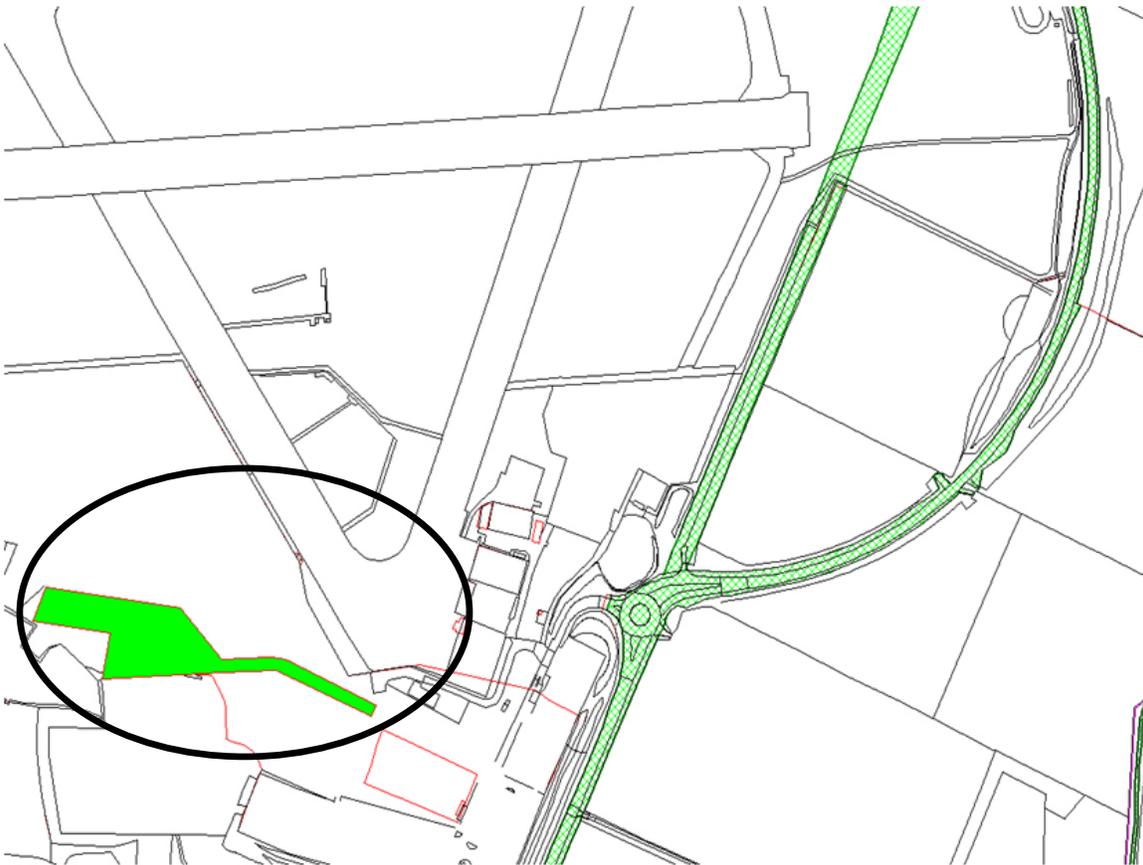


Planning and Regulatory Committee 9.11.16

SECTION 1

APPLICATION NO: 16/P/1795/RM	CASE OFFICER: Neil Underhay
APPLICANT: Bristol Airport	Extended expiry date:
PARISH/WARD: Wrington/Wrington WARD COUNCILLOR(S): Cllr Mrs D J Yamanaka	TARGET DATE: 06 October 2016
SITE ADDRESS: Bristol Airport, Silver Zone Car Park, Felton, Wrington, BS48 3DY	

LOCATION PLAN: The following plan shows the general location of the site only and is for illustrative purposes. The circle identifies the location of the site and is not a representation of the site boundaries. The site boundaries and other details submitted with the application can be viewed on the council's website at www.n-somerset.gov.uk. This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the controller of Her Majesty's Stationery Office © Crown copyright and database rights 2016 Ordnance Survey 100023397. You are not permitted to copy, sub-license, distribute or sell any of this data to third parties in any form



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7. **Section 1: 16/P/1795/RM Application for approval of reserved matters for access, appearance, landscaping, layout and scale for the erection of a new car park reception building pursuant to outline planning permission 09/P/1020/OT2 at Bristol Airport, Silver Zone Car Park, Felton, Wrington, BS48 3DY**

REFERRED BY COUNCILLOR YAMANAKA

Summary of recommendation

It is recommended that the application be **APPROVED** subject to conditions. The full recommendation is set out at the end of this report.

The Site

The site is located in the 'Silver Zone' car park on the south side of the airport within the Green Belt. It is approximately 400 metres to the west of the roundabout entrance to the car park off the A38.

The Application

The proposal was granted outline permission in 2011. Reserved Matters consent is now sought to erect a two-storey replacement reception building. The ground floor comprises reception and customer waiting areas, toilets and lobbies. The first floor consists of admin offices and associated areas for staff involved in the operation of the car park. The building is approximately 25.3 metres wide and 22.6 metres deep. It has a flat roof and is approximately 8 metres tall.

Relevant Planning History

Year	Reference	Proposal	Decision
2011	09/P/1020/OT2	Outline planning permission for comprehensive development at Bristol Airport to increase operational capacity to 10 million passengers per annum. The permission included a replacement reception building	Approved

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The planning history of the airport is detailed and complex. The most relevant element of the planning history to this case is the outline permission referred to above.

Policy Framework

The site is on land within the airport's operational boundary and is within the Green Belt.

The Development Plan

North Somerset Core Strategy (NSCS) (adopted April 2012)*

The following policies are particularly relevant to this proposal:

<u>Policy Ref</u>	<u>Policy heading</u>
CS1	Addressing climate change and carbon reduction
CS2	Delivering sustainable design and construction
CS3	Environmental impacts and flood risk management
CS4	Nature Conservation
CS5	Landscape and the historic environment
CS6	North Somerset's Green Belt
CS10	Transport and movement
CS11	Parking
CS12	Achieving high quality design and place making
CS20	Supporting a successful economy
CS23	Bristol Airport

* Core Strategy - High Court Challenge

Following a legal challenge to the adopted Core Strategy, Policy CS13 (housing requirement) was remitted back to the Planning Inspectorate for re-examination. In addition, Policies CS6, CS14, CS19, CS28, CS30, CS31, CS32, CS33 were also remitted on the grounds that should the housing requirement be increased, then this may have consequences for one or more of these policies. All other policies remain adopted. Policy CS13 was approved by the Secretary of State on 18 September 2015 and forms part of the development plan. The examination of the other remitted policies has taken place and the Inspector's Report is expected shortly.

The Sites and Policies Plan Part 1: Development Management Policies (adopted July 2016)

The following policies are particularly relevant to this proposal:

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Policy	Policy heading
DM1	Flooding and drainage
DM2	Renewable and low carbon energy
DM8	Nature Conservation
DM9	Trees
DM10	Landscape
DM11	Mendip Hills Area of Outstanding Natural Beauty
DM12	Development within the Green Belt
DM24	Safety, traffic and provision of infrastructure etc associated with development
DM25	Public rights of way, pedestrian and cycle access
DM26	Travel plans
DM27	Bus accessibility criteria
DM28	Parking standards
DM29	Car parks
DM31	Air safety
DM32	High quality design and place making
DM50	Bristol Airport

Supplementary Planning Documents (SPD) and Development Plan Documents (DPD)

- North Somerset Landscape Character Assessment SPD (adopted December 2005)
- Biodiversity and Trees SPD (adopted December 2005)

Consultations

Copies of representations received can be viewed on the council's website. This report contains summaries only.

Third Parties: A letter has been received from Parish Councils Airport Association. The principal points made are that:

- the building is in the middle of the Silver Zone car park and will compromise the openness of the Green Belt. Whatever the size or height of the building, it should be located as close as possible to the other large buildings such as the hangars, so as to limit the impact on the Green Belt. As the new car park reception building is approximately 300 metres to the north-west of the existing structure, this building should be knocked down with a planning condition to this affect.
- an asphalt road surface seven metres wide is a further urbanising of the Green Belt on the south side. A gravel surface which would enhance drainage should be used.

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- The landscape plan is welcomed but more native plants and trees should be used to mitigate the visual intrusion of the proposed structure.
- The new car park reception building could also incorporate car rental hire facilities and offices in order to reduce further building on the south side as it is larger than the current building and the one shown under planning consent 09/P/1020/OT2.
- development on the south side, which is in the Green Belt, is now compromising the openness of the Green Belt. Development should only be granted consent if it adheres to the planning consent of application 09/P/1020/OT2

Barrow Gurney, Brockley, and Winford Parish Councils have commented individually and all say they agree with the comments made by the Parish Councils Airport Association.

Wrington Parish Council:

The Council objects to this application for the following reasons:-

1. The proposed new building is double the size of that shown in application 09/P/1020/OT2 which impacts upon the openness of the Green Belt. As such this application constitutes a material amendment to the permission earlier agreed to and should not receive consent.
2. If two storeys are to be built, then this Council would expect the car hire facility to be accommodated in the new building either instead of or in addition to 'administrative' functions, thus minimising the impact upon the openness of the area and the urbanisation of this part of the airport adjacent to open Green Belt.
3. Its design is stark and angular and could be far better designed to fit in with the nature of the surrounding area.
4. In the form proposed, the building would sit better closer to the existing hangars and other taller buildings situated to the west of the Silver Zone rather than in the position proposed. This Council is also mindful of the impact upon the openness subsequent to the approval of application 16/P/1059/PAI, relating to a 'temporary' hangar for 'minor mechanical work' some 6.3m in height.
5. Lighting should be minimised using movement-sensitive lighting within and around the building. The airport is already considered an area of light blight as demonstrated in the CPRE's website maps revealing England's most light polluted skies. Any measures to mitigate this pollution would be evidence of BIA's commitment to support the local community and wildlife.

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6. Rather than an asphalt road some 7m wide, this Council would wish to see a permeable roadway surface to facilitate better surface drainage.
7. On completion of the 'new' building in whatever form, this Council would wish to see any Consent conditioned that the existing building on the Silver Zone site be demolished and the ground reinstated. By so doing, the impact on the openness of the surrounding area would be kept to a minimum and also free-up that site area for more parking spaces.

Cleeve Parish Council: Objects to this application as it is continued overdevelopment of the silver zone area. The Parish Council notes that in the original plan the car park reception building is one storey and this application is for two storeys. This will be intrusive in the Green Belt.

Backwell Parish Council: No comment.

Environment Agency: No objection.

Highway Agency: No objection.

Principal Planning Issues

The principle planning issues are: (1) Principle of replacement reception building; (2) Siting, height and external appearance; (3) Other Issues.

Issue 1: Principles

Outline planning permission 09/P/1020/OT2 dated 16 February 2011 included a replacement reception building in the 'Silver Zone' car park, which is in the Green Belt. The outline application provided an indicative description of the replacement reception which anticipated a single-storey building centrally located in the 'Silver-Zone' car park and about 25-30 metres wide and 18-20 metres deep.

However all detailed matters including the siting, scale, external appearance and landscaping of the replacement reception building were set aside for 'reserved matters' approval. Only vehicle access was not reserved. The outline application does not restrict the height, floor area or position of the replacement reception.

The principle of a two-storey building is therefore not outside the scope of the outline planning permission as contended by some objectors. This does not mean the Council is obliged to approve any 'reserved matters' and it can still

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refuse the permission if it has substantive objections to the siting, scale, design or landscape impact of the new building.

Issue 2: Siting, height and external appearance

Some objectors say the location, height and design of the proposed building is inappropriate in the Green Belt and unsympathetic to the appearance of the wider rural setting.

In terms of the Green Belt, the proposed building is materially larger than the one it will replace, which comprises single and double stacked portable buildings and a large canopy. The applicant says the current reception is too small to cope with the numbers of passengers using the building at peak times. This impacts on the throughput of customers and a larger facility is needed, not only for passengers, but also for the increasing numbers of valet and office staff involved in operating the Silver Zone car park.

In terms of its position, the airport consider that for operational reasons, it is better placed towards the centre of the 'Silver Zone' car park. This will however result in a building that is separated from the nearest group of buildings (private hangars and flying club buildings) near to the Silver Zone entrance. The proposed siting would not however have any greater impact on the Green Belt. The 'Silver Zone' car park is well-contained within the airports boundaries, such that it is largely obscure to views from surrounding land. The few exceptions are limited views to Winters Lane and longer distance elevated views from the north and south. From some sections of Winters Lane, part of the building may be perceptible, but its impact is likely to be insignificant. From longer distance views the proposed building will be seen amidst a very large car park and the wider airport, which already transforms the character and appearance of the landscape. The application includes a hard and soft landscape plan. This comprises significant tree and hedge planting, which, in time will help to soften the appearance of the building.

The design of the proposed building has attracted criticism from some because it is considered to be too stark and angular and could be better designed to fit in with the surrounding area. The design of the building is, like a number of other recent buildings at the airport, simple and contemporary. The contention that the design should fit with the surrounding area is not explained, but the immediate surroundings are dominated by the substantial areas of parked vehicles. The flat roof limits the overall height and the wood décor cladding panels will, together with a sensitive colour, suppress the impact of the building.

The proposed exterior lighting comprises 6 metre tall columns with light fittings designed to have a downward light angle. This together with its relatively low lux levels should not give rise to excessive light pollution. The building will also be

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seen in the context of other lighting with in the Silver Zone car park which is of a similar type to that proposed in this application.

It is considered that the applicant has provided 'very special circumstances' to justify the size and position of the building. This outweighs any harm to the Green Belt and there are no objections to the appearance of the building or external lighting.

Issue 3: Other Matters

Removal of existing reception

If permission is granted, a condition is proposed that will require the removal existing reception. This reduces the overall impact of development in the Green Belt.

Dual use of Reception

Some objectors say the car hire administration facilities should be provided in the new building to minimise the impact of developments on the Green Belt. The applicants however say the size and layout of the proposed building is required solely for the operation of the 'Silver Zone' car park and cannot accommodate other uses at this time.

Traffic Impacts

The proposal would not result in an increase in passenger numbers and have no additional impact against current vehicle trips numbers to or from the access from the A38, apart from a small number of temporary movements during construction.

Flood Risk/Drainage

Officers have considered the proposal and there are no flood risk or drainage objections.

Ground Conditions

Condition 47 of the outline planning permission requires a site investigation to be carried out to determine whether contamination is present and if so what impact that may have on development proposals. The applicants have submitted a 'Geo-environmental Report', which is being considered by the Council's Environmental Protection team. Should any significant issues arise from this, an update will be made.

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Ecology

The site and adjoining area is already extensively development and lit. It is therefore highly unlikely that the proposal would give rise to ecological harm.

Natural Environment and Rural Communities (NERC) Act 2006

The proposed development will not have a material detrimental impact upon bio-diversity.

The Crime and Disorder Act 1998

The proposed development will not have a material detrimental impact upon crime and disorder.

Conclusion

The principle of the development was established as part of the outline permission for the expansion of the airport. Whilst the building is larger than the one it will replace, this reflects the growing needs of the airport. The operational needs for a larger reception to accommodate growing passenger numbers are very special circumstances and this outweighs any impact on the openness of the Green Belt, in accordance with Policy CS6 of the Core Strategy and DM12 of the Sites and Policies Plan. The siting, appearance and landscape impacts of the building are not harmful having regard to Policy CS12 of the Core Strategy and DM32 of the Sites and Policies Plan.

RECOMMENDATION: APPROVE (for the reasons stated in the report above) subject to the following conditions:-

1. The development hereby permitted shall be carried out in accordance with the approved plans and documents:

Drawing Number 900- P00 Site Location Plan
Drawing Number P2-01 Rev 0 Proposed Floor Plans and Elevations
Drawing Number P4-01 Rev 0 –Proposed Roof Plan
Drawing Number P5-01 Rev 0 Proposed Sections
Drawing Number 80696-1001 P01 External Works Proposed Layout
Drawing Number 80696-1002 P00 Drainage Layout
Drawing Number 416.04629.00004.29.001.4 Hard and Soft Landscape Plan

External Lighting Report- July 2016
Geo-Environmental Report – July 2015

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Energy and Water Efficiency Strategy Report – July 2016

Drainage Design Note – May 2016

Construction Management Proposals – July 2016

Reason: For the avoidance of doubt and in the interest of proper planning.

2. The existing reception building and canopy shall be completely removed from the site within 3 months on the replacement building being brought into use in accordance a scheme of restoration of the land.

Reason: To reduce the cumulative impact of development in the Green Belt in accordance with Policy CS6 of the North Somerset Core Strategy.