Officer level. However, as the infrastructure package is an integral part of the development proposals, the Committee (or the Chair / Vice Chair / Party Leads) may wish to receive progress reports on this.

17.10 Draft heads of terms are set out in Appendix 7.

**18 Conclusion and the Planning Balance**

18.1 The proposals will make efficient use of an underused brownfield site in accordance with the NPPF and Policy DM1 and will bring a unique offer to the Bristol area, allowing it to compete with other regional cities. This will bring socio economic benefits to the Bristol area, with an estimated net additional GVA of £27.5m - £30.7m, which is a considerable benefit to the region and is a material consideration carrying some weight in the planning balance.

18.2 As set out in Key Issue A, the site is currently a designated Principle Industrial and Warehouse Area (PIWA) and its redevelopment to provide non-B8 use classes will result in the loss of the entire PIWA. While adopted policy allows for specialised leisure uses, such as the arena itself, to be accommodated within PIWAs, justification is required for the other proposed uses, in particular the standalone food and drink floorspace which will be within Class A3/ A4. The applicant has not provided a marketing report to justify this loss in accordance with BCC's requirements, however, it has been confirmed that there was very little interest in the site prior to its purchase by the current owner, YTL.

18.3 While the requirements of Policy DM13 have not been met in full, it is important to note that PIWAs are designated in recognition of their strategic economic importance. The site has been vacant for a significant period of time and is not designated as a PIWA within the Bristol Local Plan Review: this indicates that it should not be considered to have strategic economic importance. The proposed change of use is therefore not considered to have a material impact on strategically important industrial land within BCC's administrative area and its loss may therefore be considered acceptable.

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- 18.4 The site is classified as an 'out of centre location' and owing to the proposed quantum of floorspace, is subject to the provisions of the sequential test, and an impact assessment, as required by the NPPF and Policies BCS7 and DM7. The applicant has submitted a Sequential Site Assessment which demonstrates that there are no sequentially preferable sites capable of accommodating the proposals, taking into account reasonable flexibility. The proposed development is considered to meet the requirements of the sequential test as set out at Key Issue B.
- 18.5 The Leisure and Retail Assessment submitted as part of the application concludes that the arena will not have a materially adverse impact on nearby centres, including Bristol city centre. It is possible that the arena complex will have a beneficial impact on Bristol city centre by increasing visitor numbers to the city and region. While there is likely to be some diversion of trade cause by the food and beverage floorspace, within the context of the amount of total provision within nearby centres, it is unlikely to materially impact the health of nearby centres.
- 18.6 The proposals will bring an underused heritage asset into a new use, allowing greater access to the site by the general public and an improved understanding of the buildings' heritage significance. While there is some less than substantial harm to the heritage asset through the removal of features such as the crows' nests and Esavian doors, this is balanced against the positive benefit of the buildings' reuse and the improvements brought about by the removal of the modern cladding. The proposed design is strongly supported by BCC City Design Group and the Bristol Urban Design Forum and is considered to be in accordance with the NPPF and BCS21.
- 18.7 The proposals are anticipated to achieve an overall reduction in residual emissions of 33% of which 20% will be from on-site renewables. Cycle storage and electric vehicle charging points will be provided in accordance with current policy. Subject to the imposition of a number of conditions, the scheme is considered to meet the Council's sustainability targets, as set out at Key Issue H.
- 18.8 The transport impacts of the proposed development have been fully assessed and can be mitigated through the proposed conditions and the measures proposed by the required s106 agreement.
- 18.9 For the reasons given above it is considered that the public benefit, economic and design factors are material considerations carrying significant weight and the proposals are recommended for approval subject to a S106 Legal Agreement and the imposition of a number of conditions in order to mitigate any impacts.

**19 Community Infrastructure Levy**

The CIL liability for this development is to be confirmed.

**RECOMMENDED: REFER TO SECRETARY OF STATE****Recommendation:**

- 1. Resolve to Grant planning permission but refer to the Secretary of State subject to:**
  - the applicants entering into a S106 agreement in order to secure the necessary planning obligations set out in this report and;
  - appropriate conditions
- 2. That officers are given delegated authority to conclude the s106 Heads of Terms and the legal agreement itself; and to finalise the final set of planning conditions**