

WARD: Bishopston **CONTACT OFFICER:** Kevin Morley
SITE ADDRESS: 43 Nevil Road Bristol BS7 9EG

APPLICATION NO: 14/00899/F Full Planning
EXPIRY DATE: 5 May 2014

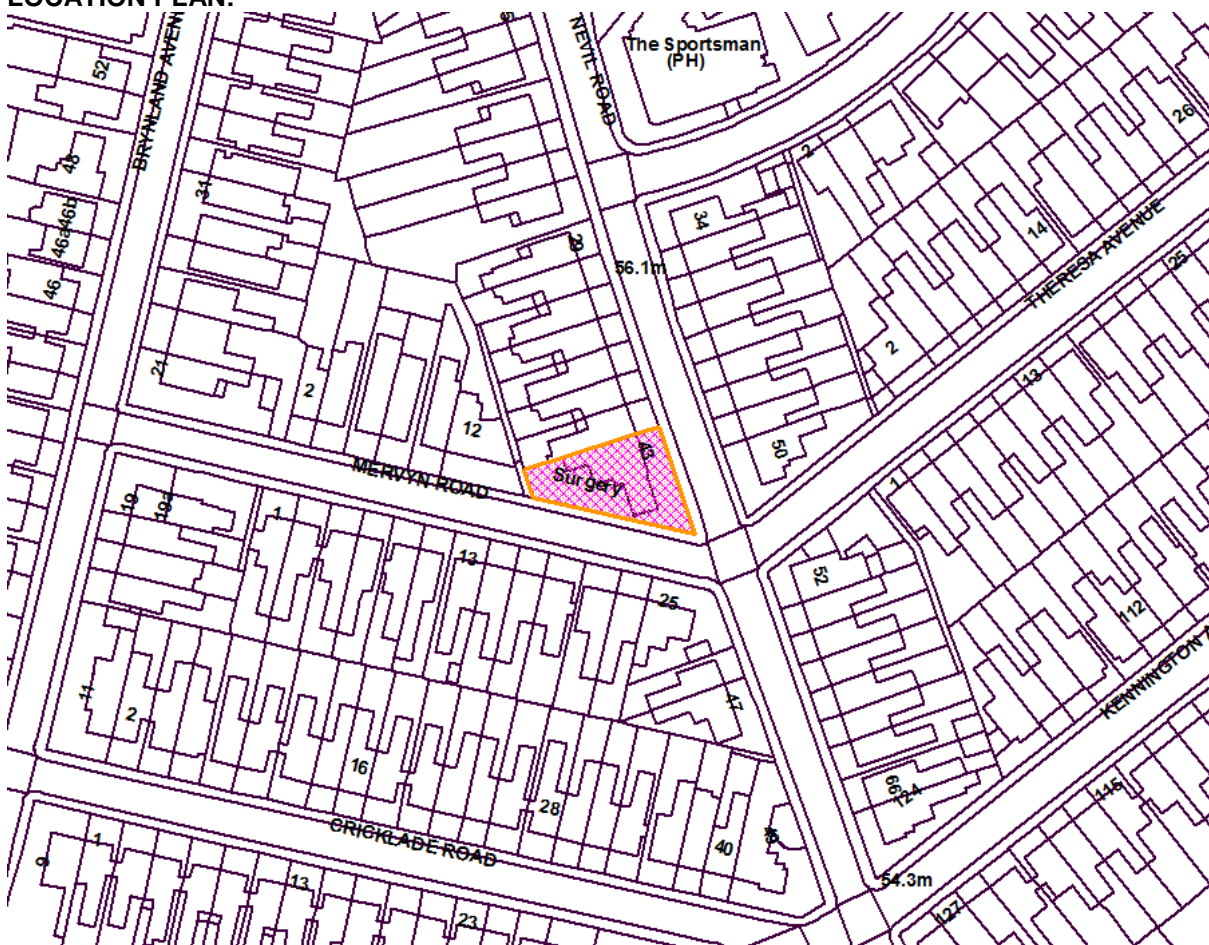
Conversion of existing doctors surgery into 5 residential apartments along with associated extensions and modifications.

RECOMMENDATION: Grant subject to Condition(s)

AGENT: Lockwood Architectural
Comsil
Corse Lawn
Gloucestershire
GL19 4PE
APPLICANT: Yeo & Andrews Ltd
13 Ferndown Close
Kingsweston
Bristol
BS11 0UP

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

LOCATION PLAN:



comtop
v4.0408

Development Control Committee A – 3 December 2014
Application No. 14/00899/F : 43 Nevil Road Bristol BS7 9EG

COUNCILLOR REFERRAL

Although the application was originally referred for a committee decision by a member who is no longer a councillor (Dr David Willingham - see referral statement below); officers feel that given the level of objection associated with the application that a committee decision is still appropriate.

"The proposed development represents significant overdevelopment of the site and is likely to result in a loss of amenity to local residents due to the exacerbation of highways issues such as lack of adequate parking. This development introduces a deficit of at least three extra parking spaces, and given the corner parking restrictions that will be introduced by the council as part of the s106 agreement with Gloucestershire County Cricket Club, the lack of parking will be made considerably worse by this development.

The proposed development is not in keeping with the area, meaning that a single family dwelling would be a more appropriate use for this site, and in light of the development on the cricket ground, there is already a local excess of the property type being introduced by this proposal. Whilst it is not a material planning consideration, I also note that there is a significant strength of public opinion opposing this development, and consequently, I believe that irrespective of other planning considerations, it would be in the public interest to have this planning application determined in public by a planning committee."

SITE DESCRIPTION

The application site refers to an extended two-storey end-of-terrace property located on the junction of Nevil Road and Mervyn Road. The property is currently in use as a doctor's surgery on the ground floor with care-home accommodation on the first floor, which is currently vacant. The site is located within a predominantly residential area, but with Gloucester Road located to the northwest and the County Cricket Ground located to the southeast. The site does not fall within a conservation area.

RELEVANT PLANNING HISTORY

Planning application ref.13/04582/F for the "conversion of existing doctors surgery into 7 residential apartments along with associated extension and modifications" was WITHDRAWN on 28.11.2013 following officer concerns regarding the overall intensity of the proposed development.

APPLICATION

The existing doctor's surgery is due to relocate to the site of the former Bristol North Swimming Baths, once completed. As such the application is made seeking consent to demolish and rebuild the existing side extension to facilitate accommodation within the roof space, build a 20 sq.m single-storey rear extension and convert the resulting building into 5no. self-contained flats (2no. one-bed flats and 3no. two-bed flats).

The proposed rear extension would have a render finish and the side extension re-build would be finished in brick and stone; both intended to match the existing elevations to which they are attached. The application includes space for 2no. off-street parking spaces, refuse/recycling storage and cycle parking.

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RESPONSE TO PUBLICITY AND CONSULTATION

The application was advertised via a site notice and consultation letters were sent to 82no. nearby occupiers. As a result 27no. representations were made, with 26no. commentators objecting to the proposals. The Bristol Tree Forum made some generalised comments on the proposed landscaping.

Bishopston ward member Cllr. Daniella Radice commented as follows - "I object to this development on three grounds: 1. Five flats represents over-development at this location, we should be creating good quality living space in this city rather than trying to cram as much in as possible. 2. Having five flats means that there will be less space within the flats for adequate waste and recycle storage, and there won't be adequate external space for clothes drying, two important aspects of making homes more sustainable. 3. The proposal includes two parking spaces in the garden area. On the one hand this will not provide adequate parking for the cars associated with five flats, particularly at evenings and weekends when parking pressure in the area is at its highest. (Remember that the occupants of the new flats at the cricket stadium will have access until 10 pm from the Nevil Road entrance and so could be tempted to park in Nevil road). On the other hand, it is yet more parking spaces across the pavement which makes pavements less safe for children to walk and scoot along."

The Bishopston Society commented as follows - "We consider that the current proposal is a marked improvement over the previous application 13/04582/F, which had 7no flats and excessive on-site parking and significant loss of the boundary wall enclosure. However we are still concerned at the prospect of 5no flats with only 2no off-street parking spaces. We appreciate that the applicant is proposing to rebuild the side extension in the style, materials and craftsmanship to match the existing house but we are concerned about the fire escape from the bedrooms of flats 4 and 5 passing through the living area, which is a fire hazard.

We recommend that the accommodation is reduced from 5no flats to 4no flats and the off-street parking increased from 2no to 3no, by the addition space within the proposed parking area off of Mervyn Road. With the further additional space already proposed on Nevil Road, by the omission of the existing off-street space, this would make the application 'parking-neutral' with 4no spaces for 4no flats. In conclusion, we would recommend that the application as currently is refused."

The objections by other third parties are summarised below with transport and movement, including highway safety and parking provision being the prevailing themes.

1. Transport and movement
2. Parking
3. Over-development/cramped
4. Need for family housing not flats
5. Out of character
6. Impact on residential amenity including additional noise and disturbance
7. Refuse and recycling facilities
8. Construction disturbance/noise

The above points will be covered in the key issues of the report apart from the final issue, which is not a material consideration for a development of this scale.

OTHER COMMENTS

Transport Development Management has commented as follows:-

The number of flats has been reduced from 7 to 5, compared with the withdrawn application 13/04582/F (in which 3 of the spaces shown on the plans were unsuitable). While there have been objections regarding the low level of parking we consider this to be in accordance with Council policy

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on developments with lower levels of car parking, and do not wish to make an objection.

The bin store is shown adjacent to the parking spaces, in a location which can easily be accessed by refuse collectors without having to leave bins on the pavement. This is in accordance with standard guidance. The cycle store is sufficient to meet local plan standards and gives a secure and sheltered location.

We do not wish to make any objection to this application.

RELEVANT POLICIES

National Planning Policy Framework – March 2012

Bristol Core Strategy (Adopted June 2011)

BCS12	Community Facilities
BCS13	Climate Change
BCS14	Sustainable Energy
BCS15	Sustainable Design and Construction
BCS16	Flood Risk and Water Management
BCS16	Flood Risk and Water Management
BCS20	Effective and Efficient Use of Land
BCS21	Quality Urban Design
BCS5	Housing Provision

Bristol Site Allocations and Development Management Policies (Adopted July 2014)

DM5	Protection of community facilities
DM23	Transport development management
DM26	Local character and distinctiveness
DM30	Alterations to existing buildings
DM32	Recycling and refuse provision in new development

KEY ISSUES

(A) IS THE PROPOSED REDEVELOPMENT OF THE SITE FOR RESIDENTIAL ACCEPTABLE IN PRINCIPLE?

With the commitment to relocate the doctor's surgery to the site of the former Bristol North Swimming Baths on Gloucester Road, some 600m away, no objection is raised to the loss of this premises as a health care site.

There has been some objection raised on the grounds of providing flatted accommodation as opposed to family sized housing. However, three Census 2011 defined boundaries (called Lower Super Output Areas - LSOA), which surround the site make up approximately 1750 households at the southern end of Bishopston ward indicate that of these 1750 households over 70% of them at the time of the Census were houses. Therefore it cannot be evidenced that there is a physical lack of houses in this location.

Furthermore, given the sustainable location of the site close to the Gloucester Road town centre and that the development proposes a mixture of one and two bedroom flats, the larger of which are suitable for smaller families; no objection is raised to the introduction of five additional self-contained flats in this location. The proposed redevelopment of the site is acceptable in principle.

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(B) DOES THE PROPOSAL RAISE ANY RESIDENTIAL AMENITY ISSUES?

The proposed development would provide for the reasonable residential amenities of future occupiers of the site in terms of internal space, outlook and the general arrangement of the residential units and associated parking and bin storage.

There has been some objection raised from nearby occupiers on the grounds of detrimental impact on their residential amenity. These points concern (i) loss of light/over-shadowing as a result of the rear extension and rebuilt side extension, (ii) overlooking/loss of privacy, and (iii) increased noise and disturbance from the general comings and goings of future occupiers of the site.

(i) Loss of light/over-shadowing:

The single-storey rear extension is of a scale and in a location that would not cause any significant overshadowing and/or increased sense of enclosure to neighbouring occupiers. The side extension would be rebuilt with a roof that although has a similar design, would be approximately 1m higher at the ridge height. Whilst it is accepted that this increased height would increase the overall scale of the side extension; it would remain a single-storey form and given the distances to the closest neighbours on both Nevil Road and Mervyn Road no harm can be identified to withhold planning permission.

(ii) Overlooking/loss of privacy:

The site is located on a corner plot giving the development the opportunity to arrange windows that look out over boundaries with the public realm and beyond to the front of properties on Nevil Road and Mervyn Road, similarly to the established housing within the streets. Given this design, no unacceptable loss of privacy to properties or their private gardens can be identified in this instance.

(iii) Noise and disturbance:

There would be some additional noise and disturbance associated with the general comings and goings of the site, which would be noticeable outside of the times when the doctor's surgery was previously open. However, this activity would be residential in nature and does not raise objection in this instance.

Given the above; proposed development does not raise any unacceptable residential amenity issues.

(C) IS THE PROPOSAL VISUALLY ACCEPTABLE?

The proposed single-storey rear extension (including finish), external works to the main two-storey element of the building and the creation of the external stores and landscaping are considered to be visually acceptable subject to execution, which can be secured by appropriate design conditions. Although larger in scale; the rebuilding of the side extension is also considered to be acceptable in this instance given the betterment provided by the higher-quality external appearance, incorporating natural stone and brickwork that is more appropriate than the existing.

(D) DOES THE PROPOSAL MEET OBJECTIVES OF SUSTAINABLE DEVELOPMENT?

The application is accompanied by a sustainability statement and an assessment of each of the proposed flats demonstrating at least a 20% saving on residual carbon dioxide emissions, after incorporating on-site renewable energy sources, which is acceptable. In this instance the renewable source would be solar photovoltaic panels and the final details and specification of such an installation would be subject to planning condition. Subject to this and the implementation of soft landscaping to aid surface drainage; the proposal meets the objectives of sustainable development as set out in the development plan.

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(E) DOES THE PROPOSAL RAISE ANY TRANSPORT AND MOVEMENT ISSUES?

The provision of cycle parking facilities, which are weather proof and secure along with the refuse and recycling storage is appropriate and would be conditional of any permission.

There has been substantial objection on the grounds of transport and movement issues, including parking demands and highway safety. The Applicant has provided commentary within their supporting documentation that the current traffic movements and resulting on-street parking of the operating of the doctor's surgery would be greatly reduced by the redevelopment of the site. Although the Applicant's assumptions are not supported by a transport statement; the reduction in trips and parking is accepted. However, this reduction will only be evident during the hours when the surgery was previously operational. Into the evening, when such facilities are closed and residents return home, there will be similar demands for on-street parking within the vicinity of the site.

However, the Transport Development Management team have assessed the proposals and raise no objection. They note that the provision of 2no. parking spaces for the development (or 40 % provision) is acceptable in these circumstances. It is considered that with (i) the provision of suitable cycle parking to encourage non-car borne journeys, (ii) the close proximity of Gloucester Road and its frequent public transport routes, and (iii) the provision of two appropriately arranged off-street parking spaces; the proposals do not raise any unacceptable transport and movement issues.

CONCLUSION

The application is considered to be acceptable subject to execution and the provision of the associated facilities indicated on the plans. Given this and the above assessment; the application is recommended to the committee for approval.

COMMUNITY INFRASTRUCTURE LEVY

How much Community Infrastructure Levy (CIL) will this development be required to pay?

The CIL liability for this development is £1,435.

RECOMMENDED GRANT subject to condition(s)

Time limit for commencement of development

1. Full Planning Permission

The development hereby permitted shall begin before the expiration of three years from the date of this permission.

Reason: As required by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Pre occupation condition(s)

2. Solar photovoltaic panels

Prior to the first occupation of the flats hereby permitted, further details including the final roof layout, visual appearance, method of fixing, and technical specifications (including the output) of the solar photovoltaic panels shall be submitted to and approved in writing by the Local Planning Authority. The panels shall then be installed in accordance with the approved details and made fully operational prior to the first occupation of the flats. The solar panels shall be

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maintained in situ in accordance with the approved details and as fully operational at all times thereafter.

Reason: To ensure that the development would meet sustainability and climate change policy objectives

3. Sustainability statement

The development hereby approved shall be carried out in accordance with the measures contained within the approved Sustainability Statement and associated reports, prepared by Merlin Consultants, prior to the first occupation of the building hereby approved.

Reason: To ensure that sustainability policy objectives would be met.

4. Implementation/installation of refuse storage and recycling facilities - shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the refuse store, and area/facilities allocated for storing of recyclable materials, as shown on the approved plans have been completed in accordance with the approved plans. Thereafter, all refuse and recyclable materials associated with the development shall either be stored within this dedicated store/area, as shown on the approved plans, or internally within the building(s) that form part of the application site. No refuse or recycling material shall be stored or placed for collection on the public highway or pavement, except on the day of collection.

Reason: To safeguard the amenity of the occupiers of adjoining premises, protect the general environment, and prevent obstruction to pedestrian movement, and to ensure that there are adequate facilities for the storage and recycling of recoverable materials.

5. Completion and maintenance of cycle provision - shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the cycle parking provision shown on the approved plans has been completed, and thereafter, be kept free of obstruction and available for the parking of cycles only.

Reason: To ensure the provision and availability of adequate cycle parking.

6. Completion and maintenance of car/vehicle parking - shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the car/vehicle parking area shown on the approved plans has been completed, and thereafter, the area shall be kept free of obstruction and available for the parking of vehicles associated with the development

Reason: To ensure that there are adequate parking facilities to serve the development.

7. Materials

Development shall be carried out in accordance with the materials specified on the approved plans, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the external appearance of the building is satisfactory.

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8. Implementation of landscaping scheme

The hard and soft landscaping measures, hereby approved on plan ref.347.215A, shall be implemented so that planting can be carried out no later than the first planting season following the occupation of the buildings or the completion of the development whichever is the sooner. All planted materials shall be maintained for five years and any trees or plants removed, dying, being damaged or becoming diseased within that period shall be replaced in the next planting season with others of similar size and species to those originally required to be planted unless the council gives written consent to any variation.

Reason: To protect and enhance the character of the site and the area and to ensure its appearance is satisfactory.

List of approved plans

9. List of approved plans and drawings

The development shall conform in all aspects with the plans and details shown in the application as listed below, unless variations are agreed by the Local Planning Authority in order to discharge other conditions attached to this decision.

347-099B Site location plan, received 10 March 2014
 347-200B Proposed site plan, received 10 March 2014
 347-100B Existing site plan, received 10 March 2014
 347-220B Proposed elevations & sections, received 10 March 2014
 347-211B Proposed first & attic floors, received 10 March 2014
 347-210B Proposed ground floor, received 10 March 2014
 347-120B Existing elevations & sections, received 10 March 2014
 347-111B Existing first floor & attic floor, received 10 March 2014
 347-110B Existing ground floor, received 10 March 2014
 347-251A Proposed bike store, received 10 March 2014
 347-250A Proposed bin store, received 10 March 2014
 Design statement, received 10 March 2014
 Sustainability statement, received 10 March 2014
 Energy statement for flat 1, received 10 March 2014
 Flat 1 report, received 10 March 2014
 Energy statement for flat 2, received 10 March 2014
 Flat 2 report, received 10 March 2014
 Energy statement for flat 3, received 10 March 2014
 Flat 3 report, received 10 March 2014
 Energy statement for flat 4, received 10 March 2014
 Flat 4 report, received 10 March 2014
 Energy statement for flat 5, received 10 March 2014
 Flat 5 report, received 10 March 2014
 CIL question form, received 10 March 2014
 347.215A Proposed landscape plan, received 14 April 2014

Reason: For the avoidance of doubt.

BACKGROUND PAPERS

Transport Development Management

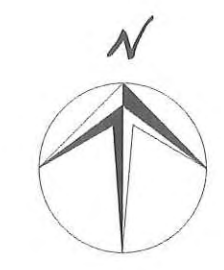
11 April 2014



General Notes:
 1. Do not scale off drawing. Use figured dimensions only.
 2. WARNING: This drawing is issued in colour.

Key:

- Existing Neighbouring Properties
- 43 Nevil Road - Application Property
- Proposed Landscaped Areas
- Demolitions / Alterations



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Rev	Date	Issue Description	Drawn
B	20.02.14	Planning Application Issue	BL

Client	Yeo & Andrews Ltd
Project Address	43 Nevil Road, Bristol, BS7 9EG
Project Description	Proposed Alterations & Extensions
Drawing Title	Planning Application - Proposed Site Plan

Scale	1:200 @ A3	Drawing No.	347.200	B
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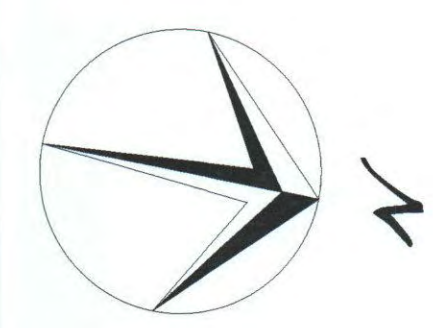
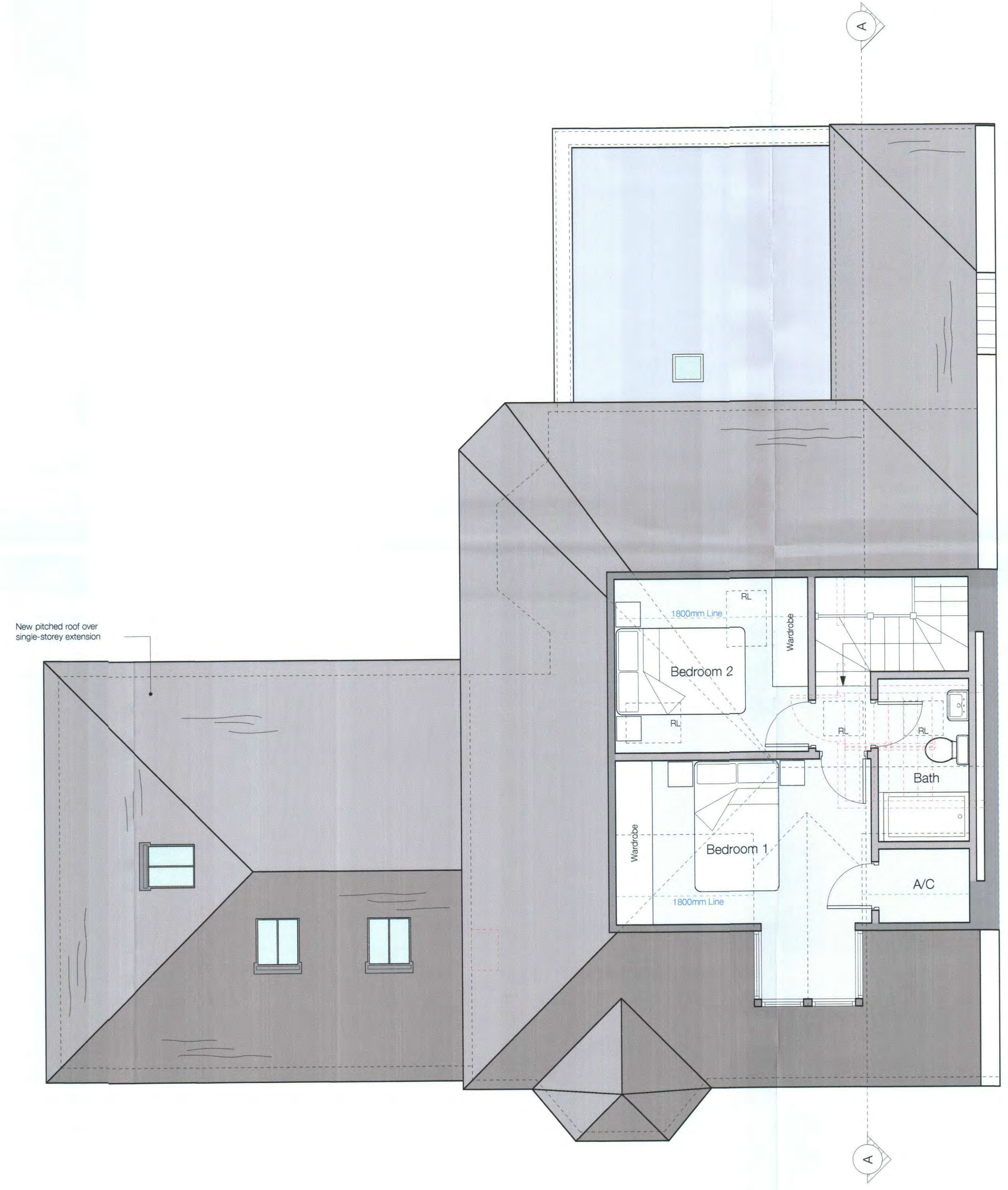
General Notes:
 1. Critical Dimensions to be checked on site.
 2. WARNING: This drawing is issued in colour.

Planning Key:

- Existing Structure
- Proposed Structure
- Demolitions

Apartment Key:

- Flat - 1
- Flat - 2
- Flat - 3
- Flat - 4
- Flat - 5



Rev	Date	Issue Description	Drawn
B	20.02.14	Planning Application Issue	BL

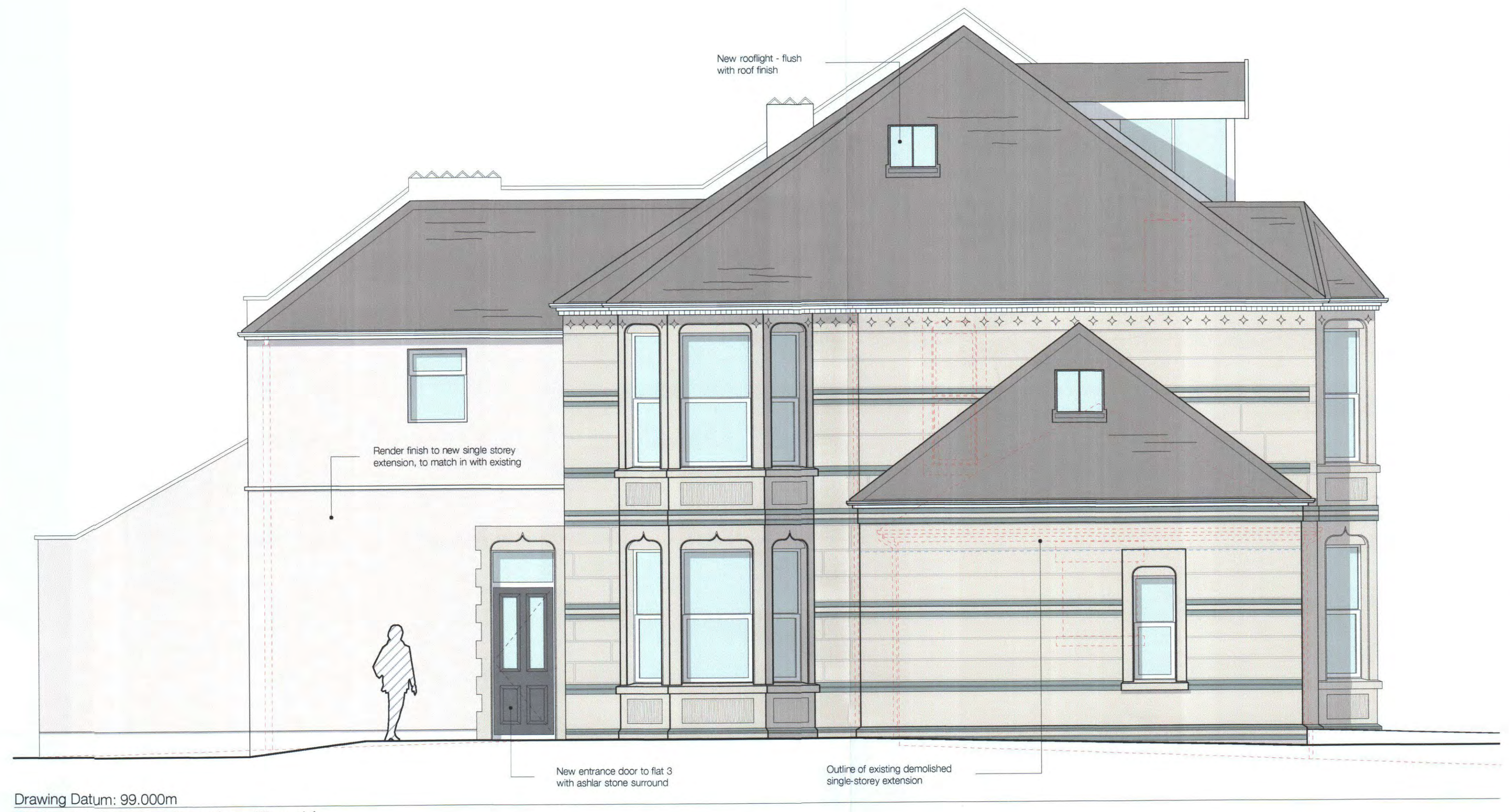
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Project Address	43 Nevil Road, Bristol, BS7 9EG		
Project Description	Proposed Alterations & Extensions		
Drawing Title	Planning Application - Prop First & Attic Floors		
Scale	1:50 @ A1	Drawing No.	347.211
			B

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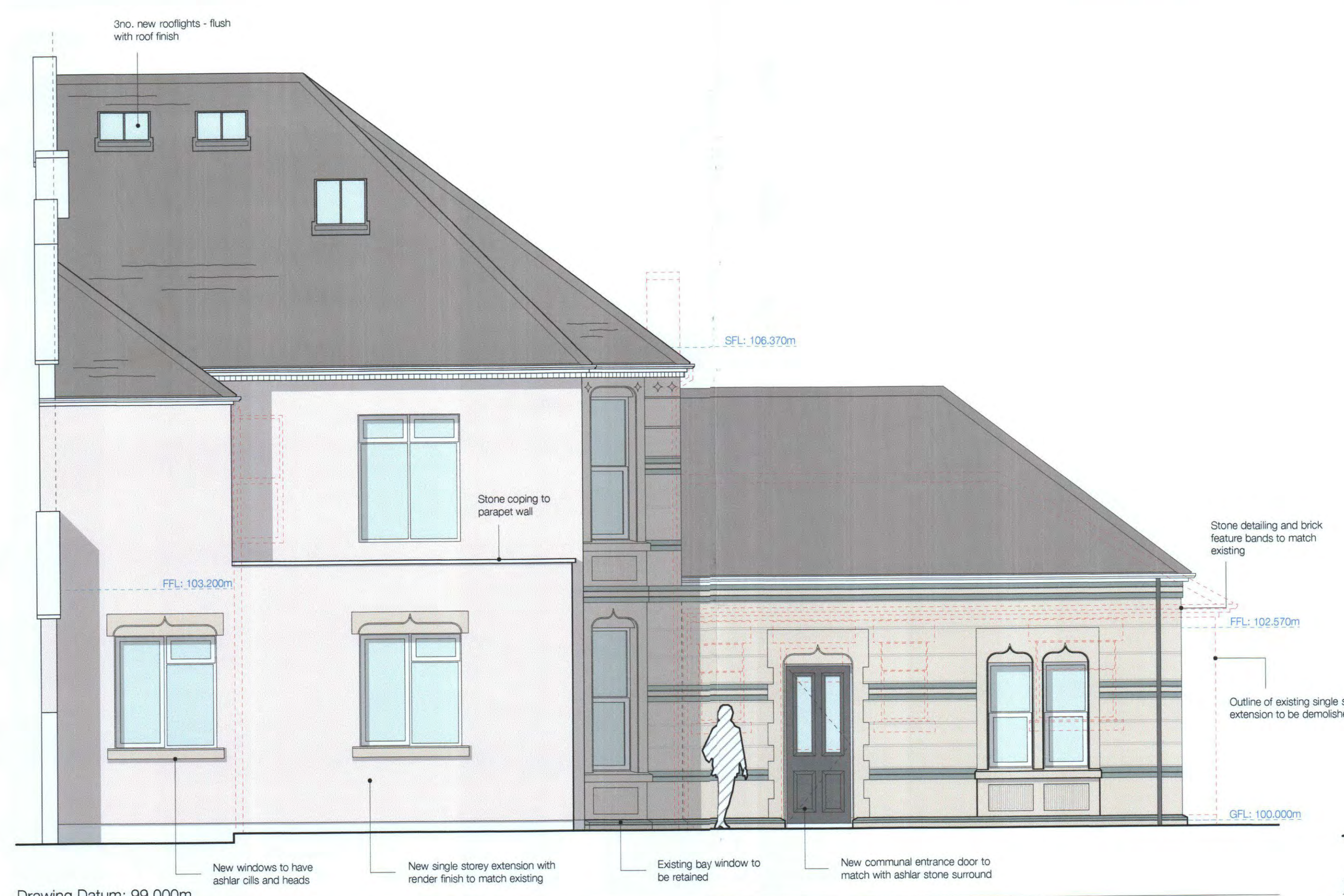
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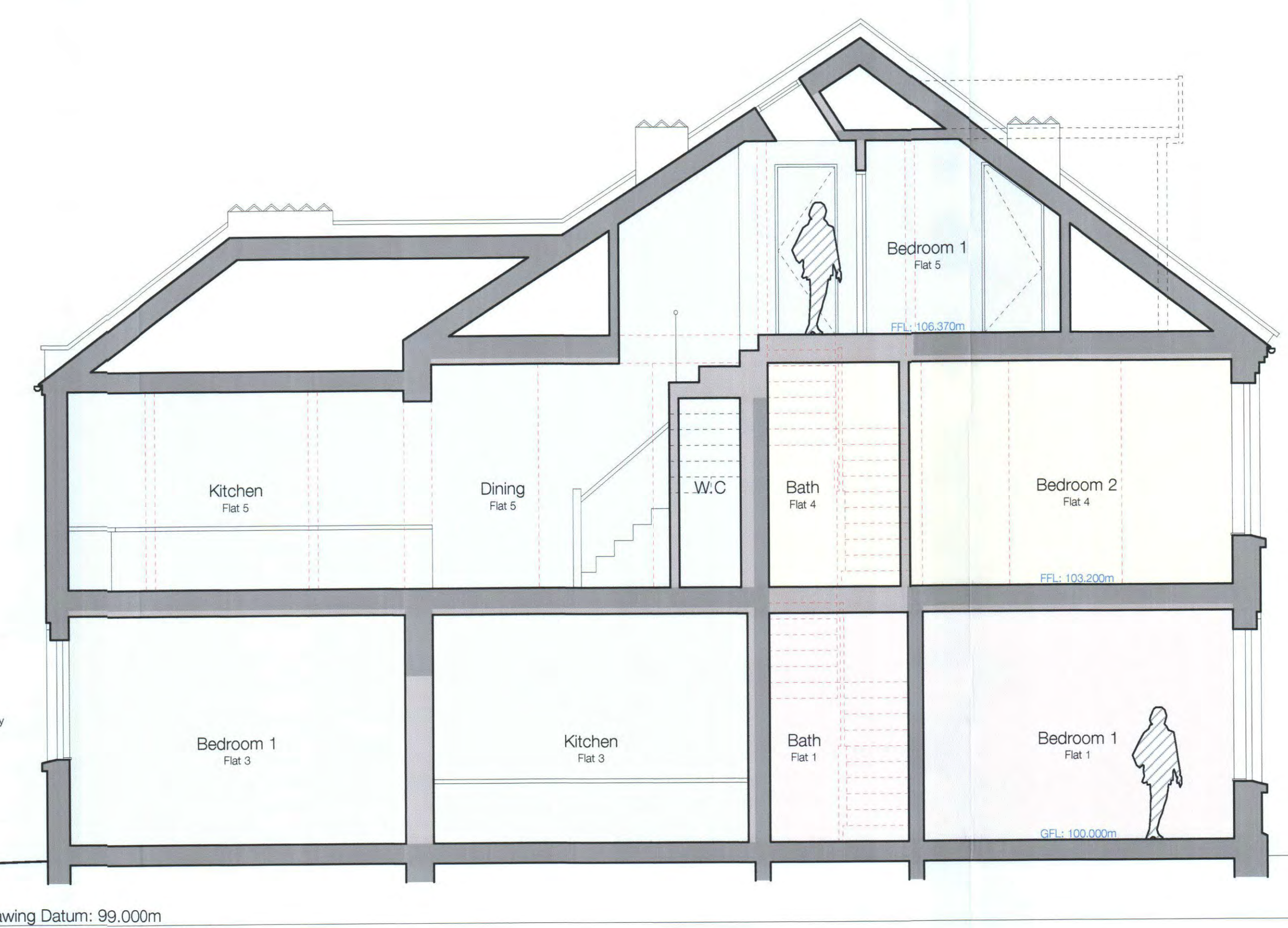
Drawing Datum: 99.000m
Proposed Front Elevation (East)



Drawing Datum: 99.000m
Proposed Side Elevation (South)



Drawing Datum: 99.000m
Proposed Rear Elevation (West)



Drawing Datum: 99.000m
Proposed Section A-A

General Notes:

- Critical Dimensions to be checked on site.
- WARNING: This drawing is issued in colour.

Planning Key:

- Existing Structure - In Section
- Proposed Structure - In Section
- Existing Tiled Roof
- Buff Stone Finish
- Render Finish
- Brick Finish
- Grey Stone Finish
- Engineering Brick Detailing
- Demolitions

B	20.02.14	Planning Application Issue	BL
Rev	Date	Issue Description	Drawn

Client	Yeo & Andrews Ltd
Project Address	43 Nevil Road, Bristol, BS7 9EG
Project Description	Proposed Alterations & Extensions
Drawing Title	Planning Application - Prop Elevations & Section
Scale	1:50 @ A1
Drawing No.	347.220
	B

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Planning Key:

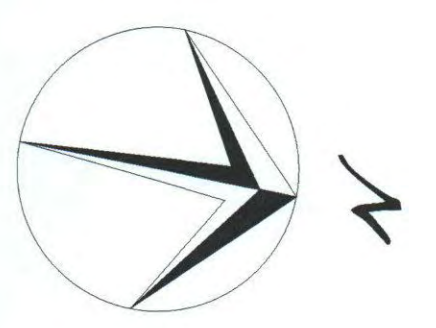
- Existing Structure
- Proposed Structure
- Demolitions

Apartment Key:

- Flat - 1
- Flat - 2
- Flat - 3
- Flat - 4
- Flat - 5



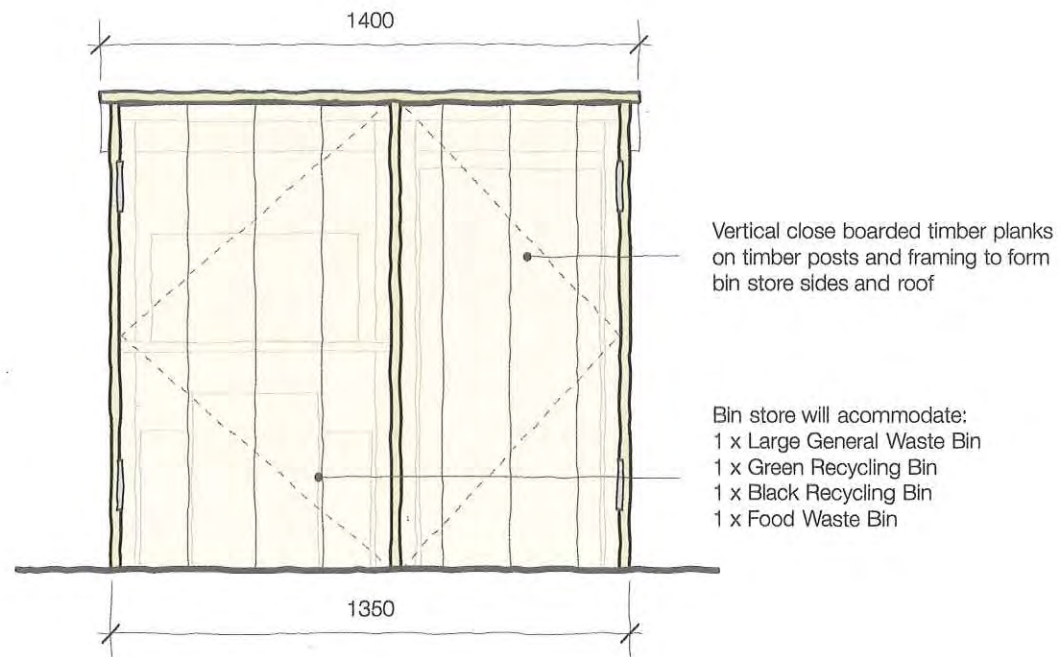
Large Bin Store will accommodate:
 3 x Large General Waste Bins
 3 x Green Recycling Bins
 3 x Black Recycling Bins
 3 x Food Waste Bins



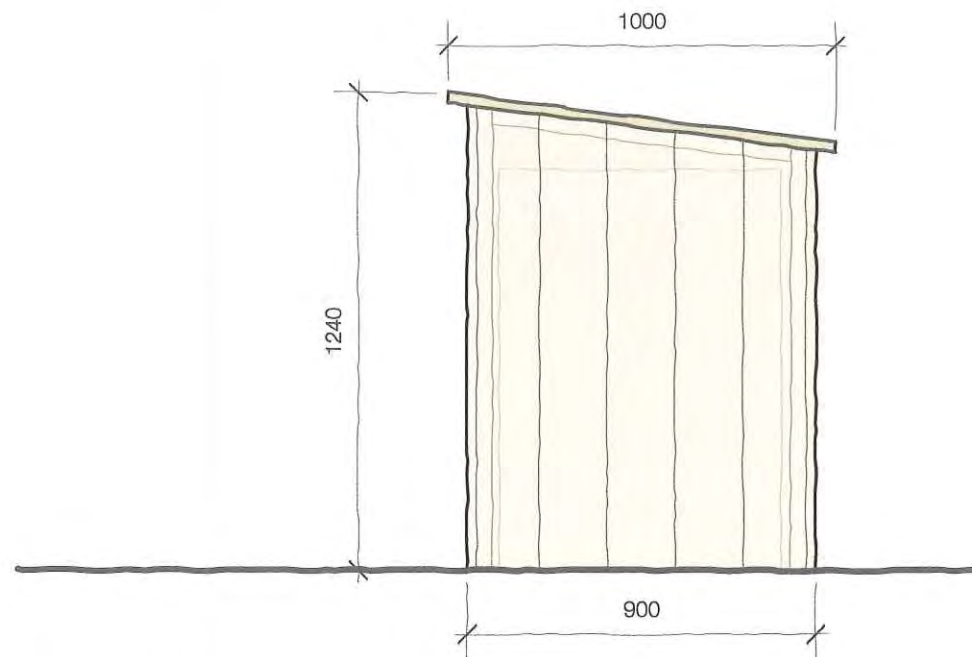
B	20.02.14	Planning Application Issue	BL
Rev	Date	Issue Description	Drawn
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Project Description: Proposed Alterations & Extensions			
Drawing Title: Planning Application - Proposed Ground Floor			
Scale: 1:50 @ A1	Drawing No.	347.210	B
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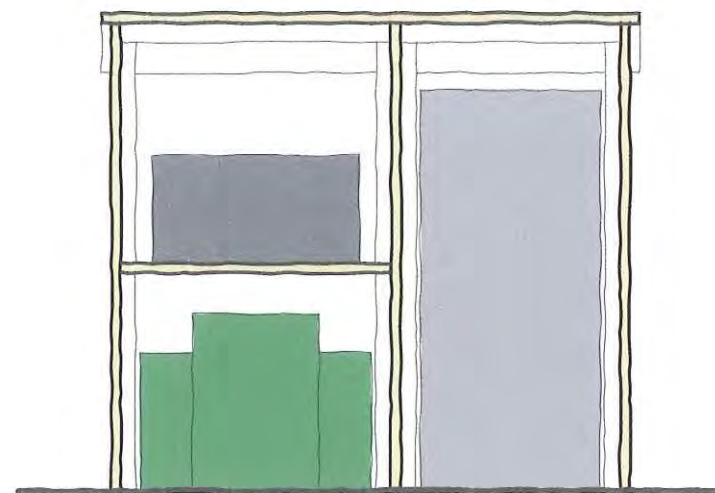
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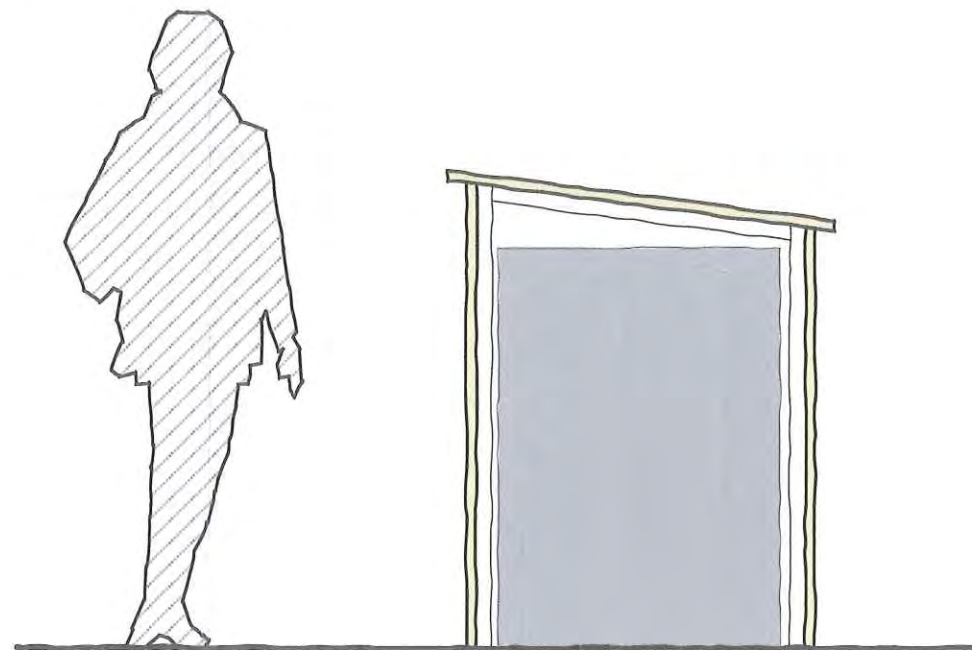
FRONT ELEVATION
Bin Store (1:20)



SIDE ELEVATION
Bin Store (1:20)



SECTION A
Bin Store (1:20)



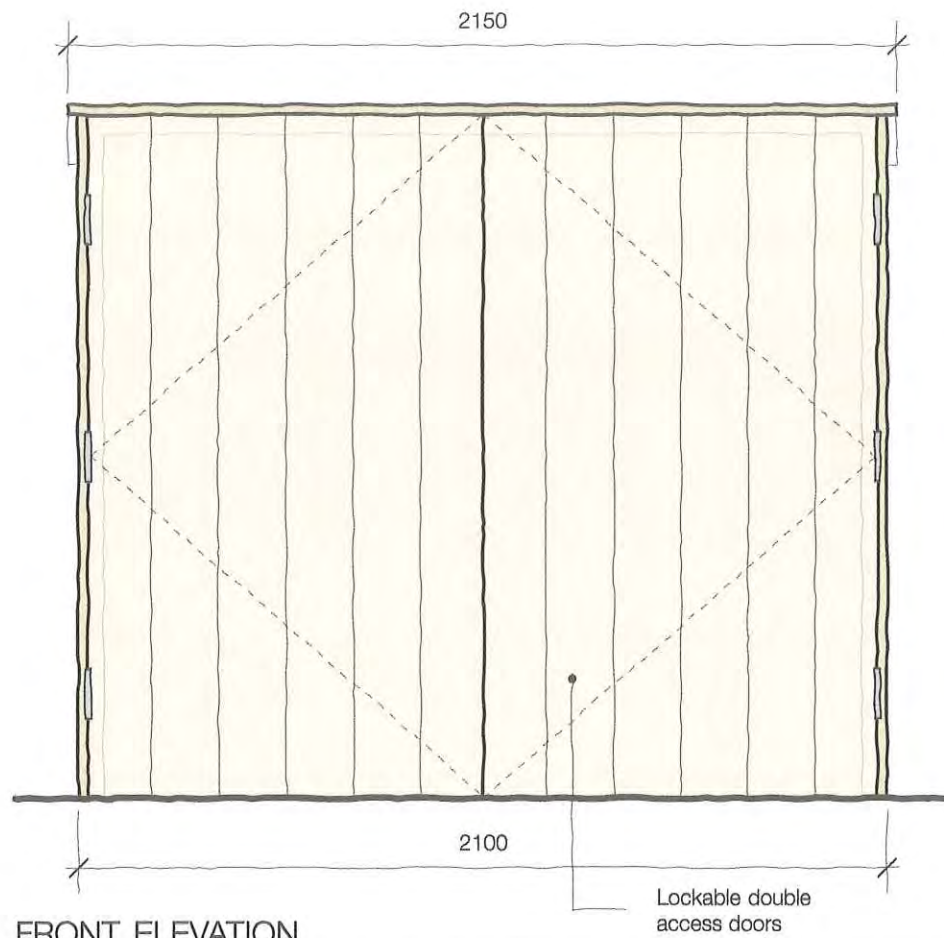
SECTION B
Bin Store (1:20)

A	20.02.14	Planning Application Issue	BL
Rev	Date	Issue Description	Drawn

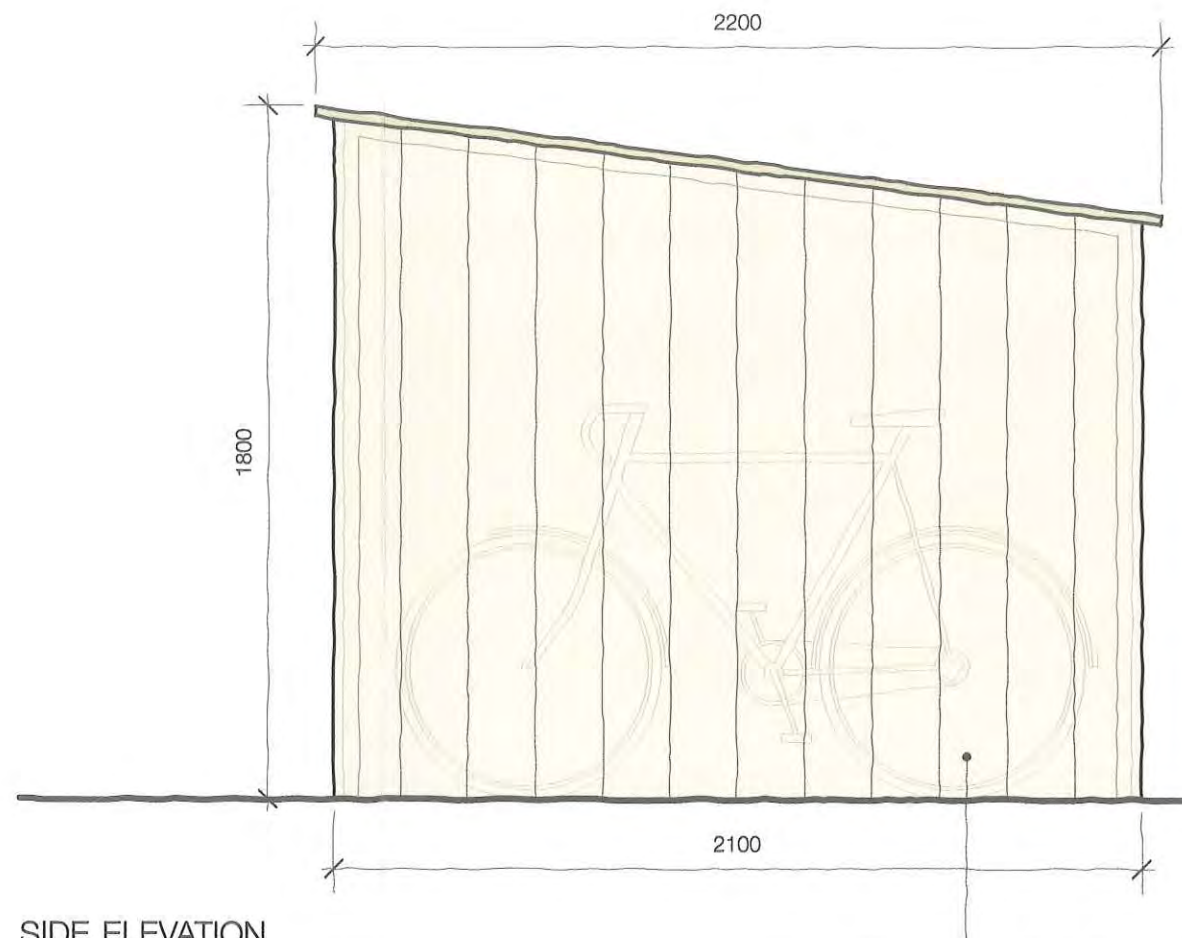
Client	Yeo & Andrews Ltd
Project Address	43 Nevil Road, Bristol, BS7 9EG
Project Description	Proposed Alterations & Extensions
Drawing Title	Planning Drawing - Proposed Bin Store

Scale	1:20 @ A3	Drawing No.	347.250	A
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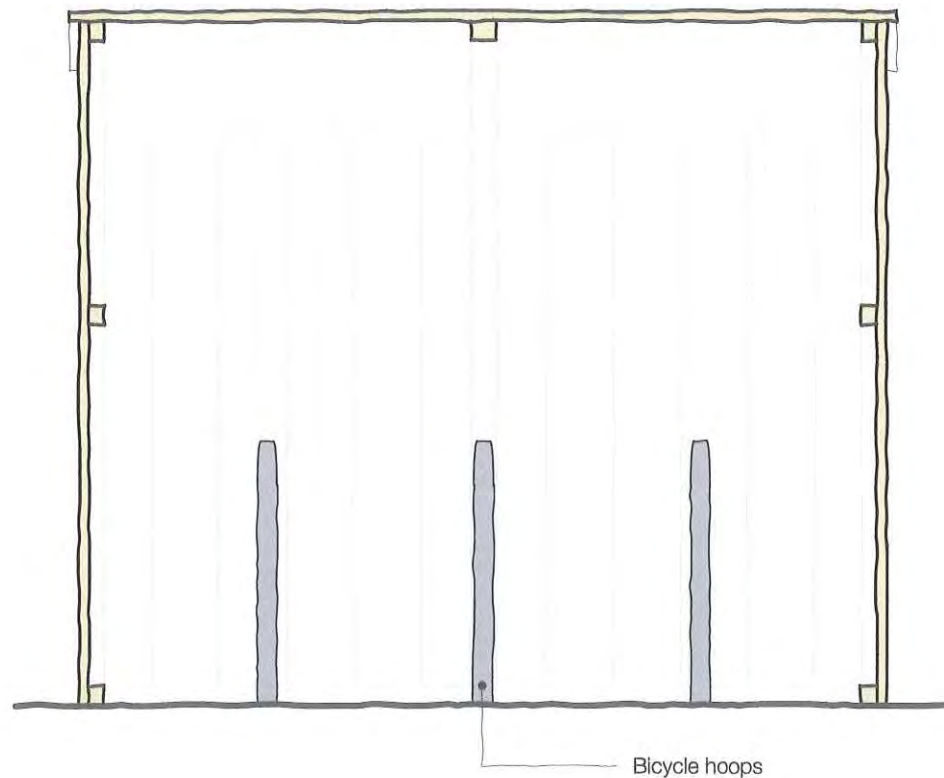


FRONT ELEVATION
Bike Store (1:20)

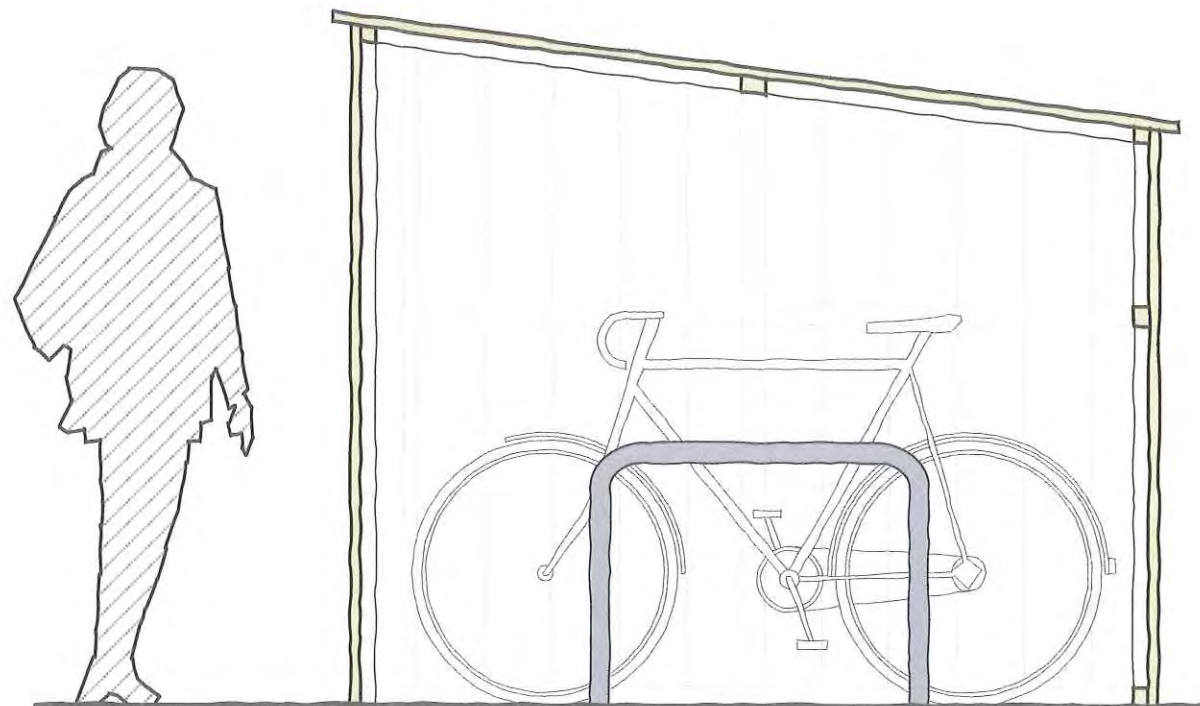


SIDE ELEVATION
Bike Store (1:20)

Vertical close boarded timber planks
on timber posts and framing to form
bike store sides and roof



SECTION A
Bike Store (1:20)



SECTION B
Bike Store (1:20)

General Notes:
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A	20.02.14	Planning Application Issue	BL
Rev	Date	Issue Description	Drawn
Client		Yeo & Andrews Ltd	
Project Address		43 Nevil Road, Bristol, BS7 9EG	
Project Description		Proposed Alterations & Extensions	
Drawing Title		Planning Drawing - Proposed Bike Store	
Scale	1:20 @ A3	Drawing No.	347.251 A

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