

LAND AT HENGROVE PARK, BAMFIELD, BRISTOL

Planning Supporting Statement for:
Bristol City Council
June 2024

Our Ref: JC.22-02113



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APPENDICES

Appendix 1 Pre-application Response (ref. 21/04773/PREAPP)

Quality Assurance

This report has been prepared within the quality system operated at Rapleys LLP according to British Standard ISO 9001:2015.

We confirm that the undersigned is an appropriately qualified and experienced Chartered Planner experienced in the commercial property sector.

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1 INTRODUCTION

Overview

- 1.1 This Planning Supporting Statement has been prepared on behalf Bristol City Council, the site owner and applicant. It supports an application for planning permission to construct a new building off Bamfield, on the eastern fringe of Hengrove Park, to be used predominantly as a children's nursery and scout hut.
- 1.2 The formal description of development is as follows:
- Construction of new building with associated access, parking and outdoor space, for use as a children's nursery, scout hut and community space.*
- 1.3 This application follows the grant of outline consent (19/02632/PB) and reserved matters for Phase 1 (23/02376/M) of the wider Hengrove Park redevelopment. As part of the wider scheme, the existing scout hut / nursery on Bamfield, south of the running track, is to be demolished. The outline permission provided for a replacement facility further north, but this is no longer considered to be the most appropriate location. This stand-alone application is the result, seeking to deliver the replacement facilities independent of the more complex site-wide proposals, in a preferable location (as agreed in the Council's pre-application feedback), and in a more timely fashion.
- 1.4 An application to amend the recently approved Reserved Matters consent for Phase 1 will follow shortly to ensure synergy between the wider scheme and this planning application.
- 1.5 The proposed building is referred to in this report – and the outline planning application for Hengrove Park – as the “scout hut,” although, as above, the existing and proposed facility caters for other users & uses as well.

Submitted Plans and Documents

- 1.6 The following documents and plans are submitted for consideration:
- Application fee
 - Application form
 - Arboricultural Survey & Report by Bosky Trees
 - Community Infrastructure Levy Form
 - Design & Access Statement by Emmett Russell Architects
 - Drainage Strategy by Jubb
 - Ecological Appraisal (PEA) and BNG Assessment by Johns Associates
 - Energy and Sustainability Statement by Method Consulting
 - External Lighting Plan by Method Consulting
 - Ground / Land Contamination Assessment by Structural Soils
 - Incoming Services Layout by Method Consulting

- Landscape Plans by Roundfield
- Plans, elevations and sections by Emmett Russell Architects
- Planning Supporting Statement (this report) by Rapleys
- Statement of Community Involvement (see Chapter 4 of this report)
- Thermal Comfort Analysis by Method Consulting
- Transport Statement by Jubb

2 SITE DESCRIPTION

- 2.1 The site comprises an area of green space and hardstanding on the eastern edge of Hengrove Park, to the west of Bamfield and to the north of the existing rugby club and associated access. Figure 2 below shows an indicative site boundary overlaid on a satellite photograph.

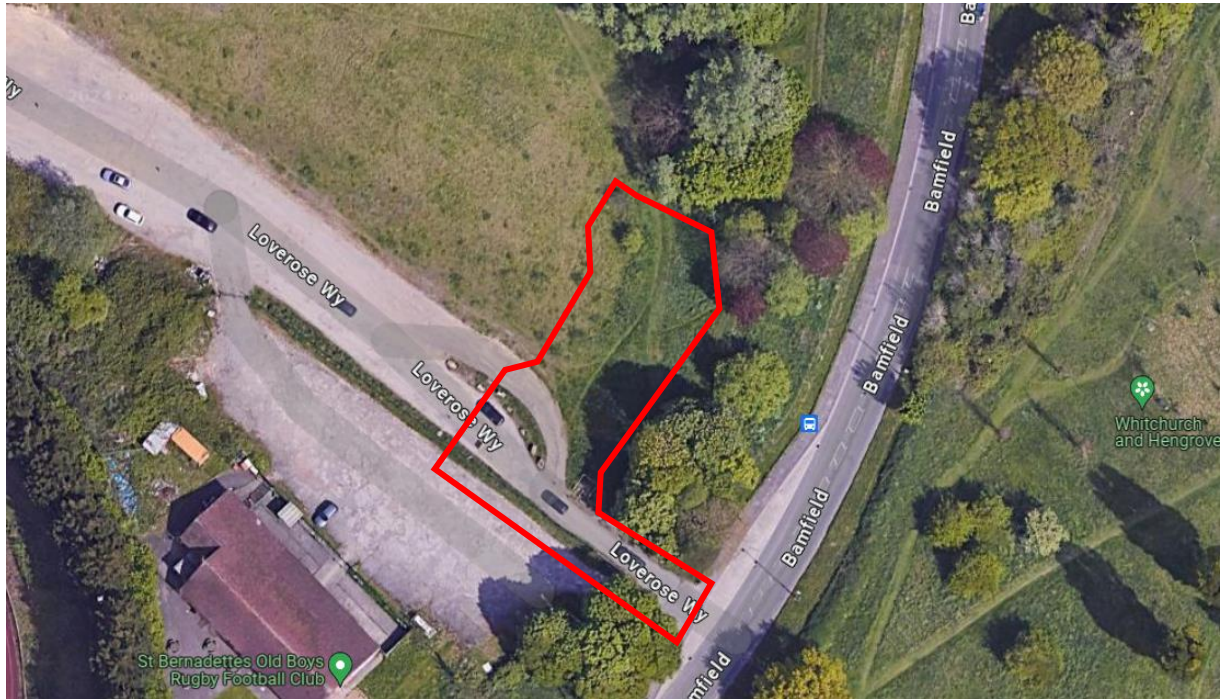


Figure 1: Satellite photograph (Google) with indicative red line boundary

- 2.2 There are trees on and adjacent to the application site which have been surveyed and factored into the design solution – please see the accompanying suite of arboricultural reports by Bosky Trees for further details.

Relevant Designations

- 2.3 The site is forms part of site allocation ref. BSA1401, which concerns Hengrove Park. The wider site is allocated for “housing, offices and open space in the form of a large high-quality park.” The park’s redevelopment is coming forward under outline planning permission ref. 19/02632/PB and any subsequent reserved matters applications.
- 2.4 The following designations are also relevant:
- The site is located within flood zone 1 (low risk).
 - The site is partially located within a wildlife corridor (Hengrove Park).
 - None of the trees on or adjacent to the are subject to Tree Protection Orders (TPOs).
 - Bamfield is identified as a Safeguarded Transport Link.
 - Land on the opposite side of Bamfield is Important Open Space (Briery Leaze Road Open Space).
 - Circa 50m due south of the site is the Bamfield and Briery Leaze Road Site of Nature Conservation Interest.

- The former airport runway to the north west of the site is a non-designated heritage asset included on the Council's local list.

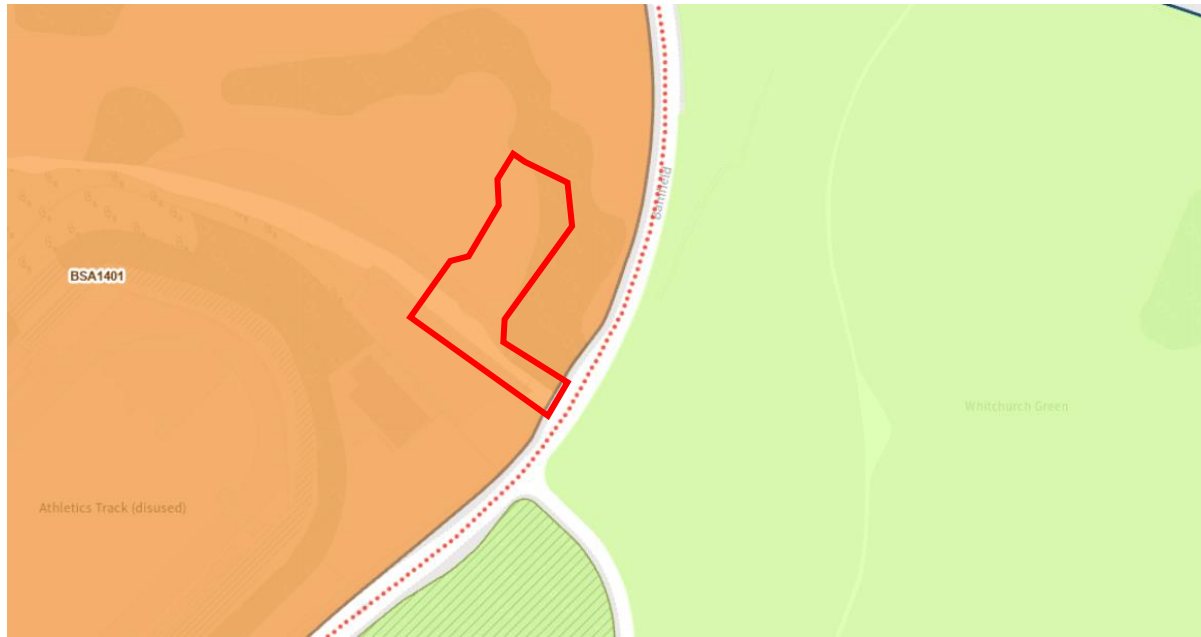


Figure 2: Extract from the Council's adopted proposals map with indicative site boundary

2.5 Figure 3 below shows the proposed site in context with the existing scout hut (which this proposal will replace) and the scout hut location previously approved under outline consent ref. 19/02632/PB.



Figure 3: Application site in context with existing and superseded scout hut locations

3 PLANNING HISTORY AND DESIGN RESPONSE

- 3.1 Outline planning permission was granted on 27th February 2020 (ref. 19/02632/PB) for the following:

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

- 3.2 This permission concerns the wider Hengrove Park site – the subject of site allocation ref. BSA1401. The outline consent includes the demolition of the existing scout hut off Bamfield and provision of a replacement facility further north (see Figure 3 for reference), though there are no conditions specifically relating to the scout hut. Following further analysis, this location – which coincides with a large embankment adjacent to Bamfield – is no longer considered optimal. It would result in an unnecessarily prominent development and would require extensive engineering and groundworks to address level changes.
- 3.3 Reserved Matters approval for Phase 1 of the development was subsequently granted on 10th May 2024. The Phase 1 area is shown on Figure 4, outlined in red, for reference.
- 3.4 It is notable that the Phase 1 Reserved Matters design does not include a replacement scout hut, despite this being indicated on the outline masterplan. The reason being that a stand-alone application was considered to offer a quicker and less convoluted route for bringing forward the replacement facility than incorporating it within the more complex site-wide process.
- 3.5 The above approach was discussed with the Local Planning Authority (LPA) as part of pre-application enquiry reference 21/04773/PREAPP. The LPA's response issued in December 2021 (see Appendix A), included the following feedback:

It is proposed to bring the development of the new scout hut forward, ahead of the development of remainder of the site which will enable the users to relocate. In principle it is acceptable that the proposal be subject of a standalone full planning application, and as such not tied to the indicative position shown with the outline application.

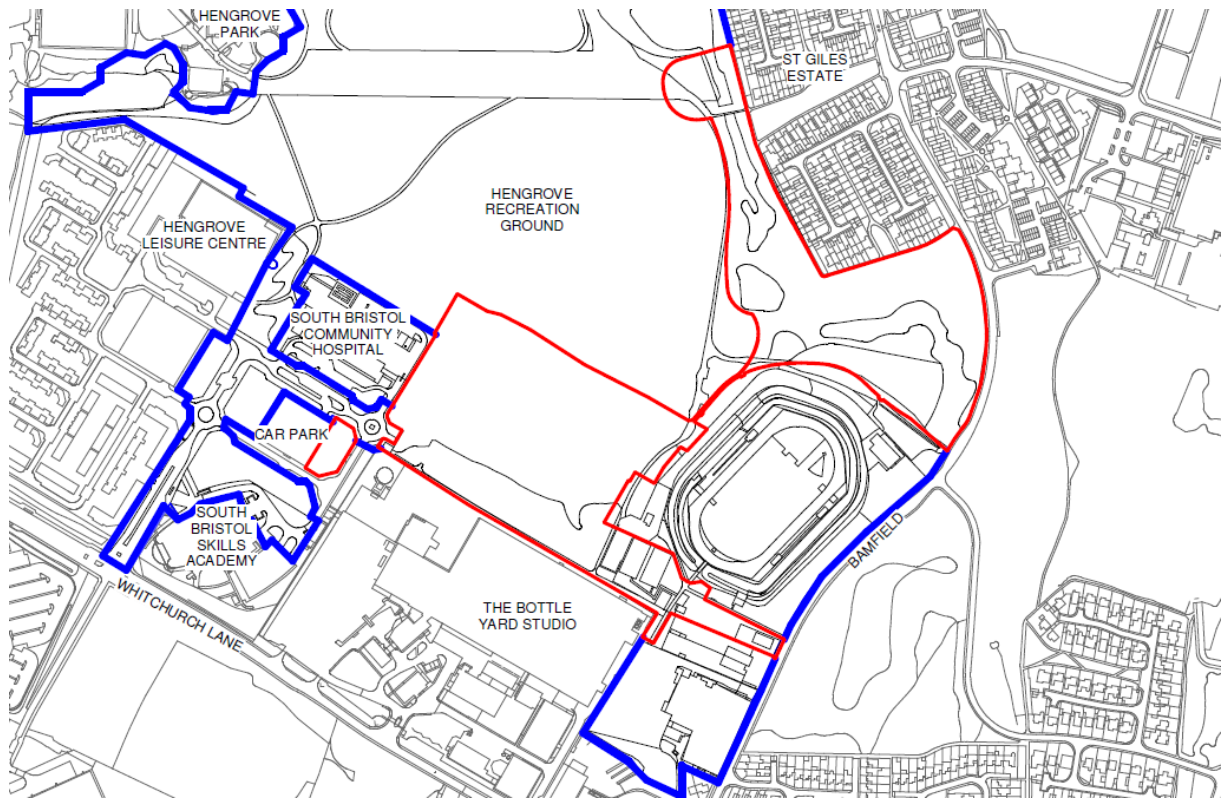


Figure 4: Phase 1 reserved matters boundary for the wider Hengrove Park redevelopment

3.6 Alongside commentary on the approach, the LPA provided pre-application feedback on two alternative design options. Both were similar in terms of the building's height, mass, bulk and architecture – which, incidentally, remain similar to the current proposal – but concerned different locations to the west of Bamfield. Option 1 was sited roughly where the replacement scout hut was shown on the outline masterplan, while Option 2 was further south, in a similar location to the current proposal. Further details are provided in section 3.2 of the Design and Access Statement.

3.7 The LPA's preference was for Option 2, and the following comments were provided:

Either option will have to be the subject of more detailed assessment however on balance option 2 is preferred as it uses an existing access, it would be more accessible to all, and would be more visually discrete though the latter brings with it potential concerns about security and impact on the surrounding park.

3.8 The pre-application response also reached the following conclusions about Option 2:

- Consideration should be given as to how the proposed development will tie in with the wider Hengrove Park development, which shows the site as retained parkland. Contextual drawings should be provided showing both proposed elements together.
- Reuse of the existing access off Bamfield is welcomed.
- The detailed design, proposed boundary treatment and parking area should be carefully considered.
- Relationship between the building and car park may need to be reconsidered.

- Any lighting would require careful design, taking into account potential for vandalism and impact on wildlife.
- No 'in principle' highways concerns given that the proposal is replacing an existing facility in a similar location. Further details requested about parking, trips, staff and transport modes.
- Details requested about use of the outdoor space and whether the building would host evening events with amplified music.
- An Arboricultural report is required to assess impact on trees and to ensure retained trees are suitably protected.
- A Preliminary Ecological Appraisal (PEA) should be undertaken, along with any necessary surveys.
- Impact on airfield heritage should be addressed in the planning application.
- The area has some archaeological potential and a watching brief condition will likely be required.
- Hengrove Park includes areas of made up ground following closure of the airport. A site study for ground conditions / land contamination should be undertaken.
- The energy strategy for the building should comply with BCS14. Heat and power should be produced by low carbon options i.e. not gas boilers or electric space heaters.



Figure 5: Pre-application site plan for Option 2

3.9 The current proposal has evolved to take account of the pre-application feedback (including the LPA's preference for Option 2), as well as input from stakeholders (see Chapter 4), as explained in section 4.1 of the Design and Access Statement.

- 3.10 To ensure synergy between the Phase 1 Reserved Matters and the stand-alone scout hut application (this application), the former will be updated via amendment application to reflect the current proposal. It is envisaged that this amendment application will be submitted while the scout hut application is pending consideration, so both can be considered together.

4 COMMUNITY ENGAGEMENT

- 4.1 The applicant has liaised closely with users of the existing scout hut throughout the site selection and design development process to ensure that the proposed development is fit for purpose. This culminated in a design workshop held at the Scout Hut on the evening of Tuesday 7th November 2023, which was attended by the applicant and Architect, as well as scout leaders and nursery staff. The proposed design was presented and discussed.
- 4.2 Feedback from the workshop (and other dialogue) has been incorporated into the design, including requirements for the outdoor area, parking, hall and ancillary facilities, as well as security measures.
- 4.3 The proposed design is now considered to meet the requirements of the end users and amounts to a comprehensive replacement of, and improvement over, the existing facilities.

5 THE PROPOSED DEVELOPMENT

Land Use

- 5.1 The proposed building will be used for the following purposes:
- During weekdays (daytime), as a children's nursery (Use Class E(f)).
 - On various weekday evenings and weekends, as a scout hut (Use Class F.2(b))
 - At other times, as a flexible community space (Use Class F.2(b)).
- 5.2 It is anticipated that the various clubs that utilise the existing scout hut, including the Women's Institute and a local chess club, will also relocate to the new facility alongside the scout troop and nursery. Ultimately, the land use will be a mix of Class E(f) and Class F.2(b) and will need to remain flexible between these uses.
- 5.3 The nursery is limited to a maximum occupancy of 30 per day (calculated as 75% of the total children attending the nursery), with children arriving between 08:00 – 09:30 hours and leaving between 12:15 – 12:45 hours and 14:00-16:00 hours. Current attendance at the cub / scouts evening is identified as 13, with 36 attendees at the Beavers evening. Trip generation details for both of these principal uses are set out in the accompanying Transport Statement.

Accommodation

- 5.4 At ground floor level is an open hall, office, kitchen and WC / bathroom facilities. There is also a partial first floor storage area set within the pitched roof space served by rooflights.
- 5.5 Externally, there is a parking area at the front (south west) and yard / play space to the rear (north east).

Design, Layout and Materials

- 5.6 The proposed building is 1.5 storeys in height with a pitched roof. The long edge of the building is arranged roughly parallel to Bamfield. To the rear is an area of outdoor space to be enclosed by a boundary fence.
- 5.7 Car parking, cycle parking and refuse facilities are all located at the front of the building. Pedestrian and vehicle access will be via the existing access off Bamfield.
- 5.8 The proposed palette of materials include fibre cement board cladding and panels for the external wall finishes, with a corrugated metal roof. The perimeter fence will be powder-coated metal.

Parking and Servicing

- 5.9 6 no. parking bays are proposed at the front of the building, including 1 no. disabled bay. On street parking is also available to use.
- 5.10 6 no. cycle parking spaces are provided on 3 x Sheffield stands at the front of the building adjacent to the car parking bays.
- 5.11 A waste and recycling store is provided adjacent to the cycle stands. Collection will be via the site access from Bamfield.

Energy and Sustainability

- 5.12 Under-floor heating will be generated by air source heat pump and supplemented by PV panels on the roof of the building. The air source heat pump is located to the south of the building. The building envelope will be highly insulated to improve thermal performance.

Trees and Landscaping

- 5.13 It is proposed to remove 2 x category C trees to facilitate the development (T9 & T35). These will be replaced with 8 x new trees.
- 5.14 The outdoor area will be laid to grass.
- 5.15 New landscaping will be provided along the site perimeter to make the boundary more attractive.

Drainage and Sewerage

- 5.16 Drainage and sewerage will connect to the existing system. Diversions will be required to some existing services beneath the site for facilitate the proposed development.

6 PLANNING POLICY CONTEXT

The Development Plan

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires Local Planning Authorities to determine planning applications in accordance with the Development Plan, unless material considerations indicate otherwise.

6.2 In this instance, the following Development Plan documents and policies are considered relevant:

Bristol Core Strategy (June 2011)

- Policy BCS1 South Bristol
- Policy BCS9 Green Infrastructure
- Policy BCS10 Transport and Access Improvements
- Policy BCS11 Infrastructure and Developer Contributions
- Policy BCS12 Community Facilities
- Policy BCS13 Climate Change
- Policy BCS14 Sustainable Energy
- Policy BCS15 Sustainable Design and Construction
- Policy BCS16 Flood Risk and Water Management
- Policy BCS20 Effective and Efficient Use of Land
- Policy BCS21 Quality Urban Design
- Policy BCS22 Conservation and the Historic Environment
- Policy BCS23 Pollution

Site Allocations and Development Management DPD (July 2014)

- Policy DM1 Presumption in favour of sustainable development
- Policy DM15 Green Infrastructure Provision
- Policy DM17 Development Involving Existing Green Infrastructure
- Policy DM19 Development and Nature Conservation
- Policy DM23 Transport Development Management
- Policy DM26 Local Character and Distinctiveness
- Policy DM27 Layout and Form
- Policy DM28 Public Realm
- Policy DM29 Design of New Buildings
- Policy DM31 Heritage Assets

- Policy DM32 Recycling and Refuse Provision in New Development
- Policy DM33 Pollution Control, Air Quality and Water Quality
- Policy DM34 Contaminated Land
- Policy DM35 Noise Mitigation

Supplementary Planning Documents / Guidance

- Urban Living SPD1: Making successful places at higher densities.
- Climate Change and Sustainability Practice Note (2012)
- Planning Obligations SPD
- Waste and Recycling: Collection and Storage Facilities (2017)
- A Guide to Cycle Parking Provision (2005)
- Travel Plan for New Developments

National Planning Policy Framework

- 6.3 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. It provides a framework within which councils can produce their own development plans. In addition to providing guidance for local planning authorities and decision-takers in the compilation of plans, the NPPF is also a material consideration in determining applications. A presumption in favour of sustainable development is central to the NPPF.
- 6.4 On 6th March 2014 the Department for Communities and Local Government (DCLG) launched the National Planning Practice Guidance (NPPG), an online resource that seeks to provide more detail on how the policies in the NPPF should be applied. It is an evolving resource that is regularly updated.

Emerging Development Plan

- 6.5 Bristol City Council is in the process of updating their adopted Local Plan. A consultation on the Regulation 19 draft of the new Local Plan closed on January 26th 2024 and the plan has since been submitted for examination.
- 6.6 As set out at paragraph 48 of the NPPF, emerging policies can be attributed weight in the determination of planning applications according to:

- a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);*
- b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and*
- c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).*

- 6.7 Since the Local Plan is yet to be reviewed / approved by an Inspector and there remain various unresolved objections from the recent consultation process, it is considered that limited weight only may be attributed to draft policy.

Community Infrastructure Levy (CIL)

- 6.8 Bristol City Council introduced its Community Infrastructure Levy Charging Schedule in January 2013. This is yet to be updated to reflect changes to The Town and Country Planning (Use Classes) Order 1987. As such, the applicant welcomes dialogue with the LPA on the requirement for CIL during the course of the planning application.

7 KEY PLANNING CONSIDERATIONS

Principle of Development

- 7.1 The principle of development has been established through outline consent ref. 19/02632/PB and the LPA's feedback to pre-application ref. 21/04773/PREAPP. The latter also confirms support for separating the replacement scout hut from the wider Hengrove Park redevelopment, and instead dealing with this via a stand-alone full planning application.
- 7.2 In policy terms, BCS12 supports new and replacement community facilities in sustainable and accessible locations. The site is well located to serve the communities of Hengrove, Hartcliffe and Whitchurch, along with residents of the forthcoming Hengrove Park redevelopment. It is also less than 300m from the existing scout hut, as well as being accessed from the same stretch of Bamfield. As such, the proposed location is considered to be acceptable.
- 7.3 It should be noted that the proposed uses – children's nursery, scout hut and community space – do not fall within the definition of main town centre uses set out in Annex 2 of the NPPF. As such, policy DM7 and the associated sequential approach are not applicable. Notwithstanding, the site is located circa 300m from the Whitchurch centre and is well-positioned to serve nearby residential catchments to the north, east and south. It is also ideally suited to the proposed uses, given the immediate proximity to Hengrove Park, particularly for Scout's exercises.
- 7.4 Taking the above into account, the principle of development at the site is consistent with local and national planning policy.

Design

- 7.5 Policy BCS20 promotes the effective use of land and BCS21 promotes high quality urban design. Policy DM26 seeks to ensure that new development respects and contributes to the character and distinctiveness of an area. Policy DM27 seeks to ensure that the layout, form and arrangement of new development is appropriate and of high quality. Policy DM28 promotes development that creates or contributes to high quality public realm. Policy DM29 concerns new buildings and seeks to ensure that high standards of design are achieved.
- 7.6 The design solution is functional and relatively simple, utilising a limited palette of materials to deliver a clean, contemporary appearance. The design has taken cues from other successful community halls for the 63rd Bristol Scouts and 88th Bristol Guides, as well as the industrial style buildings to the south west, including bottleyard studios.
- 7.7 The main hall benefits from a double height space for activities, but height and massing are minimised by the pitched roof.
- 7.8 The building is sited to take advantage of the existing access from Bamfield (Loverose Way) and the natural screening from the road provided by existing trees to the east.
- 7.9 The cycle shelter, bin store and plant (AHSP) are sensitively located to the south of the building, where they are screened from the park (by the building) and from Bamfield (by the retained trees).

- 7.10 Overall, the proposed design is considered to respond well to the required end-use, character of the area and the site constraints. As a result, it is considered to comply with policies BCS21, DM26, DM27, DM28 and DM29.

Heritage

- 7.11 Policy BCS22 requires that development proposals safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance. This is supported further by DM31 which requires development that has an impact upon a heritage asset to conserve, and where appropriate, enhance the asset, or its setting.
- 7.12 BCS22 further outlines that development proposals must demonstrate an understanding of the significance of any affected heritage asset and assess how the development proposal involving change to the asset would conserve or enhance that significance.
- 7.13 Paragraph 209 of the NPPF is also of relevance, which states:

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

- 7.14 The only heritage asset considered relevant to the proposal is the locally listed former airport runway, located broadly at the centre of Hengrove Park, some 375m to the north-west of the application site. This is a non-designated heritage asset.
- 7.15 The accompanying Design and Access Statement includes further information on the airport, along with historic photographs.
- 7.16 Planning permission has been granted to redevelop the runway and adjacent land as part of the wider Hengrove Park scheme (19/02632/PB). An extract from the approved outline masterplan – showing the runway area – is included below for reference.

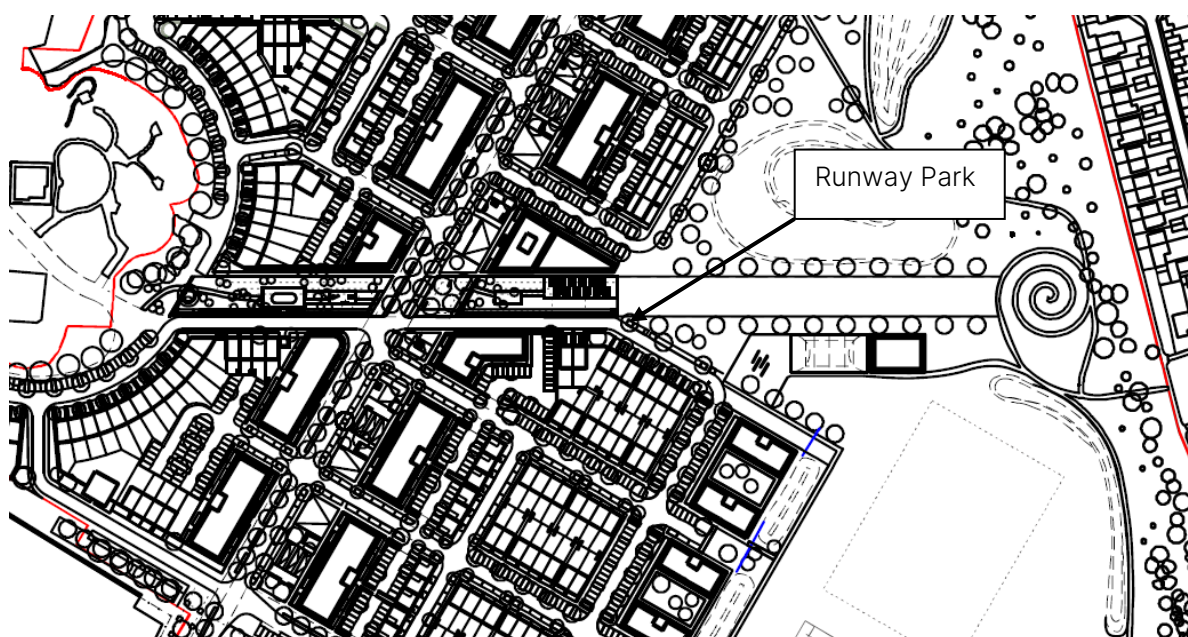


Figure 6: Extract from the approved Hengrove Park outline masterplan.

- 7.17 The approved design seeks to respect the history of the airfield by retaining the linear form of the runway to provide new landscaping, referred to as “Runway Park”.
- 7.18 Given the extent of new development between the application site and the former runway, it is considered that the scout hut proposal will not have a material impact on the setting of the non-designated heritage asset.
- 7.19 Notwithstanding, the proposed development is minor in nature, located on the fringe of the park and is sensitive to its surroundings, by virtue of its 1.5 storey height, high quality materials and landscaping. On this basis, it is considered to be acceptable in terms of its impact on the historic environment.

Residential Amenity

- 7.20 Policy BCS18 of the Core Strategy states that development should provide sufficient space for everyday activities and enable residential units to be flexible to the changing life circumstances of occupants. Policy BCS21 states that development will be expected to safeguard the amenity of existing development and create a high-quality environment for future occupiers.
- 7.21 The nearest residential properties to the site are circa 150m to the north on Pinkhams Twist, Widcombe and Holcombe. The proposed redevelopment of the running track as part of the wider Hengrove Park scheme will introduce new houses to the south west, the closest being approximately 50m away.
- 7.22 Given the distances involved, there is no material risk of overlooking, overshadowing or any daylight / sunlight impacts.
- 7.23 One concern raised in the pre-application feedback was the potential for noise disturbance, particularly if amplified music were to be played in the evenings. The anticipated users of the hall in the evenings are the scouts, WI and chess club, who are unlikely to play amplified music to any significant degree. While the applicant wishes to retain flexibility over the community use of the facilities, they would be amenable to a suitably worded condition to control amplified music / noise levels and would welcome dialogue on this point during the application process.
- 7.24 It is understood that the scouts will occasionally use the outdoor area for overnight camping and for cooking & gathering around a fire-pit, which is shown on the proposed landscape plan. Given that these will be infrequent and supervised activities, they are not considered to give rise to any material amenity impacts on local residents. It should also be noted that the external amenity area is located at the rear of the proposed building, furthest from the approved / forthcoming houses to the south east.
- 7.25 As discussed previously, the proposed building has been designed to meet the requirements of the various end users, including by providing a double height hall for activities along with various welfare facilities and outdoor space. A Thermal Comfort Analysis report has also been submitted which finds that the building complies with the adaptive thermal comfort requirements as set out in CIBSE Technical Memorandum 52 (TM52) “The Limits of Thermal Comfort: Avoiding

Overheating in European Buildings” for the current and future weather files. As such, the proposed building is considered to offer a suitable environment for the intended end users.

- 7.26 Taking the above into account, it is considered that the proposed development accords with policies BCS18 & BCS21.

Green Infrastructure

- 7.27 Policy DM17 seeks to protect existing green infrastructure and trees.
- 7.28 In this instance, the application site forms part of a wider allocation for mixed use redevelopment. Furthermore, a replacement scout hut has already been consented on the eastern fringe of the park under application ref. 19/02632/PB. The current proposal, while on greenfield land, is effectively replacing the approved scout hut, and will deliver the much-needed community facilities in a more appropriate location. As a result, the approved scout hut location will revert to parkland, so the overall impact on green infrastructure will be minimal.
- 7.29 This application has been considered together with the wider Hengrove Park proposals, particularly with respect to BNG, as discussed below.
- 7.30 Given that this proposal effectively represents a “swap” for the approved scout hut, the impact on green infrastructure and retained parkland is not considered to be harmful.

Ecology and Trees

- 7.31 Policy DM15 promotes new landscaping and trees that are appropriate to site context and, where possible, connect to the existing wildlife network. Policy DM17 seeks to protect existing trees and sets out the Council's tree replacement standards.
- 7.32 Policy DM19 seeks to protect and enhance habitats, species and features which contribute to nature conservation.

Ecology

- 7.33 Policy DM19 seeks to protect and enhance habitats, species and features which contribute to nature conservation.
- 7.34 A Preliminary Ecological Appraisal (PEA) and extended UK Habitat Survey is submitted with this application. It sets out relevant findings and details the mitigation measures necessary to ensure a suitable development in ecological terms. These measures will be implemented accordingly. It also finds that no further surveys are required.

Biodiversity Net Gain (BNG)

- 7.35 The PPG guidance is relevant here. It sets out that BNG is required under a statutory framework introduced by Schedule 7A of the Town and Country Planning Act 1990 (inserted by the Environment Act 2021). Under this framework, every grant of planning permission is deemed to have been granted subject to a general biodiversity gain condition to secure the biodiversity gain objective. This objective is to deliver at least a 10% increase in relation to the pre-development biodiversity value of the development granted permission.

- 7.36 A Small Site Metric BNG Assessment is submitted with this application, which concludes:
- The proposed development would result in a BNG loss of 54.8% and would not meet the Trading Rules.
 - There is a 0.19 unit gain in hedgerow habitat.
 - The loss in g3c other neutral grassland and w1g other broadleaved woodland will be compensated for by using habitat units gained for these habitats within the wider Phase One Hengrove Park development.
 - To meet the 10% BNG target, 0.4622 habitat units are required from the Phase One Hengrove Park development.
- 7.37 The BNG loss will be compensated for with appropriate habitat enhancements on the wider Hengrove Park redevelopment, which is also BCC land and provides ample opportunity for further biodiversity net gain. As discussed above, an application to amend the recent Phase 1 Reserved Matters consent will follow shortly with details.

Trees

- 7.38 An Arboricultural Impact Assessment by Bosky Trees, including a Tree Schedule and Tree Protection Plan, has been submitted with this application. It includes details on all existing trees within close proximity of the site, which have been surveyed and categorised.
- 7.39 Of these, two will need to be removed to facilitate the new development:
- T9 – Grey Poplar – Category C1
 - T35 – Hawthorn – Category C1
- 7.40 Under policy DM17, these removals result in a requirement to provide 2 x replacement trees.
- 7.41 The proposed development includes 8 x new trees, which satisfies – and exceeds – the DM17 requirement.
- 7.42 Tree protection fencing will be installed to protect the nearby trees that will be retained, as shown on the Tree Protection Plan.
- 7.43 It should be noted that the design of the proposed outdoor space and associated boundary treatment was amended following advice from Bosky Trees in order to ensure the retention of trees to the east, namely T19-T21.
- 7.44 Taking the above into account, it is considered that the proposed development is suitable in terms of its ecological and arboricultural impact. The site has been properly surveyed and a net gain of trees and BNG will be delivered (factoring in the wider site proposals), which is compliant with local and national planning policy and legislation.

Energy and Sustainability

- 7.45 Policies BCS13, BCS14 and BCS15 of the Core Strategy relate to sustainability issues and tackling climate change. Of note, Policy BCS14 sets out a hierarchy for heating, cooling and hot water

supply for new developments. It also seeks to ensure that new developments incorporate sufficient renewable energy generation measures to reduce carbon dioxide emissions from residual energy use by at least 20%.

- 7.46 This application is accompanied by an Energy and Sustainability Statement by Method Consulting which should be read in conjunction with this chapter. It explains that underfloor heating will be provided via air source heat pump and supplemented by PV panels. This approach accords with the Council's heat hierarchy.
- 7.47 Together, the low / zero carbon measures will reduce residual CO2 emissions by 23.86%, which exceeds the 20% requirement set out in policy BCS14. The statement also sets out other details and recommendations regarding energy efficiency and sustainable design to be incorporated in the development, including low-flow sanitaryware, sustainable construction materials, 100% low energy lighting, energy efficient insulation and low u-values for glazing and façade treatment.
- 7.48 A Thermal Comfort Analysis report has also been prepared by Method, which concludes that the proposed building complies with the adaptive thermal comfort requirements set out in CIBSE Technical Memorandum 52 (TM52) "The Limits of Thermal Comfort: Avoiding Overheating in European Buildings" for the current and future weather files. This will be achieved via natural ventilation and MVHR in the kitchen, hall, office, WCs and shower.
- 7.49 Taking the above into account, it is considered that the proposed design is highly sustainable, the heating solution accords with the Council's hierarchy, and the proposed renewables will achieve the required reduction in residual carbon emissions. As such, the proposed development is found to meet the requirements of policies BCS13-16.

Highways and Transportation

- 7.50 Policy BCS10 of the Core Strategy states that development should be located where sustainable travel patterns can be achieved with higher density mixed use development at accessible centres and along or close to main public transport routes. Policy DM23 of the Development Management Policies outlines that development should not give rise to unacceptable traffic conditions or highway safety impacts.
- 7.51 This application is accompanied by a Transport Statement by Jubb, which reaches the following key conclusions:
- The site is sustainably located and accessible by various modes of travel, including cycle, bus and on foot.
 - The existing site access has been reviewed and there is no accident data or other evidence that would indicate a safety issue at the junction.
 - The provision of 6 x off-street parking spaces, including 1 x disabled space, is considered acceptable, and the use of on-street parking for other visitors was accepted by the LA in their pre-application response.

- The proposed cycle storage (3 x Sheffield stands / 6 x spaces in a secure shelter) is considered to be acceptable.
- The proposed uses are the same as those being replaced at the existing scout hut, and the difference in vehicle trips (existing vs proposed) is minimal and will not have a detrimental impact on the highway network or on highway safety.
- Overall, the proposal is considered to be consistent with local and national transport planning policy.

7.52 The proposed development is not of a scale or nature that will be detrimental to highway safety, particularly given that it is replacing an existing facility on the same stretch of road. In addition, sufficient cycle parking, vehicle turning space and refuse / recycling provision is included in the design. For these reasons, the proposals are considered to accord with policy BCS10 of the Core Strategy and policy DM23 of the Development Management Policies.

Land Contamination

7.53 Policy DM34 seeks to ensure that any land contamination on a development site is adequately mitigated to ensure future occupants are not subject to pollution risks.

7.54 It is understood that, following closure of the former airfield, made ground was used to landscape the area. As part of pre-application ref. 21/04773/PREAPP, the LPA indicated that a ground study should be undertaken and submitted with any full planning application.

7.55 A Desk Study and Preliminary Risk Assessment has been produced by Structural Soils which assesses the risk of contamination at the site and provides onward recommendations. It concludes that:

- Contamination is likely to relate to the presence of made ground on site and the nearby bund.
- Any impact on future site users would be via exposure through areas of soft landscaping, water supply pipes and inhalation of volatiles within the proposed building.
- The assessment has identified risks associated with potentially complete pollutant linkages that vary from Low to Moderate, which require further investigation by way of an intrusive ground investigation and subsequent analysis. An Unexploded Ordnance Assessment is also recommended.

7.56 These results are not unexpected and the associated risks will be properly addressed prior to the commencement of development. This can be secured by suitably worded condition – one of the LPA's standard conditions – if required.

7.57 On the basis of the above, it is considered that a suitable assessment of contamination risk has been undertaken relative to the stage of the project. Suitable measures will be implemented prior to commencement to ensure the development accords with policy DM34.

8 SUMMARY & CONCLUSIONS

8.1 This Planning Supporting Statement has been prepared on behalf Bristol City Council, the site owner and applicant. It supports an application for planning permission to construct a new building off Bamfield, on the eastern fringe of Hengrove Park, to be used predominantly as a children's nursery and scout hut, but also as a flexible community space.

8.2 The formal description of development is as follows:

Construction of new building with associated access, parking and outdoor space, for use as a children's nursery, scout hut and community space.

8.3 This application follows the grant of outline consent (19/02632/PB) and reserved matters for Phase 1 (23/02376/M) of the wider Hengrove Park redevelopment. As part of the wider scheme, the existing scout hut / nursery on Bamfield, south of the running track, is to be demolished. The outline permission provided for a replacement facility further north, but this is no longer considered to be the most appropriate location. This stand-alone application is the result, seeking to deliver the replacement facilities independent of the more complex site-wide proposals, in a preferable location (as agreed in pre-application discussions with the LPA) and in a more timely fashion.

8.4 The principle of development has been established through outline consent ref. 19/02632/PB and the LPA's feedback to pre-application ref. 21/04773/PREAPP. The latter also confirms support for separating the replacement scout hut from the wider Hengrove Park redevelopment, and instead dealing with this via a stand-alone full planning application.

8.5 Notwithstanding, the site is located circa 300m from the Whitchurch centre and is well-positioned to serve nearby residential catchments to the north, east and south. It is also ideally suited to the proposed uses, given the immediate proximity to Hengrove Park, particularly for scout's exercises. It is also less than 300m from the existing scout hut, as well as being accessed from the same stretch of Bamfield. As such, the proposed location is considered to be acceptable.

8.6 The proposed design is considered to respond well to the required end-uses, character of the area and the site constraints. It is a functional, yet clean and contemporary solution that takes advantage of the existing access from Bamfield (Loverose Way) and the natural screening from the road provided by existing trees to the east.

8.7 The only heritage asset in the immediate area is the locally listed former airport runway, which is to be incorporated into the wider Hengrove Park redevelopment. Given the extent of new buildings that will lie between the application site and the former runway, it is considered that the scout hut proposal will not have a material impact on the setting of the non-designated heritage asset.

8.8 This application is accompanied by a Preliminary Ecological Appraisal (PEA), extended UK Habitat Survey and BNG Assessment. The PEA confirms that, subject to suitable mitigation measures, the development can take place without an adverse impact on ecology. The BNG Assessment confirms that the scout hut development will result in a BNG loss of 54.8% and would not meet

the Trading Rules. However, this loss will be offset by gains elsewhere as part of the wider Hengrove Park redevelopment.

- 8.9 The proposed development will result in the removal of 2 x category C1 trees which will be offset by the planting of 8 x new trees. This satisfies - and exceeds - the policy DM17 requirement. Tree protection fencing will be installed to protect retained trees, as shown on the Tree Protection Plan.
- 8.10 The accompanying Energy and Sustainability Statement explains how the proposal will accord with the Council's energy policies (BCS13-16), most notably through the inclusion of low / zero carbon technologies (air source heat pump and PV panels) to provide underfloor heating and deliver a reduction in residual carbon emissions exceeding the 20% requirement. The development will also include various energy efficiency and sustainable design measures, and will comply with the CIBSE thermal comfort requirements for current and future weather files.
- 8.11 The proposed development is not of a scale or nature that will be detrimental to highway safety, particularly given that it is replacing an existing facility on the same stretch of road. In addition, sufficient parking, cycle parking, and refuse / recycling provision is included in the design. For these reasons, the proposals are considered to accord with policy BCS10 of the Core Strategy and policy DM23 of the Development Management Policies.
- 8.12 A Desk Study and Preliminary Risk Assessment has been produced by Structural Soils which assesses the risk of contamination at the site and provides onward recommendations. It demonstrates that a suitable assessment of contamination risk has been undertaken relative to the stage of the project. Suitable measures will be implemented prior to commencement to ensure the development accords with policy DM34.

Appendix 1

Pre-application Response (ref. 21/04773/PREAPP)



Mr Tom Russell
Emmett Russell Architects
1 St Andrews Road
Montpelier
Bristol
BS6 5EH

reply to Customer Services
telephone 0117 922 3000
E-mail development.management@bristol.gov.uk
our ref
your ref
date 1 December 2021

Dear Tom,

Pre application response letter

Pre application no: 21/04773/PREAPP

Site address: Land To West Of Bamfield Hengrove Park Bristol

Proposal: New scout hut with associated parking and external play area.

I refer to your pre-application enquiry regarding the above proposal and apologise for the delay in responding.

I would make the following observations on the proposals;

Overview

There is an existing scout hut which will be lost as part of the overall proposals for the development of Hengrove Park. The principle of a new scout hut, up to 200m², was added during the consideration of the outline application for the redevelopment of the site ref.19/02632/PB and is in line with the list of facilities a new park should include as set out in the adopted Hengrove and Whitchurch Park neighbourhood plan.

The new hut was shown on the regulatory plan as a block sited at the back of footway on Bamfield, annotated as being in use class D2 and one storey high. That plan formed part of the approval but the provision of the hut was not specifically covered by condition.

Use Class D2 was Assembly and Leisure Cinemas and made up of 'music and concert halls, bingo and dance halls (but not night clubs), swimming baths, skating rinks, gymnasiums or area for indoor or outdoor sports and recreations (except for motor sports, or where firearms are used).'

Given the range of activities undertaken by the scouting movement it is a moot point whether D2 was an appropriate use class notwithstanding D2 was revoked from 1st September 2020 when the use classes were revised and it is considered that a scout hut use would be a mix of those which fall into

the new Class F, which covers local community and learning.

However from the information submitted with this enquiry, contrary to the description of development with the outline consent, the principle use of the building will be as a commercial nursery, which will operate during the day, every weekday, with clubs scouts and beavers only using the building on two evenings a week. A nursery use now falls into Use Class E(f).

Consequently in planning terms a mixed use is proposed and by definition this is 'sui generis'. Any pre-submission consultation with the community that is undertaken should make the proposed use clear.

It is proposed to bring the development of the new scout hut forward, ahead of the development of remainder of the site which will enable the users to relocate. In principle it is acceptable that the proposal be subject of a standalone full planning application, and as such not tied to the indicative position shown with the outline application.

Irrespective of location it is essential that the proposal fully takes into account the proposed development for Hengrove Park as a whole in respect of appearance, access and the amenity of future residents. Any planning application should include contextual illustrations, based on the masterplan for Hengrove Park, to show how it would relate to nearby proposed residential development.

Two location options are included with this pre-application enquiry and comments specific to each are set out below. However there are a range of issues that are relevant to both.

Issues common to each option

i) Highway matters

Information has been supplied regarding the number of users on site at any one time in connection with the two proposed uses of the building and modal split of travel. Both are existing uses and while an increase in the numbers attending the nursery is proposed, it is considered that the additional impact of the small increase in the number of car trips on the surrounding highway network will be limited.

With regard to parking provision, taking account the number of children and high car mode share it is the nursery use that is far more onerous. In addition to the information submitted it would be useful to know how many parents will be there at any one time so that we can assess how many people will park in the car park and how many on street. Also, how many staff and where will they park? Do the scouts use a minibus? if so this would have to be accommodated in the car park with sufficient turning space.

Bamfield is reasonably wide and does not have parking restrictions in this area so there is no reason why on street parking cannot take place on the west side.

There may be a need to introduce measures to stop parking in the layby and close to the junction.

This could be in the form of a Traffic Regulation Order for which a financial contribution will be required- if this is the case then who owns the land will determine how that contribution could be secured.

Measures to encourage access by non-car modes may be required.

The lack of overlooking of this part of Bamfield has potential personal safety issues for staff and evening users walking to the building and travel planning should take this into account. The development of Hengrove Park as a whole will increase the number of pedestrians and casual surveillance of much of Bamfield but this section will remain quiet.

ii) Impact on neighbours

Noisy uses in the building and outside space have potential to have an impact on new and existing residents, particularly if out of hours. How often is this used for outside play in connection with the nursery and how many children at a time? Is there any intention to let the building for functions to include evening events that would involve amplified music?

iii) Trees

It will be necessary to provide an arboricultural impact assessment report to highlight any implications for the number of existing trees in the vicinity of both locations arising from the building, boundary fencing as well as any proposed service runs. The draft layouts submitted with the pre-application enquiry do show trees and from the text some are proposed as well as existing but this is not clear on the plans.

Even if it is demonstrated that there will be no direct impact on existing trees there will be a need to protect trees in the vicinity from damage during construction from plant, storage etc. If trees are identified as being at risk then how these are compensated for will require discussion with the arboricultural officer. Any new trees should tie in with proposals for the remainder of the open space.

iv) Ecology

Both locations should be the subject of at least a Preliminary Ecological Appraisal (PEA), carried out by an appropriately qualified ecologist. This is because the presence (or potential presence) of a protected, priority or otherwise notable habitat, feature or species is a material consideration. This cannot be conditioned. Site location 2 in particular appears to overlie a former area of hard standing, (shown on the 1946 aerial photo) that has become overgrown and may be a suitable habitat for reptiles. You are reminded that if the need for a reptile, (or other protected species), survey is identified then this must be undertaken before any planning application can be determined and some survey work is seasonally dependant.

v) Archaeology

This site as a whole has some archaeological interest in terms of the Roman landscape in south

Bristol and the heritage of the former airport. Recent discoveries have provided further evidence that there is the potential for significant remains of Roman date to survive on these sites. Consequently an archaeological watching brief secured by suitable conditions will be required should this proposal receive consent.

The potential impact to the airfield heritage should also be addressed through the design process and supporting documentation associated with any forthcoming development proposal.

vi) Contamination

Much of the Hengrove Park area is made up ground following the closure of the air port, the contents of which are not known. The following condition was attached to the outline consent for the larger area;

'No phase of development approved by this planning permission shall commence until a remediation strategy to deal with the risks associated with contamination of the site 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:
all previous uses; potential contaminants associated with those uses; a conceptual model of the site indicating sources, pathways and receptors; and 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. Any changes to these components require the written consent of the local planning authority. The scheme shall be implemented as approved.'

While the main area of concern is the potential for contamination from The Mounds, which is a former tip, there will be a need to undertake site investigatory work in both locations.

v) Energy Strategy/Sustainability

It is essential that the energy strategy complies with the heat hierarchy as set out in BCS14 of the adopted core strategy. Heat and power should be produced from low carbon options, the Climate Change and Sustainability Practise Note makes it clear that neither gas boilers nor electrical space heaters would comply with the hierarchy hence an alternative solution will be required, for example an Air Source Heat Pump.

The following comments are made specific to the two options.

Option 1

Appearance

This option shows a building sited on the edge of Bamfield roughly in the location shown in the context of the outline planning consent for Hengrove Park. The floor area of the proposed building is just under the 200m² set out in the outline consent however the inclusion of 400m² of outside space and 260m² given over to access and parking, results in an overall frontage of approximately 42m, which is significantly greater than that shown on the regulatory plan for Hengrove Park.

This length combined with the fact that the site is approximately 1.65m higher than the footway will mean the development will have a significant visual impact. To reduce this the building has been stepped back from the road frontage by three meters and new tree planting included to the front and side.

It is questioned whether a strip this wide in front of the proposed retaining wall will provide an environment within which trees can thrive, noting that small evenly spaced trees are shown indicatively. There is concern that these would look out of place with the otherwise naturalistic tree planting elsewhere in the vicinity.

Trees in this location are likely to require root barriers so they do not undermine the public footway. It is suggested that some form of low barrier at back of footway would be needed to catch litter, deter vandalism and facilitate street cleaning. Ongoing responsibility for the trees and the strip of land would fall to the occupants of the building, it would not be adopted.

Details of the design of the building, the proposed boundary treatment to the open area and surface treatment of the parking area will be important to an assessment of the appearance of the development. It is noted that the rear of the building will essentially form the boundary and how this will be designed to prevent access onto the roof and the use of anti-graffiti finish will need to be considered. It will be necessary to incorporate visual interest at the same time as well as security. Featureless blank walls should be avoided.

The amount and location of the external lighting will require careful thought with regard to design and location.

From a security perspective the building will be highly visible to passing traffic and therefore benefit from the casual surveillance this will bring.

Highway issues

Because of the comparative height of the building to the footway, the car parking area and access will be on a slope and a ramped access is shown from the car parking area to the entrance door. The gradient of this is not known but from the illustrative sections would appear to be satisfactory for wheelchair users however this arrangement does not provide inclusive accessibility whereby there is no distinction in access arrangements between able and disabled users.

Highways have commented that they do not expect the proposals to generate any complex transport issues though parking servicing and junction would need to be considered within the Design and

Access Statement or a Transport Statement.

The formation of a new junction would need to be approved through the provision of a General Arrangement showing the highway works. These should have adequate visibility (2.4m x 43m on a 30mph road) and may require a small amount of setting back of the fence given the site is on the inside of a gentle bend.

There will be a need to comply with relevant cycle parking and car parking requirements. What these should be will be informed by the information requested about pattern of use of the nursery during the day as set out about plus if a minibus needs to be accommodated. Cycle parking should be weatherproof and in a secure location.

Some form of boundary treatment may be needed around the car park to prevent any overflow parking taking place on the grass.

Thought must be given to manner of refuse storage – if a shared facility is to be provided while it is unlikely the council will take on collection, a discrete well design store will be needed in a place accessible to intended collectors. Information on this should be included with any planning application.

Apparently the footway on the west side of Bamfield is classed as Public Right of Way, while this would not raise any particular issues it would be worth discussing with the Public Rights of Way Team.

Option 2

Appearance

This location uses the existing lane that currently provides access to the rugby club house. However it falls within an area as a whole that is proposed to be given over to new parkland as part of the Hengrove Park scheme. Thought must be given to how an isolated building in this location may affect the usability of the surrounding open space. One thought is that an additional path into the space could run past the building. It would be helpful to include a visualisation of the houses on the proposed view from Bamfield.

The appearance of the building is similar to option 1 but as shown it will have a side and rear elevation forming the boundary. Similar comments about the design and treatment of these walls and all materials made above apply.

The layout shows a strange relationship between the car park and it may benefit from being brought forward to have greater visual presence from this key direction. Again there will be a need to prevent overflow parking on the surrounding grass.

Additional trees are proposed to provide some screening to the building when viewed from the proposed new houses. The species choice should tie in with proposals for the park as a whole.

Due to the more discrete location, lighting may be required the length of the car park and access as well as to the amenity space adjacent to the building. Again this would require careful design, taking

into account potential for vandalism and impact on nocturnal wildlife.

Because of the location away from casual surveillance the building may be more vulnerable to ASB overall.

Access/highway implications

This option reuses an existing access and this is preferred.

Given the more level nature of this site one access to serve all visitors can be achieved. The layout also does not provide an obvious location for secure cycle parking, which would be overlooked, or a refuse store.

As above, a better idea of the amount of parking required will be known from the requested information.

This location does have the disadvantage of not having a road frontage that could be used for drop off at busy times, it would be anticipated that most drop off would take place in the car park, although parking in the proposed crescent could take place in the future.

Impact on neighbours

This location is comparatively near to the proposed new housing and there is potential for noise nuisance. As highlighted above, hours and type of use will determine whether this is an issue or not. A management plan may be a requirement in this location.

Conclusion

Either option will have to be the subject of more detailed assessment however on balance option 2 is preferred as it uses an existing access, it would be more accessible to all, and would be more visually discrete though the latter brings with it potential concerns about security and impact on the surrounding park.

The views given are current at the time of giving the advice, but changes in the planning circumstances can change, and will need to be taken into account when any subsequent application is determined.

Do contact me if you have any queries arising from this response.

Please note that the above advice represents an informal opinion of an officer of the council who has no power to bind the council by the views expressed.

Yours sincerely

Development Management

preform
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