

Presentation to DCA 4 March 2020

Arnold Laver Brabazon Hangar and Surrounding Land –
19/05500/P

Arnold Laver Brabazon Hangar Railway Bridge – 19/05514/F

Consultee Response Former Filton Airfield, South
Gloucestershire, Temporary Car Park – 19/05822/K

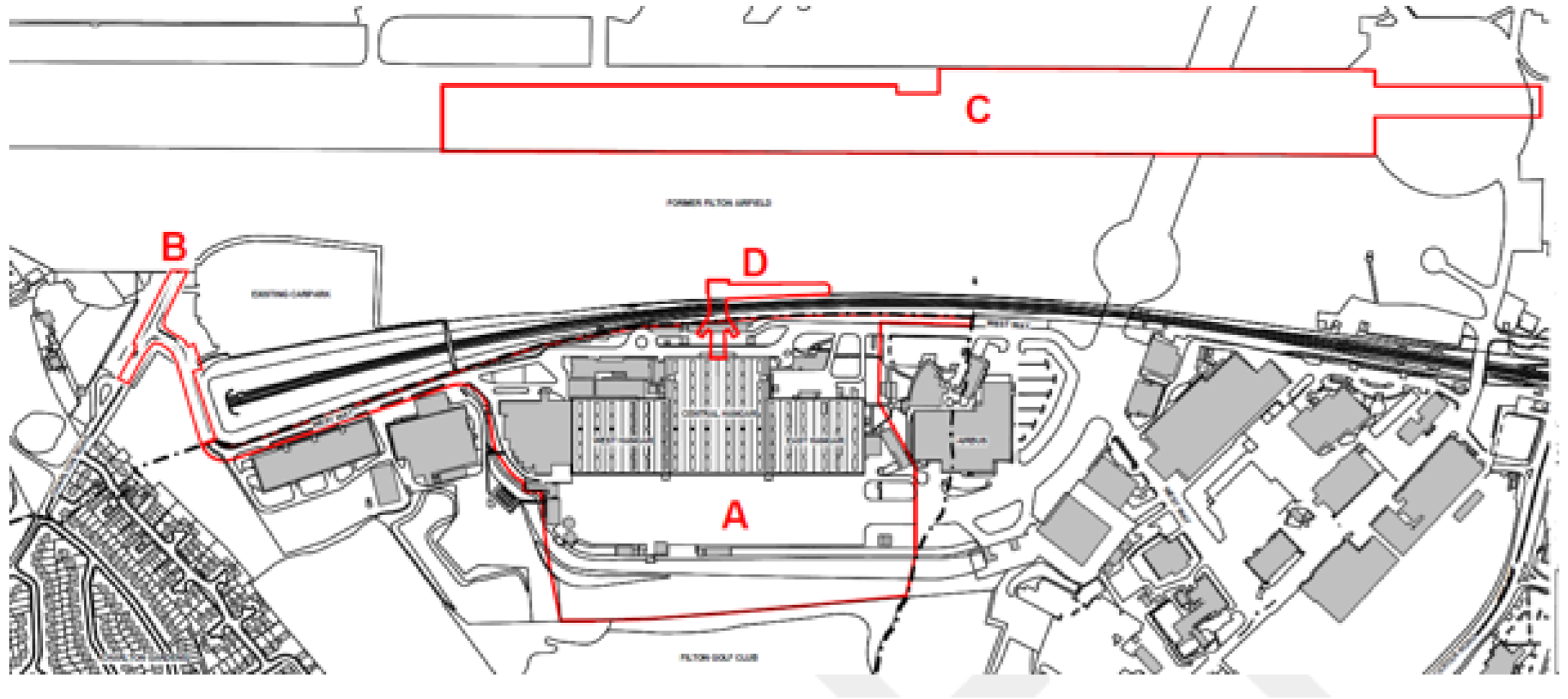
Consultee Response Land at Charlton Road and West Way,
South Gloucestershire, amendments to highway junction –
19/05823/K

Application Structure

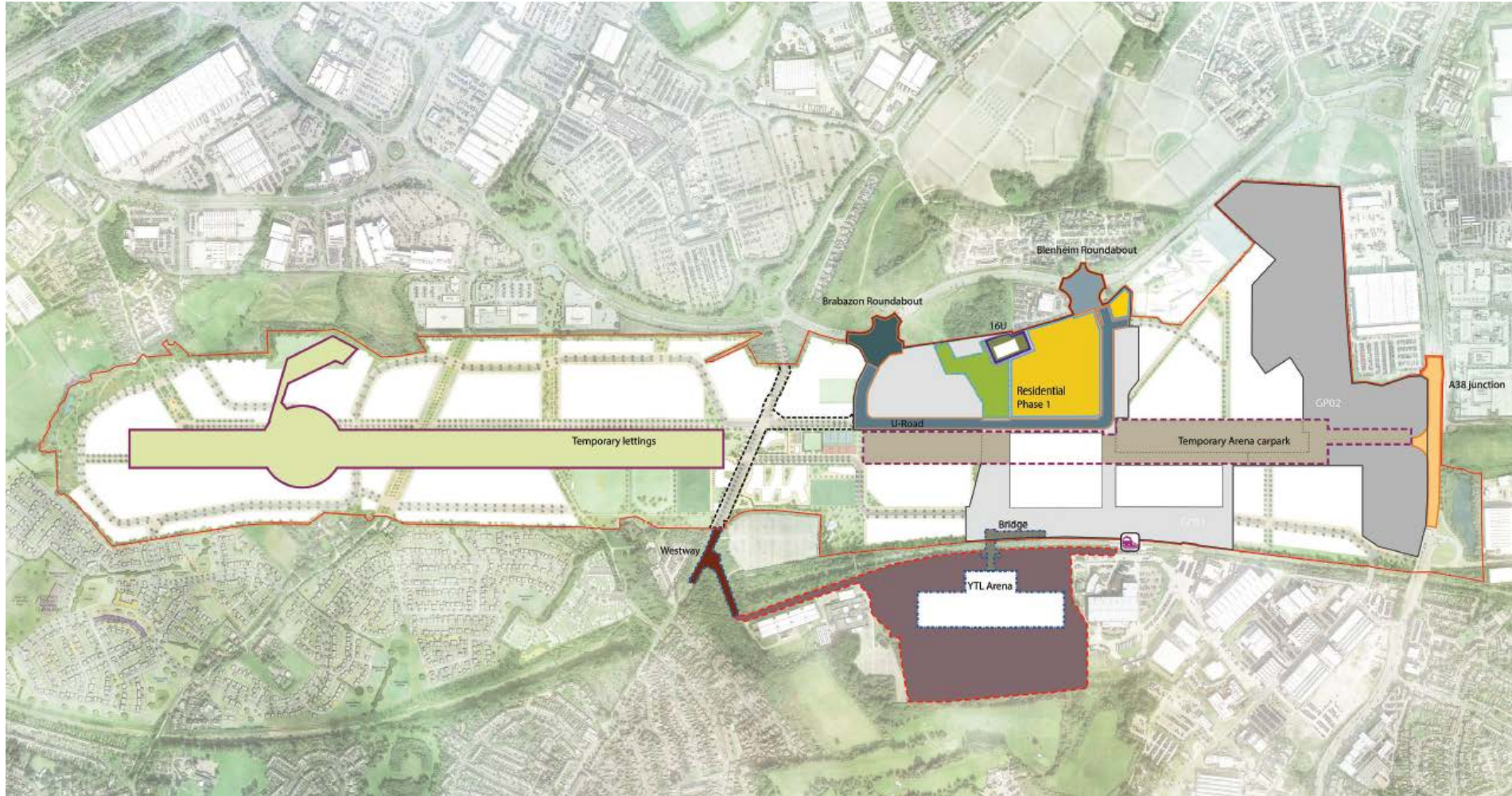
The site is proposed to be redeveloped to provide a new arena complex. Four related applications have been submitted:

- 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 District 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 District 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 Bristol City Council and South Gloucestershire District Council) (Application D).

Application Structure



Filton Airfield Overall Masterplan



Form of Application A 19/05500/P

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.

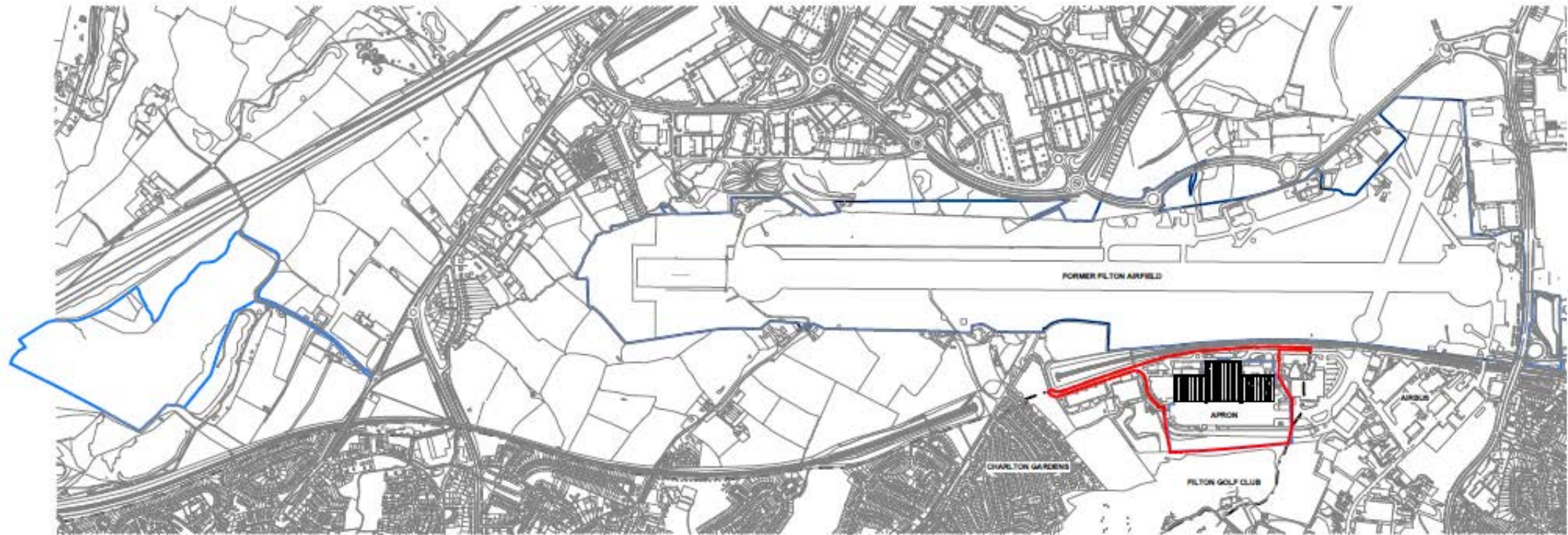
Outline approval is sought for the following elements:

- Landscaping
- Access
- Layout

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

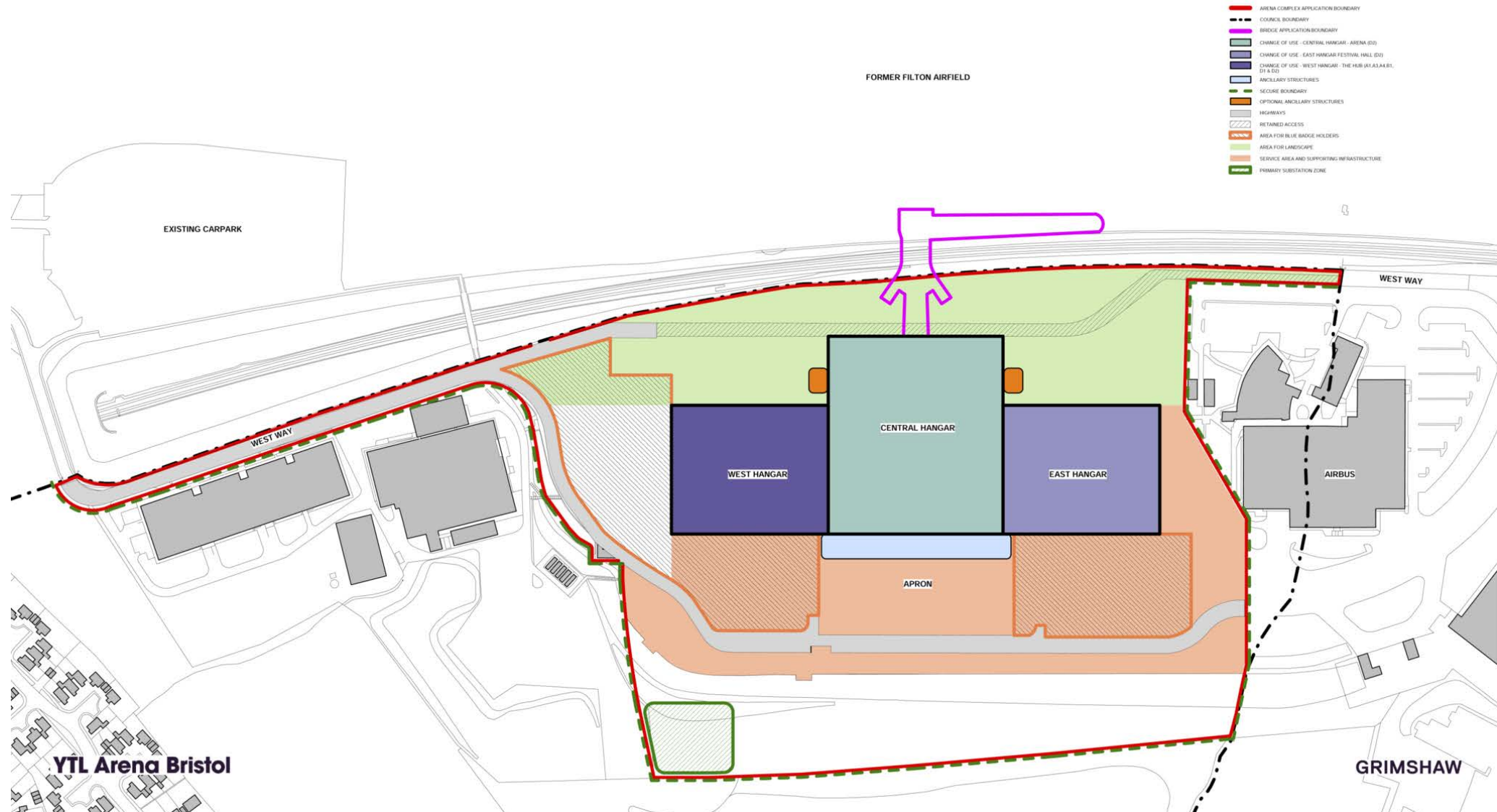
Location Plan



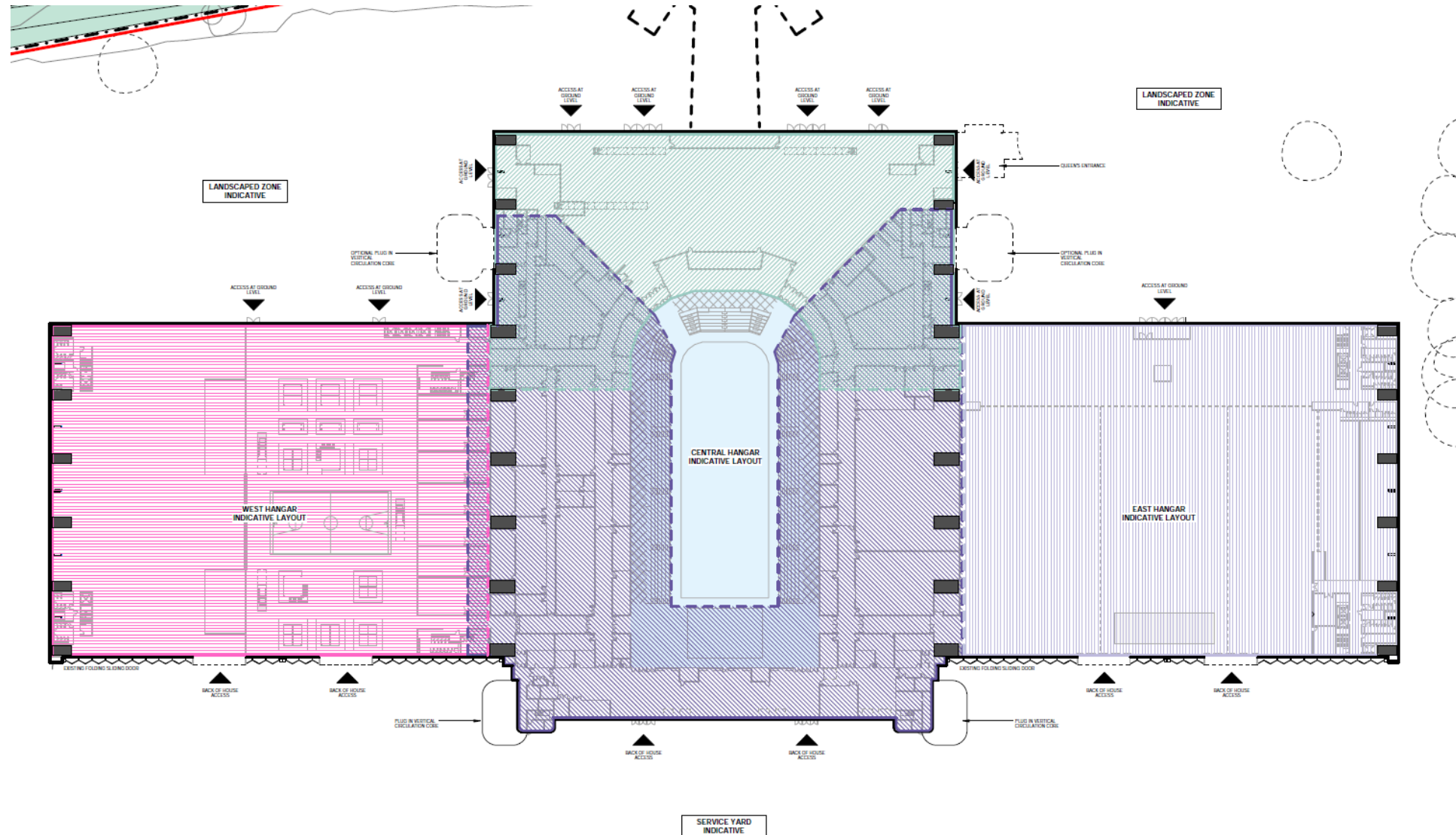
YTL Arena, Brabazon Hangar

- Arena: 17,000 capacity arena (42,000 sqm arena)
- 18,450 sqm of retail, leisure, office and food and beverage uses:
 - Festival Hall (East Hangar): 11,000 sqm Class D2 use (10,000 capacity event space)
 - The Hub (West Hangar): 1,000sqm Class B1 office
 - 2,000sqm Class A1 retail, linked to the arena
 - 4,450sqm Class A3/A4 food and beverage
 - 1,000sqm Class D1/D2 use leisure

Proposed Land Use Plan



Illustrative Ground Floor Plan



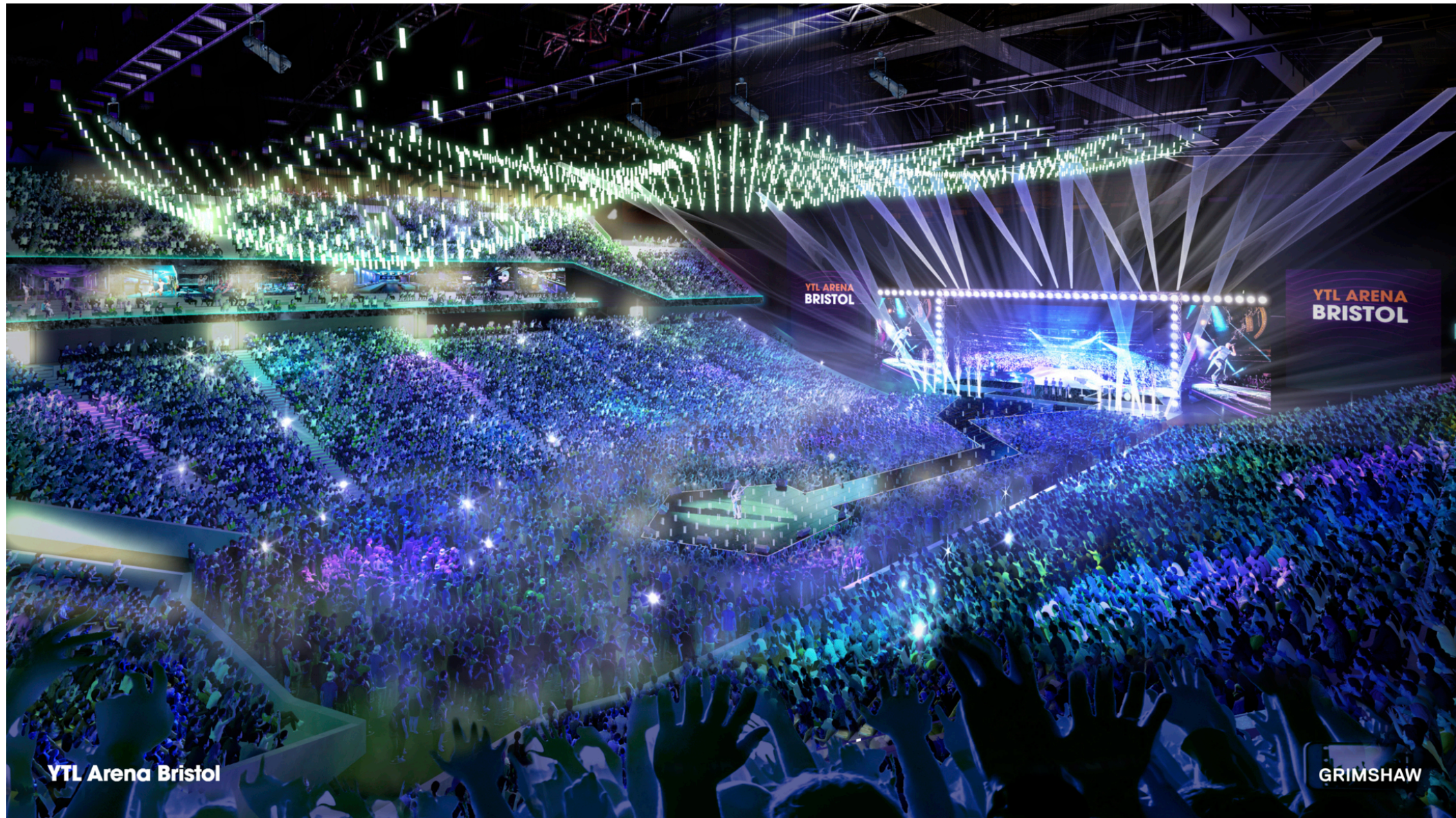
Arena Complex



Arena Complex



Arena interior (indicative)



Central Hangar Foyer



YTL Arena Bristol

GRIMSHAW

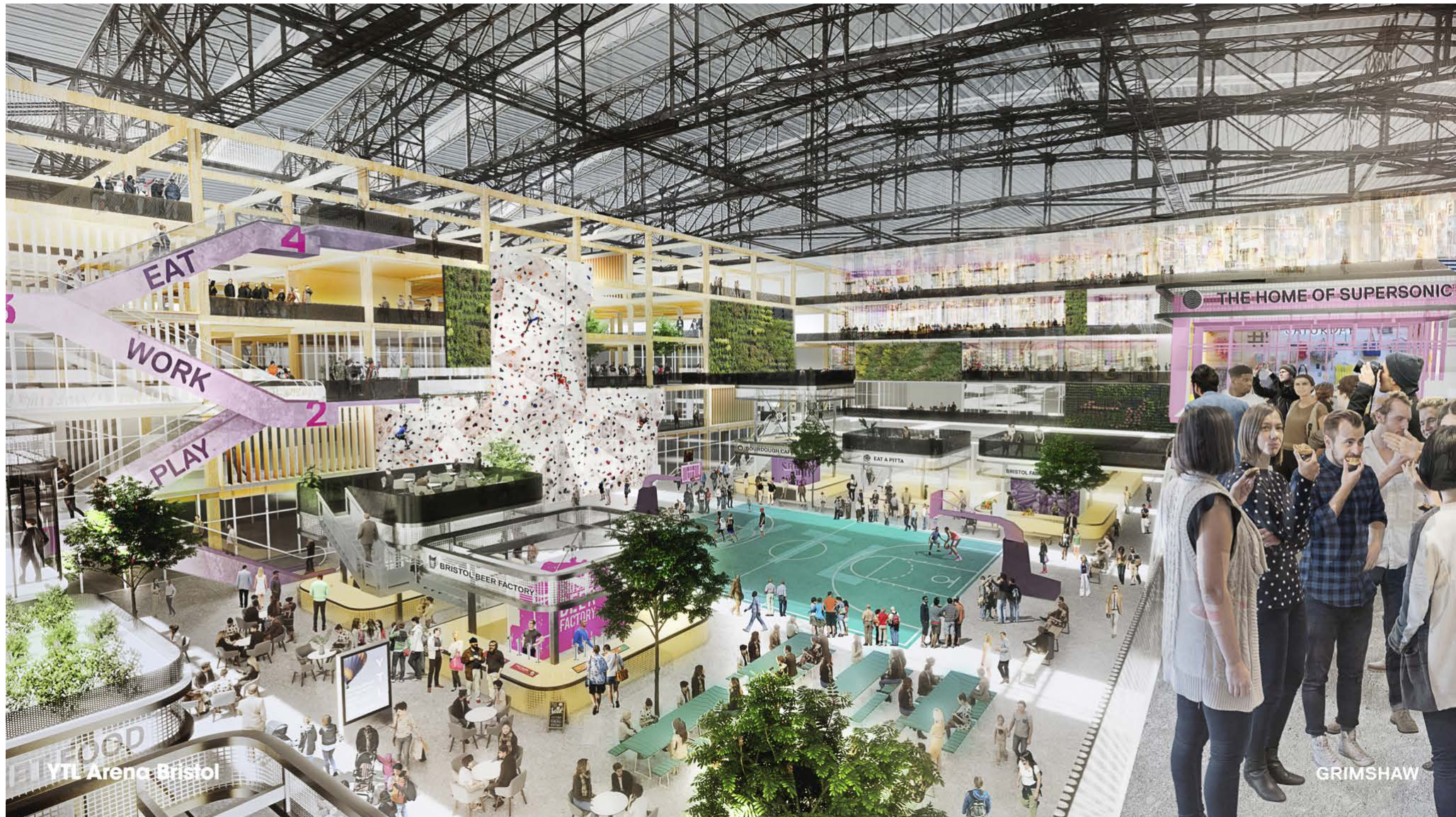
Festival Hall (East Hangar)



YTL Arena Bristol

GRIMSHAW

The Hub (West Hangar)



Statutory Consultation Responses

- Highways England: no objection subject to conditions
- Environment Agency: no objection subject to conditions
- Historic England: no objection
- Network Rail: no objection subject to conditions

Public Consultation Responses

Over 130 comments received in total: 119 from local residents and businesses

- 99 comments of support from local residents:
 - Positive economic impacts
 - 'Bristol needs an arena'
 - Increased cultural offer
 - Provision of amenities for local residents
- 12 letters of support from local hotels
 - Increased tourist offer
 - Positive economic impacts
- 14 objections from local residents
 - Concern about amenity impacts including noise, litter, and light pollution
 - Increased traffic and congestion, negative impacts on the public transport network
 - Negative impacts on air quality

Key Planning Issues

- Principle of Development – change of use within a Principle Industrial & Warehousing Area (PIWA)
- Sequentially preferable sites for retail and leisure uses
- Impact on Bristol City Centre and other town centres
- Design:
 - Landscaping
 - Heritage
 - Inclusive design
 - Security
- Transport
- Environmental Impact Assessment
- Energy and Sustainability
- Health Impacts and Economic Benefits
- Flood Risk
- Ecology
- Section 106 Planning Obligations and Conditions

Principle of Development

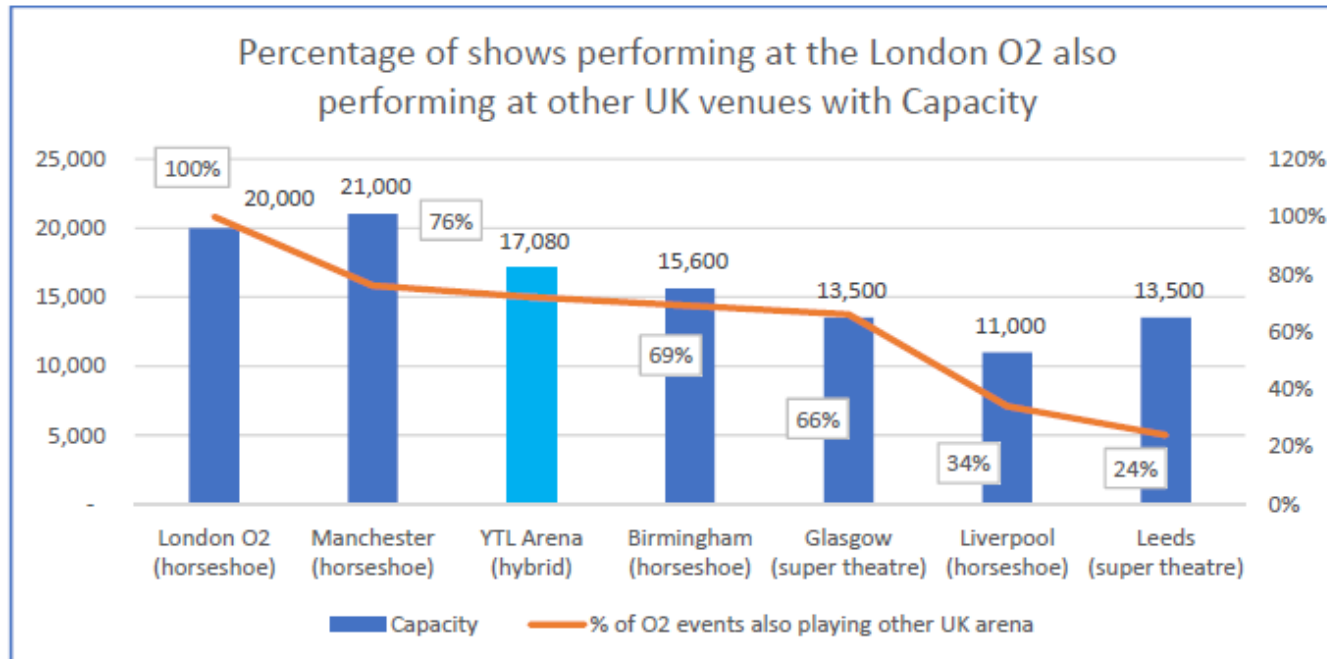
- Primary Industrial and Warehousing Allocation (PIWA) governed by Policy DM13
- The proposals would result in the entire PIWA falling out of industrial use
- Policy DM13 allows 'specialised leisure' uses to be accommodated within PIWAs owing to their scale
- A1/A3/A4/B1a/D1 uses are not allowed except under certain circumstances
- There is limited demand for industrial uses on site, given competition from nearby industrial land
- The existing building is not suitable for modern industrial requirements and would require significant refurbishment
- The site has been partially vacant for some time and cannot be considered strategically important industrial land
- The site is not allocated as a PIWA in the Bristol Local Plan Review
- The proposed change of use is not considered to have a material impact on strategically industrial land in Bristol

Sequentially Preferable Sites

- Development of retail, food and beverage, and leisure uses is directed to the following locations by the NPPF (para. 87) and Policy BCS7:
 - Town centres
 - Edge of centre locations
 - Out of centre locations
- The site is classified as an 'out of centre' site therefore a sequential test is required

Sequentially Preferable Sites (cont.)

- The applicant has demonstrated the requirement for a 17,000 capacity arena in order to attract the top acts and the requirement for the interlinked event space and supporting uses within the Hub and Festival Hall.
- The combined offer is likely to increase the total events by 27%
- The proposed food and beverage offer is the most complementary enabling development to support the complex



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

Sequentially Preferable Sites (cont.)

- Sites considered to be sequentially preferable or equal have been assessed in terms of availability and suitability, taking into account reasonable flexibility
- The following sites have been assessed, having been agreed at pre-application stage:
 - 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
 - Land adjacent to Bristol City Football Club stadium, Ashton Gate
 - Horsefair/ Callowhill Court
 - Avonmeads Retail Park
 - Redcliffe Village

Sequentially Preferable Sites (cont.)

- Officers consider that the below sites are sequentially preferable or equal. Their suitability and availability has therefore been assessed.
- Capacity assessments have been undertaken by the applicant to assess whether the proposals, or a modified form, could be physically accommodated within each site.

1. Former Diesel Depot, Temple Island

- Physically capable of accommodating only a 12,000 capacity arena
- No other complementary or supporting uses such as food and beverage or exhibition floorspace can be accommodated
- Site is unavailable owing to BCC's decision to enter into a partnership with L&G to develop the site for mixed use

2. Newfoundland Way

- Arena auditorium and supporting uses cannot be accommodated: limited provision for HGV parking
- Site is in multiple ownership and has infrastructure constraints, including location within Flood Zones 2 and 3

Sequentially Preferable Sites (cont.)

3. Fruit Wholesale Market, St Philips Marsh

- Site is in multiple ownerships and has an emerging policy designation for mixed use redevelopment
- Much of the site and surrounding land is at risk from flooding
- The arena and Hub could be accommodated but the complementary exhibition floorspace could not be accommodated on site

4. Proposed UWE Stadium Site, Stoke Gifford

- Site is physically capable of accommodating the proposed development
 - Western part of the site remains available for development, subject to UWE's intentions
 - Site has a development plan allocation for an alternative use which would be incompatible with an arena
- Details of the assessments of the remaining sites are set out within the committee report at Key Issue B

Impact on Bristol City Centre and other town centres

- NPPF para. 89 and Policy DM7 require an impact assessment to consider the impact of the proposals on
 - i. existing, committed, and planned investment in the proposals' catchment area; and
 - ii. the impact on town centre vitality and viability
- The scope of the assessment has been agreed with BCC officers at pre-application stage.
- The impact on the following centres has been considered:

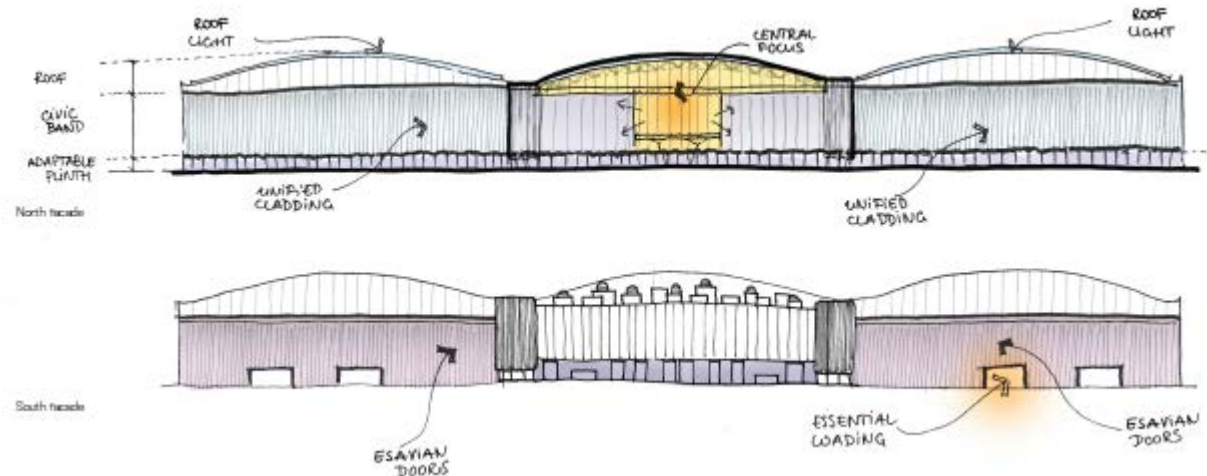
Bristol City Centre	Stapleton Road	Bradley Stoke	Coniston Road, Patchway	Weston-super-Mare
Bedminster	Lockleaze	Downend	The Parade, Patchway	
Clifton	Picton Street	Filton	Gloucester Road, Patchway	
Gloucester Road	Southmead Road	Patchway	Little Stoke	
Henleaze	Wellington Hill West/ Southmead Road	Stoke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

Impact on Bristol City Centre and other town centres (cont.)

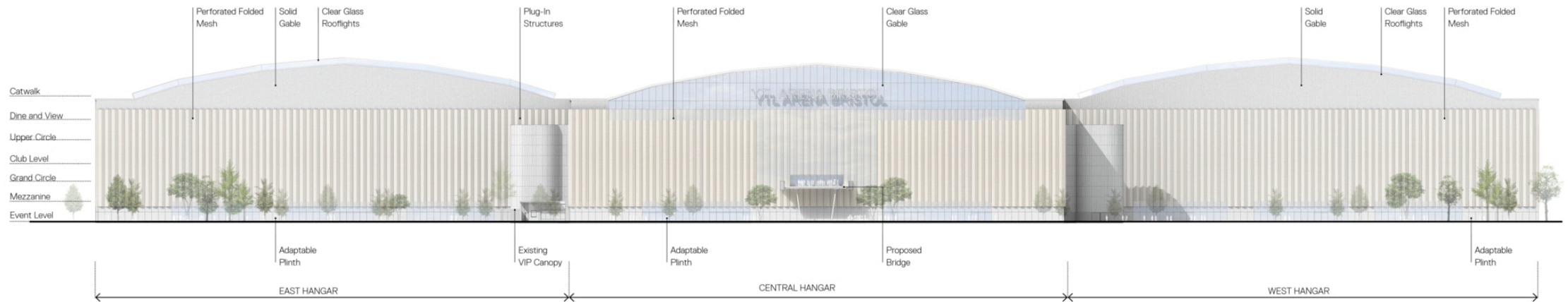
- The assessment includes the results of a household survey taken from the catchment area which assesses the usage of centres.
- A second survey was undertaken online focused on people who had visited a live music/ indoor entertainment event in the past 12 months.
- The assessment demonstrates there is unlikely to be any significant impact on music and entertainment venues in Bristol city centre, as there is unlikely to be a trading overlap between existing venues and the arena
- The impact of Festival Hall (exhibition floorspace) is unlikely to be significant as there is no similar venue in the West of England.
- The impact of the Hub's food and beverage floorspace is likely to divert c. £8m of turnover from the city centre equating to an impact of -1.7% which is not considered to be significant.
- Officers consider that impact from the Hub's leisure uses is unlikely to be significant, particularly as Bristol city centre is not reliant on leisure expenditure for its vitality and viability.
- The arena complex is likely to attract more visitors to the area which could provide indirect economic impacts to the local economy, in part due to linked trip expenditure which could range from c. £300,000 - £735,000 depending on the size of the event.
- There is not considered to be any significant conflict between the proposals and planned investment or other development projects in the city centre.

Design

- The design approach is strongly supported by BCC City Design Group and Bristol Urban Design Forum
- The following key considerations have fed into the design process:
 - To bring locally listed buildings back into a viable use, ensuring a flexible and adaptable building
 - 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 create a high performance thermal and acoustic envelope
- A principle design tenet is the recladding of the central hangar in a 'translucent skin' allowing expression of the internal structure.
- External alterations follow a tripartite hierarchical form: plinth; civic band; and gable.



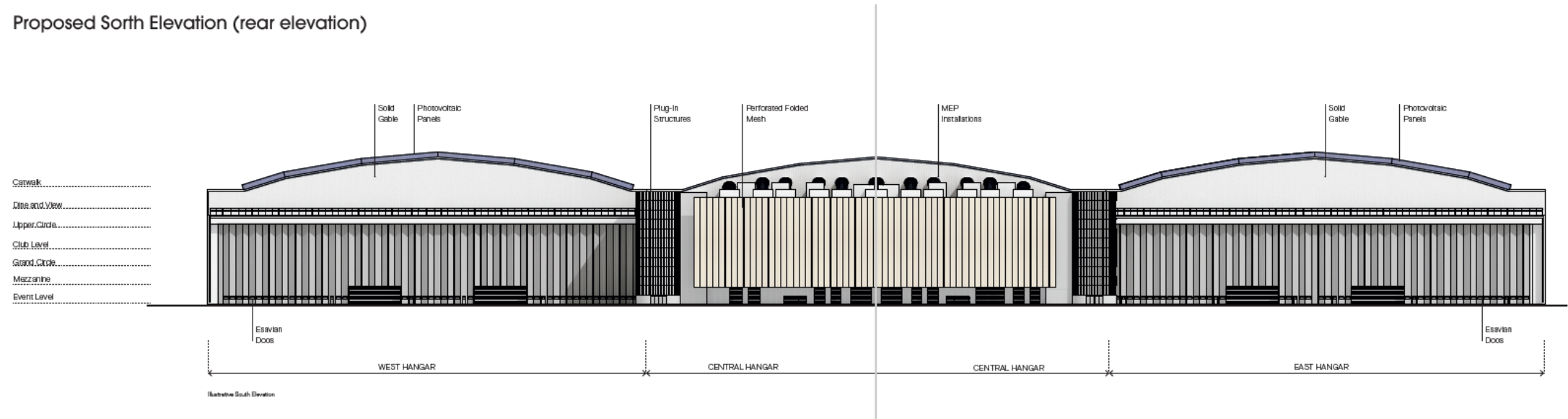
Proposed North Facade



Design (cont.)

- Additional circulation and evacuation cores and plant are proposed as external 'plug-in' elements to remain subservient to the building.
- Southern 'working' façade maintains the Esavian concertina doors within the east and west hangars but these will be removed from the central hangar for operational purposes.

Proposed South Elevation (rear elevation)



Heritage

- 'Brabazon Assembly Building' was locally listed in February 2019.
- It is an **undesigned** heritage asset with relatively low value.
- The historic hangar buildings will be retained and brought back into use, which is a significant benefit.
- Façade alterations will remove the modern cladding to the benefit of the building.
- Demolition of some surrounding late C20th buildings will also enhance the building.
- Conservation officers have raised concerns relating to the demolition of the substation buildings, inflammable stores, and main cloakroom entrance, however, the overall planning balance weighs in favour of their demolition.



Inflammable stores



Substation buildings



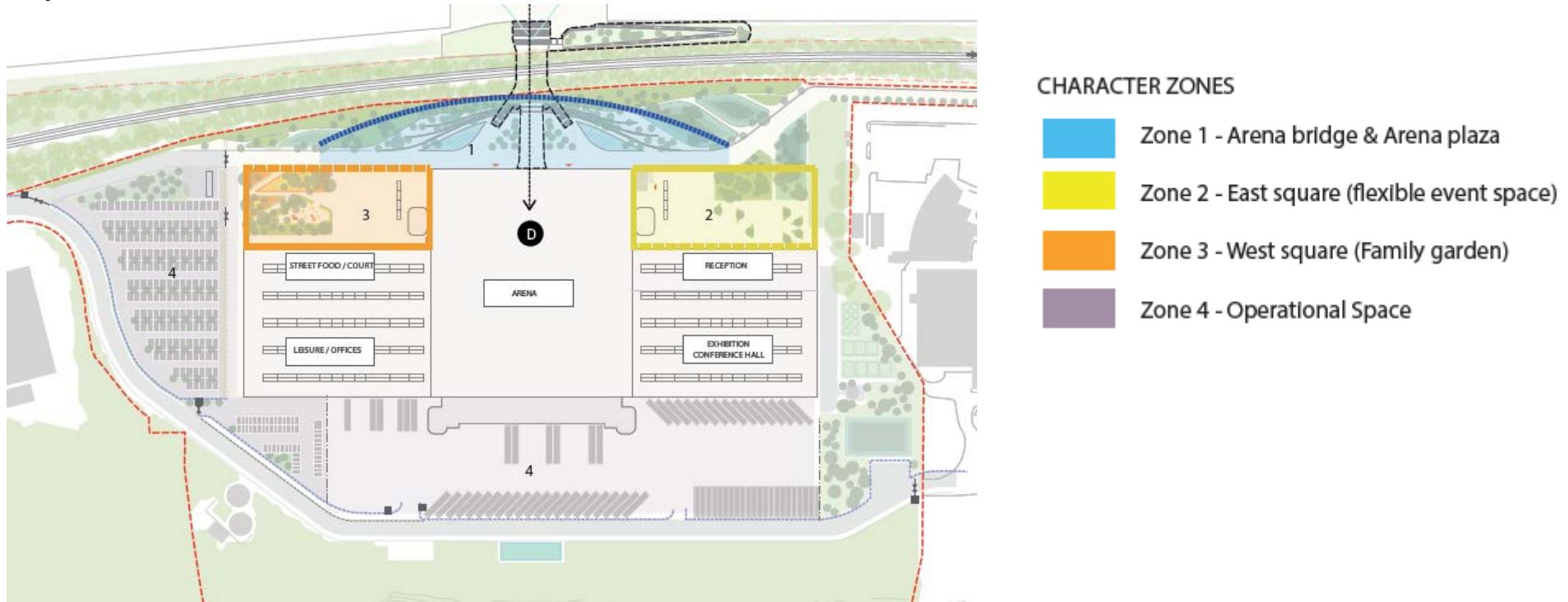
Main cloakroom entrance

Inclusive Design

- Disability-led charity 'Attitude is Everything', who are an Arts Council England Sector Support Organisation for the live music industry have worked with the design team to create an environment that can be used by everyone.
- A number of inclusive design aspirations are set out in the Design and Access Statement These include:
 - Accessible seating positions with companion seats throughout the arena bowl
 - Platforms designed to allow stage views, even with spectators standing in front of them
 - Adjustable seating for ambulant spectators or those with hearing impairments
 - Resting places and quiet spaces, potentially with additional acoustic treatment
 - Gradients of less than 1:20 on primary circulation routes and slip resistant surfaces
 - All counters suitable for standing and seated users
 - All internal route widths, door openings and pressures, and finishes and fittings to be accessible
 - Approximately 170 Blue Badge parking spaces

Landscape Concept

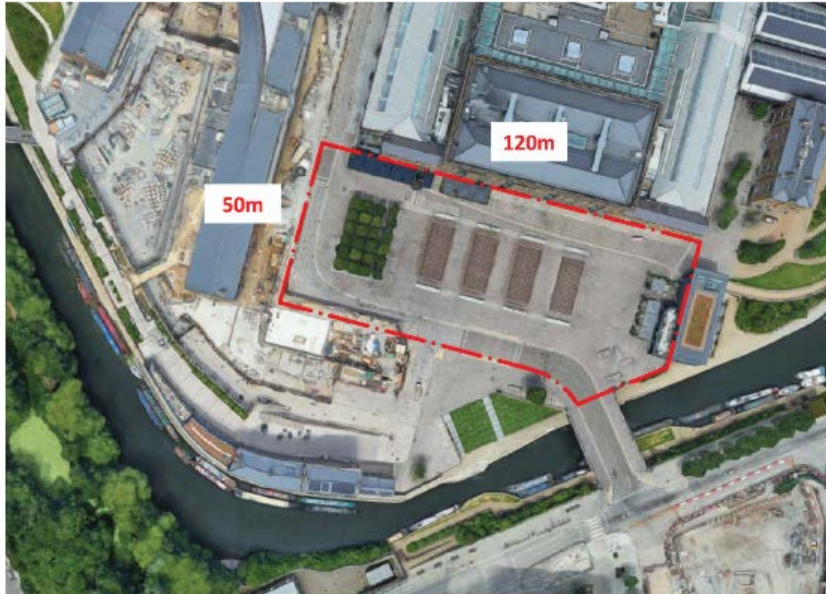
- Landscape proposals are submitted in outline and will be subject to a future reserved matters application
- Landscaping principles including a landscape masterplan are set out in the DAS
- Principle areas of public realm are proposed to the north of the building in the arena plaza, and east and west squares
- Key aim is to create flexible spaces which are animated throughout the day and can operate in 'event' and 'everyday' modes



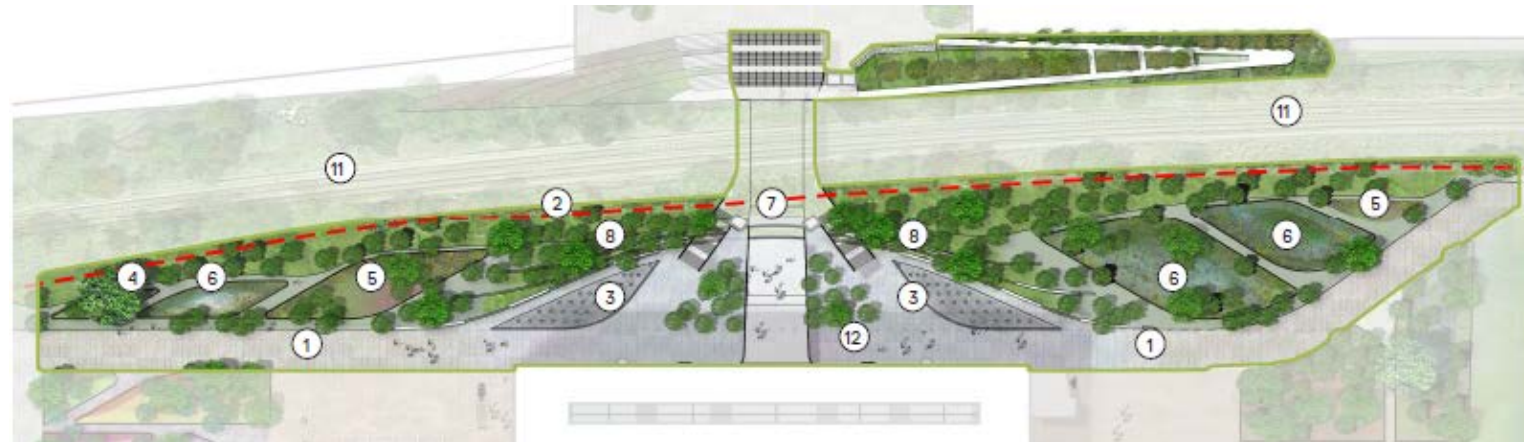
Landscape Concept

- **Arena Plaza:** multi-use high quality area of public realm providing seating and areas for interaction and socialising with aspirations to include interactive water jets and landscape detention basins

Scale comparison: Granary Square, Kings Cross, London



0 50 100 200



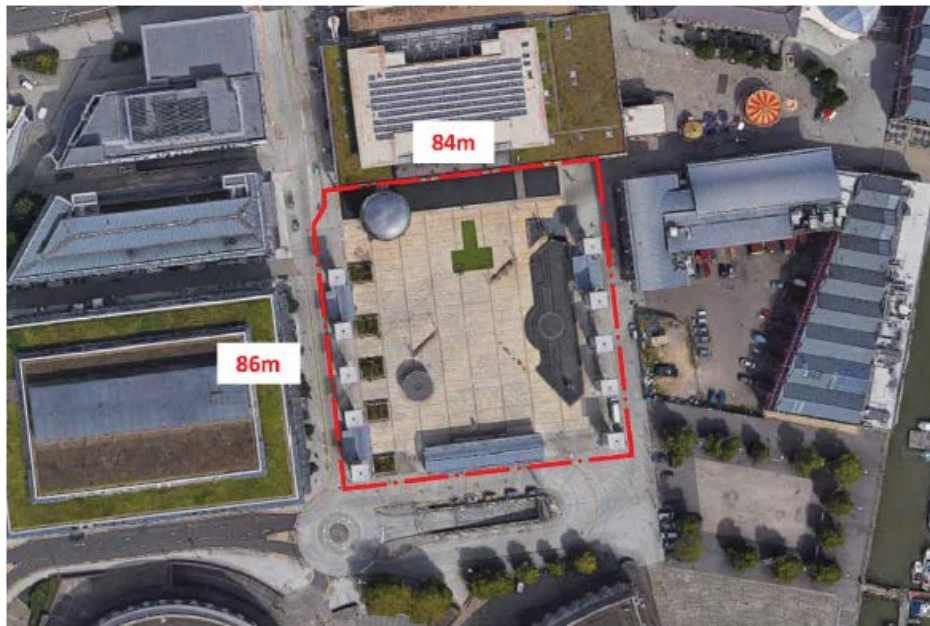
KEY

1. 10m wide Multi-functional shared space promenade.
2. Secure Boundary Line to YTL Arena Complex.
3. Water jets.
4. Trees Retained. Separate application.
5. Gardens: Ornamental grasses and herbaceous
6. Landscaped detention basins.
7. Arena Bridge.
8. Terraced landscape with seating opportunities under tree canopy
9. Brabazon square and bridge landing.
10. Brabazon Park (as shown on outline planning application)
11. Existing Railway network
12. Arena Plaza

Landscape Concept

- **West Square:** focused on families and community, with potential for a skate park, playground and other flexible space with a mix of hard and soft landscaping.

SCALE COMPARISON: MILLENIUM SQUARE, BRISTOL



0 50 100 200



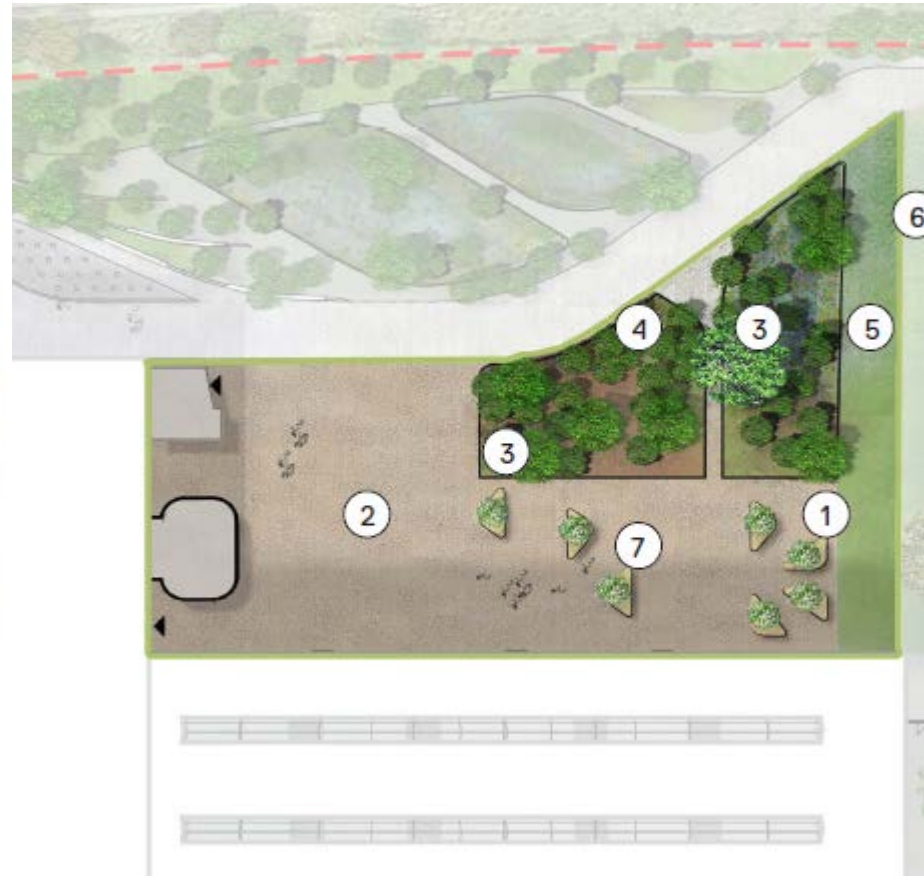
KEY

1. Play feature under tree canopy.
2. Flexible space for pop-up events and installations.
3. Gardens: ornamental grasses and herbaceous planting.
4. VIP drop-off.
5. Secondary secure Line with HVM as required.

Landscape Concept

- **East Square:** measuring 140m x 46m focus on provision for the arts and education, with aspirations for forest scale trees. External pop-up infrastructure could also be included to support temporary pop-up events.

SCALE COMPARISON: THE CENTRE POMPIDOU, PARIS



KEY

1. Grove of forest trees.
2. Flexible space for pop-up events and installations.
3. Water features.
4. Trees retained.
5. Gardens: Ornamental grasses and herbaceous planting.
6. Service access road.
7. Secure Boundary Line to YTL Arena Complex.
8. VIP drop-off.
9. Opportunities for movable planters with integrated seating and lighting

Environmental Impact Assessment (EIA)

- Application is EIA and is supported by an Environmental Statement, including the following topic chapters:
 - Community Economics and Social
 - Built Heritage
 - Traffic, Transport and People Movement
 - Air Quality
 - Noise and Vibration
 - Wind Microclimate
 - Ground Conditions and Contaminated Land
 - Climate Change and Greenhouse Gases
- The 'Project' assessed comprises the four applications (main arena, bridge, temporary car park, and junction works); the ES assesses 'significant impacts' arising from the Project, when taking inherent and additional mitigation into consideration.

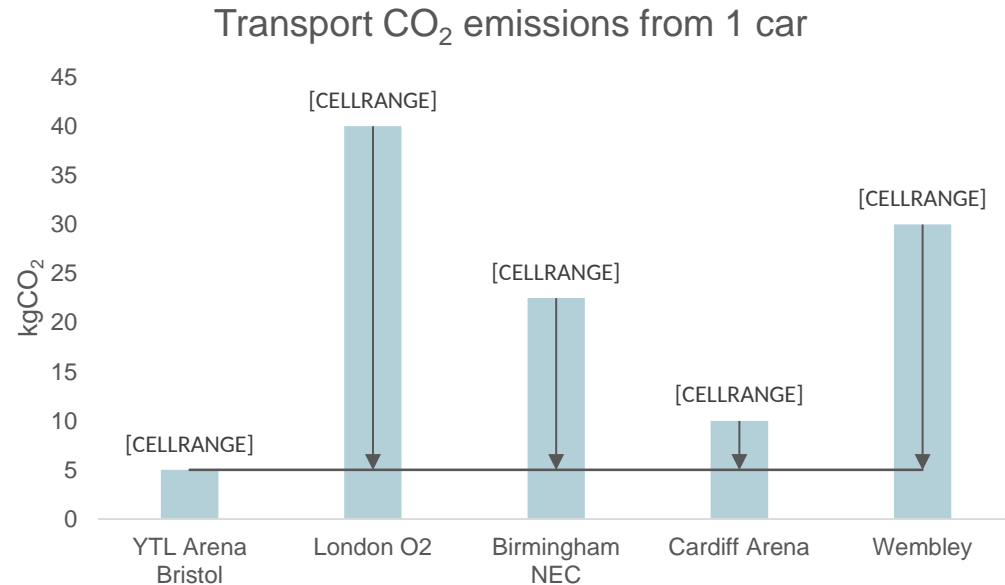
Environmental Impact Assessment (EIA)

- Community Economics and Social: minor to moderate beneficial significant effects
- Built Heritage: some minor adverse effects; predominantly minor – major beneficial significant effects
- Traffic, Transport and People Movement: no significant effects when mitigation is considered
- Air Quality: no significant effects when mitigation is considered
- Noise and Vibration: no significant effects
- Wind Microclimate: no significant effects
- Ground Conditions and Contaminated Land: range of insignificant to minor beneficial effects
- Climate Change and Greenhouse Gases: minor adverse significant effects with additional mitigation to be secured by condition. These include:
 - Submission of final Energy & Sustainability Strategy
 - Culvert to provide heat sharing between site and former Filton airfield development
 - Overheating assessment
 - Photovoltaic panels
 - BREEAM 'Excellent'
 - Sustainable materials and Lifecycle Assessment

Energy and Sustainability

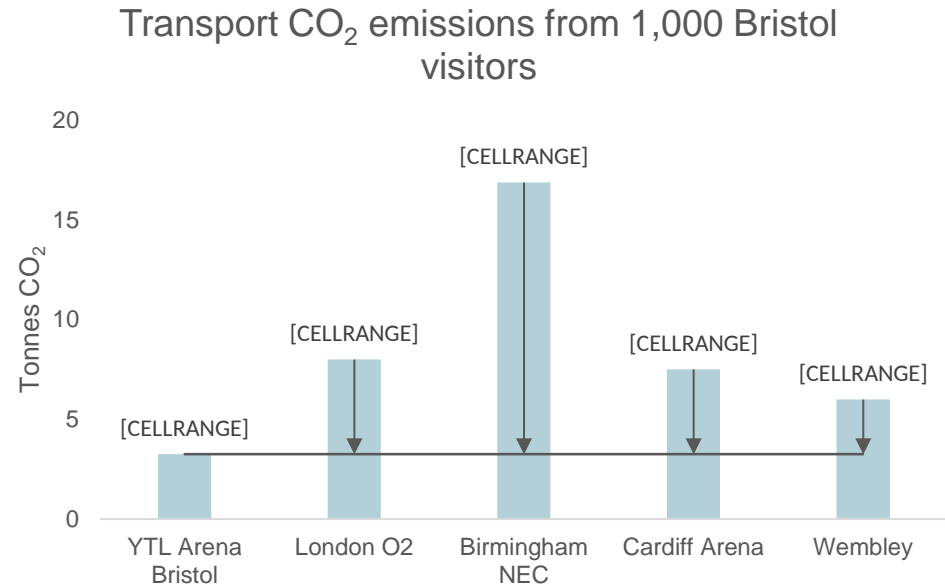
- The scheme follows the 'Be Lean, Be Clean, Be Green' energy hierarchy prioritising passive design and energy efficiency.
- It is anticipated that there will be an overall reduction in residual emissions of 33%; 20% will be from on-site renewables.
- Applicant is committed to delivering net zero carbon and is in discussion with energy providers to secure 100% renewable energy to the site.
- There is an opportunity to share energy and heat with the former Filton airfield site: waste heat from the arena complex could be utilised in the residential elements of the airfield scheme. The requirement for a culvert to provide this link between the sites is secured by condition.
- On site solar voltaics (10,000sqm PV) and air source heat pumps are proposed.
- The proposals retain the existing structure, ground floor slab and hardstanding, reducing the need for additional raw materials.
- Additional conditions are included to secure BREEAM 'Excellent', a Sustainable Procurement Plan, Lifecycle Assessment, and Overheating Assessment.
- A Travel Plan to promote sustainable travel will be secured by condition.
- An Event and Ticket Sales Strategy to promote sustainable travel will be secured by condition.

Energy and Sustainability



Assumed travel distances:

- London O2: 160 miles
- Birmingham: 90 miles
- Cardiff: 40 miles
- Wembley: 120 miles



Assumptions for YTL Arena:

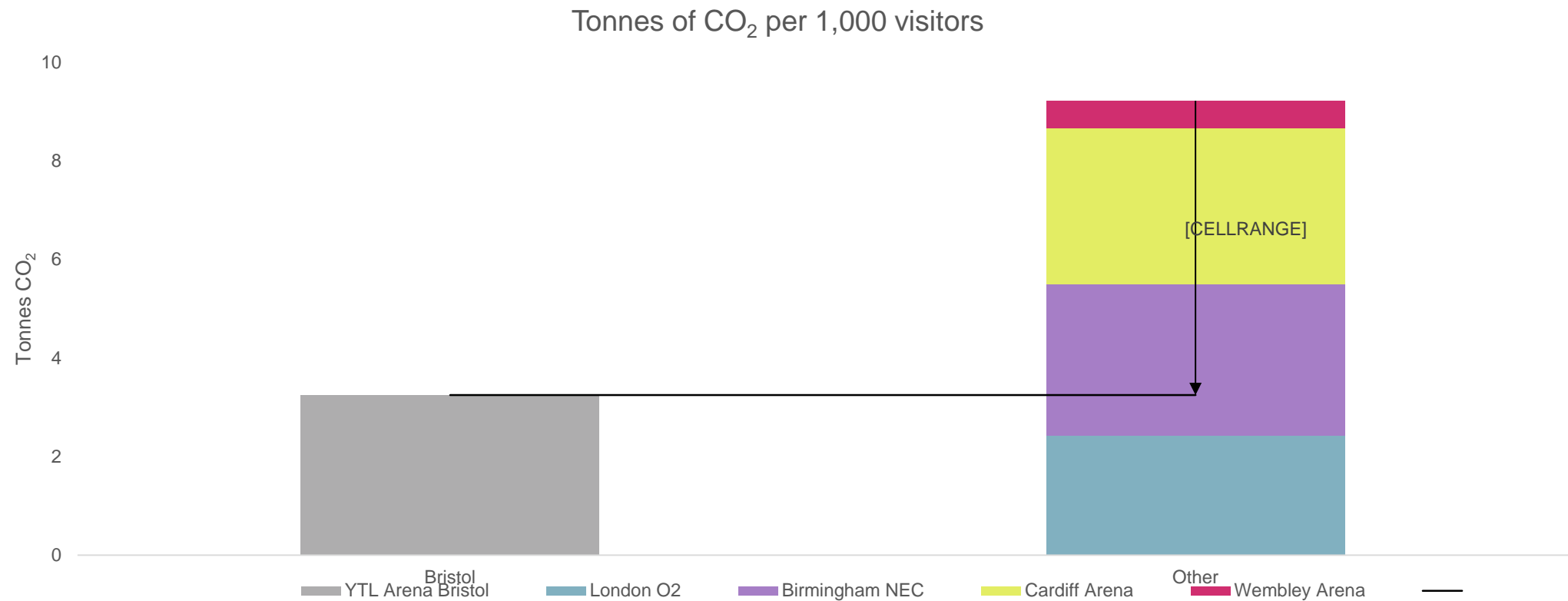
- 65% of visitors travel by car
- All other visits are zero carbon
- Travel distance 20 miles

Assumptions for other arenas:

- London O2: 20% car, 160 miles
- Birmingham: 75% car, 90 miles
- Cardiff: 75% car, 40 miles
- Wembley: 20% car, 120 miles

Energy and Sustainability

Combined CO2 emissions



Energy and Sustainability

- Indicative forecasts for carbon savings associated with trips to proposed and existing arenas

Capacity	New Trips	Carbon Saving (Tons)	% Reduction	Capacity	New Trips	Carbon Saving (Tons)	% Reduction	Capacity	New Trips	Carbon Saving (Tons)	% Reduction	Capacity	New Trips	Carbon Saving (Tons)	% Reduction
17000	6000	46.2	-46%												
17000	5000	55.7	-50%	15000	5000	43.4	-47%								
17000	4000	65.0	-54%	15000	4000	53.1	-52%	12000	4000	34.0	-47%				
17000	3000	74.1	-57%	15000	3000	61.5	-56%	12000	3000	44.0	-53%	10000	3000	31.7	-39%
17000	2000	83.8	-60%	15000	2000	71.3	-59%	12000	2000	52.3	-58%	10000	2000	41.4	-56%
17000	1000	92.5	-63%	15000	1000	80.9	-62%	12000	1000	62.4	-62%	10000	1000	50.6	-61%

Source: Avison Young

Health Impacts and Security

- Positive health impacts:
 - Increased access to culture, sport, heritage and family events
 - Increased access to open and natural spaces
 - Access to work and training opportunities: to be secured by condition
- Unknown health impacts:
 - Access to healthy food and drink
 - Potential climate change impacts
- Climate change impacts have been assessed within the ES; a Sustainable Travel Plan is secured by condition
- Security strategy is being developed with input from Secure by Design, guidance from National Counter Terrorism Security Office, and CPNI amongst others.
- All visitors, staff and contractors to be screened prior to accessing the bridge
- Physical security measures will include Hostile Vehicle Mitigation measures
- A Security Risk Assessment and Security Strategy will be prepared and reviewed by the Arena Steering Group
- Requirements for CCTV to be secured within the S106 agreement

Economic Benefits

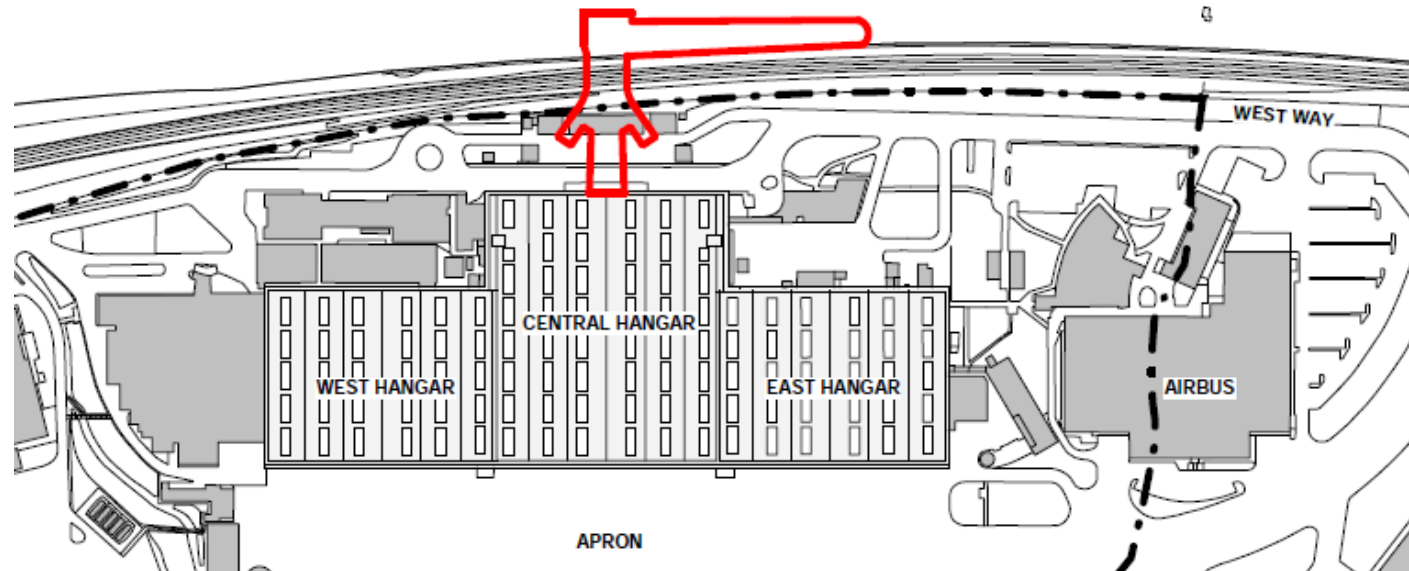
- Estimated 520 – 580 FTE jobs
- Estimated 110-124 indirect and induced full time jobs associated with the project's operation
- Estimated additional Gross Value Added (GVA) associated with direct employment jobs c. £24.3 – £27.4m pa
- Estimated 153 full time equivalent temporary construction jobs per annum
- Estimated 136 indirect jobs pa associated with suppliers and services during construction

Flood Risk and Ecology

- Flood Zone 1: the proposals will not increase the site's vulnerability to flood risk
- Surface water drainage strategy restricts run off to greenfield equivalent
- Full SUDs strategy to be secured by condition
- NPPF Requirement to provide net gains for biodiversity
- Ecological Mitigation and Enhancement Strategy and Precautionary Method of Working secured by condition to ensure no harm to protected species
- Development of the arena will have limited impact on high quality trees, which are incorporated into green spaces
- Arboricultural Method Statement and Tree Protection Plan secured by condition

Pedestrian Bridge 19/05514/F (Application D)

- Full planning application for a new pedestrian bridge linking the former Filton Airfield and the Brabazon Hangar site over the Henbury Loop railway line
- Submitted to both Bristol City Council and South Gloucestershire Council
- The pedestrian bridge will be the main point of arrival for visitors to the arena
- Some external alterations to the main hangar will be required
- Demolition of some ancillary buildings will be required – permission for this is sought under Application A



Bridge viewed from east



Bridge viewed from north



S106 & Conditions

- Draft Heads of Terms are set out in Appendix 7 (as amended). Key commitments are:
 - Linkages between the four applications requiring all to be completed prior to operation of the arena
 - Essential infrastructure and access routes to be completed prior to operation
 - Setting up of an Arena Steering Group to ensure joint working on key matters
 - Securing permanent car parking on the former Filton airfield site 12 months prior to the expiry of the temporary car park permission
 - Financial contributions towards the promotion of sustainable transport measures and network upgrades
- Draft conditions are set out in Appendix 6 (as amended). These cover the following key matters:
 - Construction management
 - Contamination and ground conditions
 - Amenity impacts, including noise and vibration, and ventilation
 - Ecological mitigation
 - Tree protection
 - Sustainability measures including BREEAM, PV, and shared heat
 - Sustainable travel measures
 - Materials

Recommendations

- Main arena 19/05500/P (Application A): resolve to grant planning permission but refer to Secretary of State subject to:
 - The applicants entering into a S106 agreement in order to secure the necessary planning obligations
 - Appropriate conditions
 - 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
- Pedestrian Bridge 19/05514/F (Application D): resolve to grant planning permission subject to:
 - The applicants entering into a S106 agreement in order to secure the necessary planning obligations
 - Appropriate conditions
 - 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
- Amendments to the existing highway and highway junction at Charlton Road and West Way 19/05823/K(Application B):
No objection
- Temporary planning permission for up to 2,000 vehicles along with car and taxi drop off areas, and bus drop off areas 19/05822/K(Application C): No objection

Referral to Secretary of State

- Application A (main arena) 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.
- 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.