

WARD: Ashley **CONTACT OFFICER:** Peter Westbury
SITE ADDRESS: Westmoreland House 104 - 106 Stokes Croft Bristol BS1 3RU

APPLICATION NO: 14/05930/F & Full Planning &
 14/05982/LA Listed Building Consent

EXPIRY DATE: 3 March 2015

Demolition of Westmoreland House and No.4 Ashley Road (Grade II listed), partial demolition, alteration and renovation of the Carriageworks building providing 1,010 sq.m. GIA of non-residential accommodation (Use Class A1/A2/A3/A4/D1/D2/B1) and 112 residential units (Use Class C3) and creation of new public realm, new communal landscaped garden areas, bio-diverse living roofs, roof gardens, disabled car parking, servicing and access.

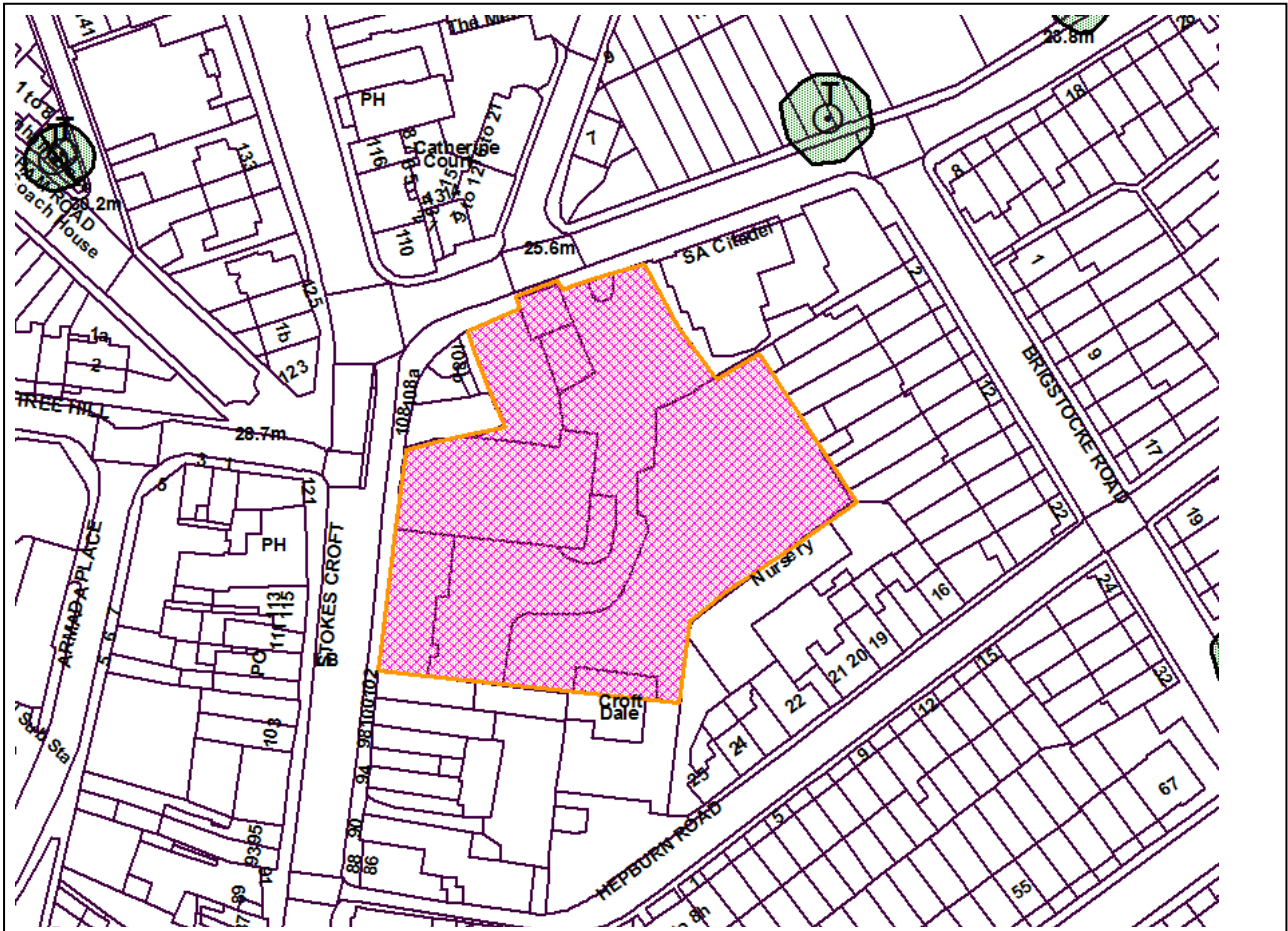
RECOMMENDATION: GRANT subject to Planning Agreement

AGENT: CgMs Consulting
 7th Floor
 140 London Wall
 London
 EC2Y 5DN

APPLICANT: Fifth Capital London
 64A Randolph Avenue
 London
 W9 1BE

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

LOCATION PLAN:



BACKGROUND

At the meeting of the Development Control A Committee on 8 April 2015, decisions on the applications for the comprehensive redevelopment of the Westmoreland House and Carriageworks site were deferred and Officers were authorised to carry out further work and negotiations with the applicant in relation to the following issues:

- The quantity and position of visitors cycle parking
- The relationship with 108 Stokes Croft
- The scale of development on Ashley Road and the lack of set back
- Contributions towards the improvement of the Ashley Road/A38 Junction.
- Additional information on the use of the ground floor units including revisions to relevant planning conditions, in particular Condition 27.
- The amount of on-site renewables (only 5%) – explore the possibility of using other technologies.
- Additional information on the proposed gates, including consideration of their removal from the scheme.
- Consideration to a reduction on timescale for implementation of any permission including a revised condition 1.
- Affordable Housing – consider if the mix within the 8 units can be changed.
- Engagement with community groups including the Carriageworks Action Group (CAG)

This report addresses each of these issues in turn and should be read in conjunction with the report presented to Committee on 8 April 2015 (which is attached).

SITE DESCRIPTION

The redline boundary of the application site has not changed.

The application site covers an area of 0.51 hectares and is located close to the junction of Stokes Croft and Ashley Road at the foot of a hillside within the Stokes Croft Conservation Area that adjoins the Montpelier and Cotham and Redland Conservation Areas.

A full description of the site is included in the Report presented to Committee in April 2015.

DETAILS THE APPLICATIONS

Following on from the meeting in April, the description of development for the applications for full planning permission and listed building consent have been amended to read:

“Demolition of Westmoreland House and No.4 Ashley Road (Grade II listed), partial demolition, alteration and renovation of the Carriageworks building providing 1,010 sq.m. GIA of non-residential accommodation (Use Class A1/A2/A3/A4/D1/D2/B1) and 112 residential units (Use Class C3) and creation of new public realm, new communal landscaped garden areas, bio-diverse living roofs, roof

gardens, disabled car parking, servicing and access.”

The revised scheme reduces the number of residential units from 118 to 112 and will include the following mix of residential accommodation.

Revised Proposal	Scheme Presented on 8 April 2015
6 x Studio Units (5%)	0
65 x 1 bed units (58%)	59 x 1 bed units (50%)
20 x 2 bed units (18%)	35 x 2 bed units (30%)
18 x 3 bed units (16%)	24 x 3 bed units (20%)
3 x 4 bed units (3%)	0

The revised scheme includes an increase in the area of public open space from 745 sq. m to 1,050 sq. m. In addition, the area of non-residential space has increased from 659 sq. m. (GIA) to 1,010 sq. m. (GIA).

The affordable housing provision has been increased from 8 to 10 units. This is 9% of the overall total. This will comprise five one bedroom units and five two bedroom units. The provision will be shared ownership (as originally proposed). This provision will now be made within the block to the rear of the site as opposed to the main Carriageworks building fronting Stokes Croft.

The residential development has been designed to comply with the criteria set out in the Lifetime Homes. The sustainability targets that the development aims to achieve are Code for Sustainable Homes Level 4 and BREEAM Domestic Refurbishment “Very Good”.

The application proposal includes the provision of 1,010 square metres of “flexible community and commercial space at ground floor to create a permeable and active frontage.”

The proposal includes the provision of an amended pedestrian route through the Carriageworks building connecting to a new public space for the community at the rear. All gates at the entrances to this route have been removed from the scheme.

The proposed development will comprise four storey block to replace Westmoreland House between Tucketts Building and the Carriageworks building which will be retained and renovated.

The proposals include the provision of 6 disability spaces and a single car club bay, 178 secure cycle parking spaces and a centralised “energy centre” for the site comprising a gas-fired Combined Heat and Power (CHP) unit to act as the lead heat source serving a decentralized heat and power network serving all areas of the building. The applicants state that the heating system will be supplemented by high efficiency, low NOX, gas-fired condensing boilers.

4 Ashley Road

The application proposal still includes the demolition of 4 Ashley Road and Westmoreland House.

STATEMENT OF COMMUNITY INVOLVEMENT

Key Issue J refers to the consultation including the community meetings which have taken place since the Committee Meeting in April 2015.

EQUALITIES ASSESSMENT

Refer to the report presented on 8 April 2015.

RELEVANT PLANNING HISTORY

Refer to the report presented on 8 April 2015.

RESPONSE TO PUBLICITY AND CONSULTATION ON THE REVISED PROPOSALS

These consultation responses should be read in conjunction with the earlier consultation responses summarised in the report presented on 8 April 2015. At that time 938 objections were reported.

Following the receipt of the amended scheme, the revised plans and addendum reports were the subject of an additional three week consultation exercise. Everyone who made representations on the original application were re-consulted and as a result 9 representations (4 indicating that they support, 2 objections and 3 neutral) were received making the following comments:

OBJECTIONS

While “the scheme has been revised to incorporate some of the suggestions made by local people, in order to try to secure planning permission, which will pave the way to millions of pounds of profit for the developer”. It should still be refused because:

Insufficient affordable housing – “It has no social rented accommodation, and a pitiful token ten shared ownership flats.”

The open space provided is not large, as comparisons in the recent presentation have shown not very different from the staircase corner at Cabot Circus, and it will be heavily overshadowed for much of the time.

“The land take is very high, building on much more of the site than the present blocks, and the design cuts the site in two, creating further overshadowing problems and preventing for ever the possibility of a more generous public space in this congested and busy area of Bristol”

“The scheme will demolish Westmoreland House, a distinctive and robust modern building with an important social history and artistic contribution to the cityscape in its own right”

“Demolition of Westmoreland House is “completely unjustifiable on environmental grounds as the massive amount of primary energy embodied in its perfectly reusable concrete frame will be wasted, and vast amounts of resources and CO2 will be used to build a new structure in its place, purely in order to squeeze more profitable accommodation onto the site”

The quality of the housing being offered is not high. For example, individual houses will have gardens with little sunlight, and half of the main block's flats also will never get direct sunlight as they face north east.

Living rooms cited in the presentation at 15m² are “NOT generous”, this is barely enough to put living room furniture in, let alone anything like a desk or dining table if required
Architecturally the replacement for Westmoreland House is bland and goes “against the grain” of Stokes Croft, where each building is different and distinctive.

“The building on Ashley Road is even worse, if anything its reduced height emphasises its lack of architectural presence, becoming just an additional lump of red brick porridge alongside the new Sally Army building - certainly not a building justifying the demolition of a listed house and adjacent trees”

“In summary this is high density, greedy, unaffordable antisocial housing, presented with some skill to look as though it is nodding towards community objections but will still if permitted become a concrete memorial to missed opportunities and lack of political will to stick up for the needy”

Concern about the absence of parking within the scheme: “The area is saturated with parked vehicles as it is so I feel the this development needs to help alleviate the parking problem not add to it. Will there be car parking within the proposed development?”

“The current revised application is what happens when developers from outside the community steamroller over communities, predictably derailing any community-led process. Whatever the community may have wanted in its quixotic vision for this landmark site, it is being steamrolled into a development with puts over a hundred premium priced apartments, with no parking, in the middle of an area that is already congested and in great of genuinely affordable accommodation. The proposed development, which seems highly likely to go through without much more of a murmur, puts a valuation of over £30 million on this site, of which a very large percentage will be exported from Stokes Croft as Pure Profit to the developers and their partners.”

Concern about the overall planning system which as currently design is “bound to secure the wrong results, most of the time. I hope that Stokes Croft will be the Tipping Point in this totally biased and inherently corrupt system, that mainly serves – and is intended to serve – development for profit, rather than the real needs of our oppressed communities.”

“The revised plans, again, show very little green space and small cramped flats crowded into a small area. I object to this on the grounds that it is a money making proposal, made by a wealthy developer when it's surely obvious that in order to build happier, greener cities this is the opposite of what we need. It again shows absolutely no understanding of Stokes Croft or the people that live here.”

SUPPORT

“Although it's a shame the proportion of affordable housing isn't greater, these proposals are a significant improvement on the design which went to committee. It's good to see that the community's views have been taken into consideration.”

“The "Carriageworks square" within the site is an extremely attractive proposition and I definitely favour it.”

“It will do”

HISTORIC ENGLAND (FORMERLY ENGLISH HERITAGE)

Comment as follows:

“We welcome the reduction of scale of the proposals but remain concerned with the proposed new roof form, including dormer windows and materials, to the Carriageworks element of the site. Both the roof and dormers are bulky and should be revised. In addition to concerns regarding their visual bulk, a change in material would better differentiate the original building from the extensive new development to its side and rear.”

Officer Note: Refer to Condition 16.

AVON AND SOMERSET POLICE

Recommend that consideration be given to applying for Secure by Design Certification.

“The proposed development will make a positive contribution to the culture and environment of Stokes Croft and the surrounding area, but if this is to remain a place for the community to be proud of and

attract other communities to visit and reside in this area, then all my past recommendations including within this report and verbally discussed need to be considered to make this development sustainable for the future for the residents and businesses within the Stokes Croft area.”

CARRIAGEWORKS ACTION GROUP (CAG)

The representation from the Carriageworks Action Group with comments on the revised proposal is attached to this report and their comments on each of the reasons for deferral is included in the Key Issues (set out below), however CAG summarise their representation as follows:

“Our primary reference point is the Community Vision (2012). This states that CAG is “keen to work with any organisation that embraces our vision for the future”.

With the changes proposed, overall CAG now supports the application, albeit with some reservations as set out below.

The five months since the April Planning Committee have seen a much improved working relationship between CAG and Fifth Capital. We believe that this has facilitated significant improvements to the development proposals. To ensure that these gains are consolidated and progressed we would ask that the developer and the planners continue to involve CAG in discussions as the planning permission is finalised and the detailed development proposals are worked up.”

BRISTOL CIVIC SOCIETY

The Society’s support for this planning application

“On the 5th January 2015, the Society responded to support this planning application. The Society acknowledges the Applicant’s positive and successful engagement with community groups including the Carriageworks Action Group (CAG) following the Planning Committee’s adjournment of the application and its recommendation to the Applicant to reconsider the ten points that it identified. The Society supports CAG’s response to the amended planning application. “

In addition, the Civic Society recommend that relevant planning conditions are imposed to ensure that work does not commence until approval of remedial works to the Carriageworks building and no part of the development shall be used or occupied until the remedial works for the Carriageworks building are completed in accordance with the approved plans.

REPRESENTATION FROM 108 STOKES CROFT (See Key Issue B)

Representation received confirms that the issues raised in relation to Tucketts buildings (108 Stokes Croft) have been addressed, specifically:

“Issues of overbearing and loss of daylight and sunlight.

They have reduced the height of building block directly behind Tucketts.

They have opened up an entrance to the site directly behind Tucketts.

They have opened up the massing directly behind Tucketts to retain the existing views and light to the north.

They have removed the existing Westmorland house block to the south giving 108 Stokes Croft direct sunlight to the rear from the south.

Rather than increasing problems of Overbearing, reduction in daylight, and reduction in sunlight the revised scheme should now markedly improve the quality of the accommodation in the rear of Tucketts.

They have also indicated on the drawings that they are happy for us to install new windows or shop fronts to the rear of the shop units in 108 to engage with the new public spaces to the rear. (subject to planning obviously)

They also show on their drawing bin stores for 108 which should ensure that the new entrance is not spoiled by any unsightly bins.”

INTERNAL CONSULTATION

BCC CITY DESIGN GROUP Comment as follows:

City Design Group’s comments on the application are contained within the relevant Key Issues Sections. Overall, subject to relevant conditions, City Design Group raise no objection to the application proposal.

BCC TRANSPORT DEVELOPMENT MANAGEMENT Comment as follows:

The removal of gates is an improvement on the previous plans, as there is now no ambiguity about the route through the site being closed at certain times.

The revised loading area allows a large vehicle to unload and then reverse and turn without obstructing the parking bays. It has been tracked using a swept path analysis. This is more satisfactory than the previous plan.

New cycle parking has been added to the plans, in accordance with the recommendation from the previous Committee meeting.

The plan shows a small area of pavement on Ashley Road restored to its proper function. According to our records this is already adopted highway and therefore has been unlawfully blocked in the past. The taper of the building gives extra pavement width as it leads in to the site, but that area does not need to be adopted. The altered pavement will have a width of 2.5 m, which is close to the width of the Stokes Croft pavement (2.8 m), and is considered easily sufficient for this street.

With regard to the issue of a contribution to the improvement of the junction of Ashley Road and Cheltenham Road, the developer has indicated that a partial payment would be more in keeping with guidelines and in our view a level of £50,000 would be in line with the 2007 application and appeal. This junction is to be upgraded in approximately 3 years’ time, subject to funding being available. We are confident that the large increase in population at this site will result in many pedestrian trips to the retail and food/drink outlets on Cheltenham Road and Gloucester Road, and that a contribution to these works falls within the tests for site specific planning obligations.

The developer has removed the car club bay from the plans with an undertaking to provide contributions to an existing car club scheme. In our view this would be best done by providing new residents with car club membership for 3 years, on the basis that this would be negotiated with a local car club. This avoids having to take contributions in this regard, which would require us to make a tender between the various car club companies. There should be a pre-occupation condition to submit a plan for providing car club membership, including identifying the car club provider and showing contractual details, and a post-occupation condition to provide the membership to residents who want it.

Officer Note: An update on a Car Club contribution will be reported at Committee.

RELEVANT POLICIES

National Planning Policy Framework – March 2012

Planning (Listed Buildings & Conservation Areas) Act 1990

Bristol Core Strategy (Adopted June 2011)

BCS2	Bristol City Centre
BCS5	Housing Provision
BCS7	Centres and Retailing
BCS8	Delivering a Thriving Economy
BCS10	Transport and Access Improvements
BCS13	Climate Change
BCS14	Sustainable Energy
BCS15	Sustainable Design and Construction
BCS16	Flood Risk and Water Management
BCS17	Affordable Housing Provision
BCS18	Housing Type
BCS20	Effective and Efficient Use of Land
BCS21	Quality Urban Design
BCS22	Conservation and the Historic Environment

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

DM1	Presumption in favour of sustainable development
DM4	Wheelchair accessible housing
DM8	Shopping areas and frontages
DM10	Food and drink uses and the evening economy
DM14	The health impacts of development
DM19	Development and nature conservation
DM23	Transport development management
DM26	Local character and distinctiveness
DM27	Layout and form
DM28	Public realm
DM29	Design of new buildings
DM30	Alterations to existing buildings
DM31	Heritage assets
DM32	Recycling and refuse provision in new development
DM33	Pollution control, air quality and water quality
DM34	Contaminated land
DM35	Noise mitigation

Bristol Central Area Plan (Adopted March 2015)

BCAP1	Mixed-use development in Bristol City Centre
BCAP2	New homes through efficient use of land
BCAP3	Family sized homes
BCAP13	Strategy for retail development in Bristol City Centre
BCAP14	Location of larger retail development in Bristol City Centre
BCA15	Small scale retail developments and other related uses in Bristol City Centre
BCAP20	Sustainable design standards
BCAP29	Car and cycle parking
BCAP30	Pedestrian routes

SPD10 Planning for a Sustainable future for St. Paul's

KEY ISSUES

Each Key Issue relates to one of the reasons for deferral as set out above.

(A) IS THERE AN ACCEPTABLE QUANTITY AND POSITION FOR THE VISITORS' CYCLE PARKING?

The quantity of cycle visitor parking has been significantly increased. The original scheme included the provision of 189 resident cycle parking spaces, of which 177 secure and 12 were visitor cycle spaces. The revised proposals for the site include the following provision:

- 178 secure cycle spaces for residents (split across three residential bike stores);
- 6 secure cycle spaces for the non-residential uses (within the Carriageworks);and
- 32 visitor cycle spaces (located within the public space, using Sheffield bike stands).

The provision of 216 cycle spaces, including 32 visitor spaces exceeds Bristol City Council's cycle parking standards. The parking is to be located within the public square which is regarded as an appropriate location. This is confirmed in the comments from BCC Transport Officers.

City Design Group comment that that the overall location of the parking within the space is acceptable in principle and note that the finer details of whether it is placed on the market side of the wall/feature and details of the design can be resolved through a condition requiring detailed landscape scheme which is recommended in this case.

(B) DOES THE AMENDED SCHEME INCLUDE AN ACCEPTABLE RELATIONSHIP WITH 108 STOKES CROFT (TUCKETTS BUILDING)?

CAG note that the issues raised in April related to the "boxing-in of the rear of 108 by the new development".

In response to these concerns, amendments have been made to the layout of the scheme and in particular the relationship of the new buildings with 108 Stokes Croft. Specifically the following changes have been made:

- The five storey portion of building to the south of 108 Stokes Croft has been removed.
- The depth of the apartment block facing Stokes Croft has been increased.
- An opening between the Ashley Road building and 108 Stokes Croft has been created by removing the upper floors of the Ashley Road apartment block
- The front elevation of Ashley Road has been altered to expose the flank elevation of 108 Stokes Croft
- The top floor of the Ashley Road block has been removed and the parapet height has been reduced in order to improve the daylight for 108 Stokes Croft, and to improve the visual impact when viewed from street level.
- The size of the public space has been increased in size, by moving the central block

The comments received from 108 Stokes Croft are set out above. It is noted that they no longer object to the application proposal.

City Design Group comment that the proposed development is adequately set back from the Tucketts buildings and the realignment of the route through in the current location is considered to be an improvement from the earlier design. It is noted that while the ground floor presents active frontage onto this route, the opportunity lack of windows and consequently large sections of blank L-shaped elevations on floors are a cause of concern and further windows would have been welcomed. However in the absence of windows to overlook the walkway through (behind Tucketts building), an option to provide a recognisable feature on the wall e.g. green wall could also be considered if done well and recommended to be pursued through a planning condition.

(C) DOES THE AMENDED SCHEME INCLUDE AN ACCEPTABLE RELATIONSHIP WITH ASHLEY ROAD (INCLUDING AN ACCEPTABLE SET BACK)?

The submitted plans indicate that the height of the building to face Ashley Road has been reduced and the building has been set back from the boundary of the site. This will ensure that there is a widened footway along Ashley Road.

City Design Group comment that the amended scheme improves the massing along Ashley Road.

CAG comment that it is “much more in keeping with the Conservation Area and the recommendation of the Planning Inspector in 2010”.

The application proposal therefore includes an acceptable relationship with Ashley Road.

(D) IS THERE AN ACCEPTABLE CONTRIBUTION TOWARDS THE IMPROVEMENT OF THE ASHLEY ROAD/ A38 JUNCTION?

In April it was reported that while Transport DM would have welcomed funds towards making improvements to the Picton Street, Ashley Road and Stokes Croft junction, they were aware of the Inspector’s comments on this (from 2010) in which she said:

“... the contribution required for improvements to an already overloaded junction between Ashley Road, Cheltenham Road and Stokes Croft did not appear to wholly relate to the needs generated by the appeal proposal. I acknowledge that an already saturated junction would be affected by any increase in traffic but the level of contribution (£200k) was not justified.”

One of the reasons for deferring the application in April was to reassess what a contribution of £50,000 could be used for. The Applicants have continued to offer this sum. In response, Transport Development Management note that the junction of Stokes Croft and Ashley Road is to be upgraded in approximately 3 years’ time, subject to funding being available and the sum of money can be set aside for this purpose. They state:

“. We are confident that the large increase in population at this site will result in many pedestrian trips to the retail and food/drink outlets on Cheltenham Road and Gloucester Road, and that a contribution to these works falls within the tests for site specific planning obligations.”

The requirement for this sum is secured by legal agreement.

(E) DOES THE REVISED PROPOSAL INCLUDE AN ACCEPTABLE MANAGEMENT PLAN (WITH INFORMATION ON THE USE OF THE GROUND FLOOR UNITS INCLUDING REVISIONS TO CONDITION 27)?

As part of the recommendation in April, the following condition (Condition 27) was attached:

“Prior to the occupation of each of the commercial unit(s) facing Stokes Croft and Ashley Road by any A1, A3, A4, A5, D1 and D2 use (or combination thereof) hereby permitted a management strategy

should be submitted to and approved in writing by the Local Planning Authority. The scheme should to include the following unless otherwise agreed in writing by the Local Planning Authority:

- (a) Confirmation of the tenant mix
- (b) The way in which the floorspace (layout) will be used
- (c) How the tenants will manage their servicing requirements (including confirmation of refuse and recycling storage within the units and how this will be accessed, the number and type of vehicles arriving at the site each day to deliver and collect goods and what refuse and recycling items are to be collected from where and when
- (d) Location and operation of staff cycle storage

The floorspace shall be occupied in accordance with the approved details and strategies in perpetuity. Any subsequent occupiers of the commercial unit(s) (in perpetuity) shall submit a new management strategy to the Local Planning Authority for approval prior to occupation

Reason: To ensure responsibility for the management of these facilities and to safeguard the appearance of the development, highway safety and the amenities of future and existing residents and businesses.

Concern was expressed about this and Members asked that there be “greater clarity on the use of the units” In response to this, the Applicants have produced a Delivery Management Plan which is entitled: “Developing a strategy for delivering active, vital and viable mixed uses at Westmoreland House and the Carriageworks.” There are a number of key elements to the Management Plan:

1. Target independent retailers: “The MDP have to provide evidence of their marketing strategy for obtaining these types of users, alongside incorporating flexible leasing arrangements, in addition to offering innovative rental structures, such as base and turnover arrangements and to participate in partnership tenants.”
2. Proportion of space to be targeted for retail A1, A2, A3, A4), Business (B1) and “community type uses” (D1, D2): The Applicants state that it is envisaged that the following mix of uses will be “targeted” (recognising that “this will depend on demand from potential occupiers”):

Community / Business / Education	25%
Retail	20%
Studios / Workshops	30%
Food and Drink	25%

3. Business and community space: The Applicants have indicated that:

“The MDP would set out ways in which the studios would be affordable to local users, in addition to start-up businesses, and provide further information on rental levels, service charges and length of tenancy.”

4. The Market Space: The Applicants state that the Carriageworks Public Space has “been designed to be used for a range of activities and events, but has been specifically designed for use as occasional markets”. The market will be organised by a Management Company, the details of which will be set out in the MDP and will be secured by condition.
5. Each resident moving into the development will receive a welcome pack which will clearly state the type of activities that are likely to take place within the public square and it is also envisaged that there will be regular liaison between Management Company and the Council and residents.

This will be targeted through a strategy that will be secured by relevant conditions.

In their representation in support of the Application, CAG welcome the increase in commercial space and comment that they have had “extensive discussions” with the Applicants about the future management of the site. CAG have sought the advice of companies that are experienced in the management of markets and small business units. As a result, CAG welcome the approach put forward by the Applicants for the management of the site, with the following caveats:

- The target should be 100% independent businesses and not 75%.
- Smaller units and sub-division should be encouraged.
- The management plan should be “an organisation with a proven track record” in managing similar sites.

Your Officers are satisfied that through the imposition of relevant conditions, the management strategy proposed is acceptable.

(F) DO THE REVISED PROPOSALS INCLUDE AN ACCEPTABLE LEVEL OF ON SITE RENEWABLES?

The application proposal has been amended to increase the area given to photovoltaic panels. This has been increased from 168 sq.m to 214 sq.m, all of which will have a south/ south west orientation.

The Applicants have indicated that:

“An assessment of other technologies (wind turbines, solar thermal systems, biomass heating and ground source heat pumps) has been undertaken but it has been concluded that the site is not suitable for any alternative technologies.”

The Sustainability Project Manager has commented that the Applicants were challenged to maximise the sustainability benefits of the scheme. Mindful of the historic nature and design of the site, he is satisfied with what has been achieved.

(G) HAVE GATES BEEN REMOVED FROM THE SCHEME?

Following on from the Committee all gates to the scheme have been removed. It is noted that because of alterations to the layout, the Police Architectural Liaison Officer raises no objection to this change.

(H) HAS AN ACCEPTABLE TIMESCALE FOR THE IMPLEMENTATION OF THE SCHEME BEEN INCLUDED?

The standard conditions a 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, is that development commences within three years of the date of the decision.

Following on from the confirmation from Officers at the meeting on 8 April that there is discretion to reduce the time limit of three years, the Applicants have responded by indicating that they would accept a condition requiring commencement within two years. Mindful of the requirement to comply with the pre-commencement conditions (as set out below) a two year condition is considered to be entirely acceptable.

(I) DO THE REVISED PROPOSALS INCLUDE AN ACCEPTABLE AMOUNT OF AFFORDABLE HOUSING?

The scheme presented to committee on 8 April 2015 contained 118 dwellings, of which 8 (equating to 7%) comprised affordable housing. The current scheme contains 112 dwellings, of which 10 (equating to 9%) comprise affordable housing. The affordable housing is made up of five one

bedroom apartments and five two bedroom apartments all of which are to be made available on a shared ownership basis.

Reference should be made to CAG's representation (see appendices). It is noted however that they state that they are disappointed that the proposals have not provided any significant increase in the amount of affordable housing and do not provide any social housing. They note that 10% remains far below the Council's own policy of 30%.

In order to assess whether 10% is the maximum level of affordable housing that can be afforded (in accordance with Core Strategy Policy BCS17), the applicant has been required to rerun the financial appraisal for the current scheme (this document has been made publically available). This is required to take account of changes in the quantum of floor space, as well as increases in sales values and build costs that have occurred since the original appraisal was undertaken.

These changes are as follows:

- A decrease in the amount of "sellable floor space" from 89,340 square feet to 84,206 square feet.
- A decrease in the amount of floor space to be constructed from 112,235 square feet to 105,797 square feet.
- An increase in residential sales values of 4.4% based on Land Registry figures for Bristol.
- An increase of 3.5% in build costs based on Build Cost Information Service figures.

When fed into the appraisal, these changes result in the current scheme generating a slightly lower profit and Residual Land Value than the original scheme, as set out in the following table.

	Original scheme	Current scheme
Profit on Value	19.35%	17%
Residual Land Value	£1,426,820	£1,353,953

In advising the Council on the original scheme, BNP Paribas advised that profit on value levels for residential development would be expected to be in the 15-20% range, with schemes carrying a higher risk being at the upper end of the scale. They concluded that the applicants original profit level was reasonable.

They also advised that the Site Value was £1,575,000, meaning that for a scheme to be considered viable, the Residual Land Value would need to be in excess of this. Therefore the current scheme is considered to be unviable to the value of approximately £220,000. However, it should be noted that, whilst the scheme may be unviable in viability terms, the developer may well still choose to bring it forward.

BNP Paribas concluded that the Council should accept the applicant's offer of eight affordable dwellings, based on the outputs of the original appraisal.

The revised scheme results in a worsening of scheme viability, as the developer is accepting a lower profit and a lower Residual Land Value. Therefore, based on the original advice received from BNP Paribas, officers consider that the improved offer of 10 affordable dwellings is acceptable and that these should be secured by way of a Section 106 Agreement. This is in accordance with Core Strategy Policy BCS17, which allows for an affordable housing provision of less than 40% to be acceptable if viability shows that 40% cannot be afforded.

No other planning obligations are required; however, the scheme will have to make a significant Community Infrastructure Levy (CIL) payment, which is set out elsewhere in this report.

(J) HAS THERE BEEN ADEQUATE ENGAGEMENT WITH COMMUNITY GROUPS, INCLUDING THE CARRIAGEWORKS ACTION GROUP (CAG)?

While this cannot be considered as grounds for refusing these applications, Members asked that there be evidence of engagement with community groups including the Carriageworks Action Group (CAG). In response to this, the Planning Statement submitted by the Applicant identifies the following meetings having taken place since the Committee Meeting on 8 April:

21 April 2015 – The Applicants and their architects met with representatives of CAG “to discuss emerging proposed amendments to the scheme.”

21 May 2015 – The Applicants met with the owner of 108 Stokes Croft.

27 May 2015 – Meeting between your Officers, the Applicants and representatives of CAG to discuss amendments to the scheme.

11 June 2015 – Applicants made a presentation to a community meeting organised by the Applicants.

24 July 2015 – Meeting between the Application Case Officer, the Applicants and representatives of CAG.

20 August 2015 – Within the Applicant’s Planning Statement, this meeting is summarised in the following terms:

“The meeting was specifically designed to respond to the concerns of the Hepburn Road residents to explain the proposals and find ways to mitigate any impacts, especially in terms of overlooking and visual outlook. A number of specially prepared visuals were shown at this meeting to reassure the Hepburn Road residents. This meeting also involved detailed discussions with the CAG regarding the draft Delivery Management Plan”.

CAG comment that the Applicants have taken many steps to “try and convince us that their proposals are worthy of our support”. CAG recognise that since the April Committee “members of the Liaison Group have had a number of productive meetings” with the Applicants. They further note that the Applicants has met with other local parties, including the owner of 108 Stokes Croft.

COMMUNITY INFRASTRUCTURE LEVY (CIL)

An update on the CIL liability will be provided at the committee meeting.

CONCLUSION

The revised proposals would facilitate the positive regeneration of Stokes Croft. Your Officers have assessed this application proposal on the basis of Development Plan policy and have determined that the revised proposals comply with this policy and therefore these applications can be supported.

RECOMMENDATION

Application (A) 14/05930/F

That the applicant be advised that the Local Planning Authority is disposed to grant planning permission, subject to the completion, within a period of six months from the date of this committee, or any other time as may be reasonably agreed with the Service Director, Planning and Sustainable Development and at the applicant's expense, of a planning agreement made

under the terms of Section 106 of the Town and Country Planning Act 1990 (as amended), entered into by the applicant, Bristol City Council and any other interested parties to cover the following matters:

- (A) The provision of 10 affordable shared ownership units.
- (B) The provision of £50,000 as a contribution towards improvements to the junction of Ashley Road and Stokes Croft.
- (C) That the Head of Legal Services be authorised to conclude the Planning Agreement to cover matters in recommendation (A).
- (D) That on completion of the Section 106 Agreement, planning permission be granted, subject to the following conditions:

Time limit for commencement of development

1. Full Planning Permission

The development hereby permitted shall begin before the expiration of two 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 commencement condition(s)

2. Land affected by contamination - Site characterisation

No development shall take place until an investigation and risk assessment, in addition to any assessment provided with the planning application, has been completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme should be submitted to and be approved in writing by the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:

(i) a survey of the extent, scale and nature of contamination;

(ii) an assessment of the potential risks to:

- * human health,
- * property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
- * adjoining land,
- * groundwaters and surface waters,
- * ecological systems,
- * archaeological sites and ancient monuments;

(iii) an appraisal of remedial options, and proposal of the preferred option(s).

This must be conducted in accordance with DEFRA and the Environment Agency's "Model Procedures for the Management of Land Contamination, CLR 11".

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

3. Land affected by contamination - submission of remediation scheme

No development shall take place until a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment has been prepared, submitted to and approved in writing by the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

4. Land affected by contamination - implementation of approved remediation scheme

In the event that contamination is found, no development other than that required to be carried out as part of an approved scheme of remediation shall take place until the approved remediation scheme has been carried out in accordance with its terms. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced, and be approved in writing of the Local Planning Authority.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

5. Construction environment management plan

No development shall take place including any works of demolition until a construction a method statement in respect of construction environment management plan has been submitted to, and approved in writing by the Local Planning Authority. The approved statement shall be adhered to throughout the construction period. The statement shall provide for

- Procedures for maintaining good public relations including complaint management, public consultation and liaison
- Procedure for the sensitive relocation of the existing occupants of the site.
- Arrangements for liaison with the Council's Pollution Control Team
- Hours of operation/work.

- Deliveries to and removal of plant, equipment, machinery and waste from the site must only take place within the permitted hours.
- There will be an expectation that no work will take place on Sundays or Bank Holidays.
- Procedures for emergency deviation of the agreed working hours.
- Control measures for dust and other air-borne pollutants. This must also take into account the need to protect any local resident who may have a particular susceptibility to air-borne pollutants.
- Method of prevention of mud being carried onto highway.
- Measures for controlling the use of site lighting whether required for safe working or for security purposes.
- Parking of vehicle of site operatives and visitors.
- Pedestrian and cyclist protection measures.
- Proposed temporary traffic restrictions.
- Arrangements for turning vehicles.

Reason: In the interests of protecting the environment and surrounding area and amenity.

6. Development shall not commence until details of a scheme for the retention of the bats' roosts and the retention of the bats' existing accesses or the provision of alternative new roosts or accesses, has been submitted to and approved in writing by the local planning authority.

The scheme shall include a programme for the implementation of the development which minimises any impacts on bats including the provision of suitable voids or crevices for bats, bat boxes, bat tubes, bat bricks or similar, 'soft strip' demolition methods and measures to minimise light pollution. The development shall be carried out in accordance with the approved scheme or any amendment to the scheme as approved in writing by the local planning authority.

Reason: to enable the local planning authority to retain control over development in order to safeguard bats and their roosts which are specially protected by law.

7. All site clearance and construction works shall be carried out in strict accordance with the recommendations in the submitted ecological appraisal (survey report) dated November 2014, unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of the protection and welfare of legally protected and priority species.

8. Prior to clearance of the site, a detailed method statement for clearance works with respect to the potential presence of slow-worms, to be prepared by a suitably qualified ecologist shall be submitted to and agreed in writing by the local planning authority. Works shall then proceed in accordance with the agreed method statement.

Reason: To ensure that if legally protected reptiles are present on the site that they are not harmed.

9. Prior to occupation details of a landscaping scheme including new boundary treatments shall be submitted and agreed in writing by the Local Planning Authority.

Reason: To protect the wildlife features on site.

10. No clearance of vegetation or structures suitable for nesting birds, shall take place between 1st March and 30th September inclusive in any year without the prior written approval of the local planning authority. The authority will require evidence provided by a suitably qualified ecologist that no breeding birds would be adversely affected before giving any approval under this condition.

Reason: To ensure that wild birds, building or using their nests are protected.

11. Prior to commencement of development details shall be submitted providing the specification, orientation, height and location for built-in bird nesting and bat roosting opportunities. This shall include built-in bird boxes to including swift boxes, house sparrow and song bird boxes.

Bat boxes or bat tubes as built-in bat boxes and insect hotels should also be provided to a standard agreed in writing with the Local Planning Authority.

Reason: To help conserve legally protected bats and birds which include priority species and to conserve invertebrates.

12. No development shall take place including any works of demolition until the developer/occupier enters into an agreement with the City Council to produce and implement a strategy that aims to maximise the opportunities for local residents to access employment offered by the development. The approved strategy shall be undertaken in accordance with an agreed timetable.

Reason: In recognition of the employment opportunity offered by the development

13. Notwithstanding any materials noted on any approved plans, sample panels of all the external materials and finishes to all buildings, associated plant areas, walls, hard landscape features including paved surfaces, demonstrating coursing, jointing and pointing to the masonry, are to be erected on site and approved in writing by the Local Planning Authority before the relevant parts of the work are commenced, unless otherwise agreed in writing by the Local Planning Authority. The development shall be completed in accordance with the approved details, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the external appearance of the building is satisfactory and that the character, appearance and setting of surrounding Conservation Areas and Listed Buildings would not be harmed.

14. Prior to the commencement of any construction works for the development a Public Art Plan shall be submitted to and approved in writing by the Local Planning Authority. This shall set out the specific commissions development, a procurement process and programme illustrating how the public art commission(s) within the building accord with the City Council's Public Art Policy and Strategy. The Public Art Plan shall also contain budget allocations, a timetable for delivery and details of future maintenance responsibilities and requirements. The delivery of public art shall then be carried out in full accordance with the agreed Public Art Plan timetable and the agreed budget set out in the document unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure an appropriate Public Art Scheme is delivered

15. Prior to the commencement of any construction works for the development a Cultural Programme Delivery Plan shall be submitted to and approved in writing by the Local Planning Authority. This shall set out the details of the Cultural Programme Steering Group, coordinated by an appointed programme manager. This Delivery Plan shall set out clear principles for the delivery of cultural projects to be delivered within the site.

Reason: In the interests of the proper management of the site.

16. Further details before relevant element started

Notwithstanding the details shown on the submitted plans, detailed drawings of the following shall be submitted to and be approved in writing by the Local Planning Authority before the relevant part of work is begun. The detail thereby approved shall be carried out in accordance with that approval.

- a) Detailed design of roof dormers on Grade II Carriageworks
- b) Detailed design of replacement windows on Grade II Carriageworks

Reason: In the interests of visual amenity and the character of the area.

17. To ensure implementation of a programme of archaeological works

No development shall take place within the area indicated on plan number A2493 100 R20 until the applicant/developer has secured the implementation of a programme of archaeological work, in accordance with a Written Scheme of Investigation which has been submitted by the developer and approved in writing by the Local Planning Authority.

The scheme of investigation shall include an assessment of significance and research questions; and:

- * The programme and methodology of site investigation and recording
- * The programme for post investigation assessment
- * Provision to be made for analysis of the site investigation and recording
- * Provision to be made for publication and dissemination of the analysis and records of the site investigation
- * Provision to be made for archive deposition of the analysis and records of the site investigation
- * Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.

Reason: To ensure that archaeological remains and features are recorded prior to their destruction.

18. To secure the recording of the fabric of buildings of historic or architectural importance

No redevelopment or refurbishment of shall take place until the applicant/developer has recorded those parts of the building which are likely to be disturbed or concealed in the course of redevelopment or refurbishment. The recording to be carried out by an archaeologist or archaeological organisation approved by the Local Planning Authority.

Reason: To ensure that features of archaeological or architectural importance within a building are recorded before their destruction or concealment.

19. No marketing of the non-residential accommodation shall take place until a Delivery Management Plan has been submitted to and approved in writing by the Local Planning

Authority. The Delivery Management Plan shall include details of the establishment of a Management Company, which will oversee:

1. The delivery of a strategy for the targeting of Independent Retailers
2. The delivery of a strategy to ensure the targeting of local users, including details of the affordability of the studios and community and education space to local users. This would include information on rental levels, service charges and the length of tenancies.
3. The provision of a market place within the site, including details of its promotion and management.
4. The establishment of a Management Liaison Group (including representatives from the Stokes Crofts traders, new residents and neighbours).
5. The provision management plan for events and a booking system for the public spaces within the scheme.
6. The provision of a 'Welcome Pack' for new residents.
7. The establishment of a Residents' Liaison Group

Reason: To ensure the proper management of these facilities and to safeguard the appearance of the development, highway safety and the amenities of future and existing residents and businesses.

20. No building or use hereby permitted shall be occupied or use commenced until the facilities for loading, unloading, circulation and manoeuvring have been completed in accordance with the approved plans. Thereafter, these areas shall be kept free of obstruction and available for these uses.

Reason: To ensure that there are adequate servicing facilities within the site in the interests of highway safety.

Pre occupation condition(s)

21. No commencement of use of each of the individual commercial units for either Use Class A3, A4 or A5 at the development shall take place until there has been submitted to and approved in writing, by the Council, an Odour Management Plan, setting out cleaning, maintenance and filter replacement policies. The plan should include a written recording system to record and demonstrate when all such work is carried out.

Reason: To safeguard the residential amenity of occupiers above the use and nearby

22. No commencement of use of each of the individual commercial units for either Use Class A3, A4 or A5 at the development shall take place until details of ventilation system for the extraction and dispersal of cooking odours including details of the flue, method of odour control, noise levels and noise attenuation measures has been submitted to and approved in writing by the Council.

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

Reason: To safeguard the amenity of occupiers above the use and nearby

23. 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 related to that building or use, 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.

24. No building or use hereby permitted shall be occupied or the use commenced until the means of access for pedestrians and/or cyclists related to that building or use have been constructed in accordance with the approved plans and shall thereafter be retained for access purposes only.

Reason: In the interests of highway safety.

25. No building or use hereby permitted shall be occupied or the use commenced until the cycle parking provision related to that building or use 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.

26. Land affected by contamination - Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken and where remediation is necessary a remediation scheme must be prepared, which is to be submitted to and be approved in writing by the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

27. Prior to the commencement of each use hereby approved, a detailed lighting report by a suitably qualified Lighting Engineer shall be submitted and approved in writing by the Local Planning Authority (any light created by reason of the development shall not exceed 5Lux as calculated at the windows of the nearest residential properties). The report should include details of any external lighting (including any decorative lighting in the courtyard and security lighting) and associated light spill plans unless otherwise agreed in writing by the Local Planning Authority.

Reason: In order to safeguard the amenities of adjoining occupiers.

28. Details (including drawings where necessary) of the following shall be submitted to and approved in writing by the Local Planning Authority before the residential accommodation use hereby permitted commences unless otherwise agreed in writing by the Local Planning Authority. The detail thereby approved shall be carried out in accordance with that approval
- a) Door and gate entry systems for all student accommodation accesses including main entrance lobbies, courtyard accesses, each floor access points, cycle and refuse and recycling stores
Reason: These details need careful consideration and approval and to ensure the development is safe and secure
29. To ensure completion of a programme of archaeological works
- No building shall be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition and the provision made for analysis, publication and dissemination of results and archive deposition has been secured.
- Reason: To ensure that archaeological remains and features are recorded and published prior to their destruction.

Post occupation management

30. No more than 202 sq. m (20%) of the non-residential floorspace shall be occupied by retail uses (A1-A2) in accordance with the approved details and shall be retained unless agreed with the Local Planning Authority.
- Reason: To ensure responsibility for the management of these facilities and to safeguard the appearance of the development, highway safety and the amenities of future and existing residents and businesses.
31. No more than 252.5 sq. m (25%) of the non-residential floorspace shall be occupied by food and drink uses (A3-A5) in accordance with the approved details and shall be retained unless agreed with the Local Planning Authority.
- Reason: To ensure responsibility for the management of these facilities and to safeguard the appearance of the development, highway safety and the amenities of future and existing residents and businesses.
32. No more than 303 sq. m (30%) of the non-residential floorspace shall be occupied by B1 uses in accordance with the approved details and shall be retained unless agreed with the Local Planning Authority.
- Reason: To ensure responsibility for the management of these facilities and to safeguard the appearance of the development, highway safety and the amenities of future and existing residents and businesses.
33. No more than 252.5 sq. m (25%) of the non-residential floorspace shall be occupied by community business/ education uses (D1 and D2) in accordance with the approved details and shall be retained unless agreed with the Local Planning Authority.
- Reason: To ensure responsibility for the management of these facilities and to safeguard the appearance of the development, highway safety and the amenities of future and existing residents and businesses.

34. Activities relating to the collection of refuse and recyclables and the tipping of empty bottles into external receptacles (ground floor commercial uses only) shall only take place between 08.00 and 20.00 Monday to Saturday and not at all on Sundays or Bank Holidays.

Reason: In order to safeguard the amenities of future and adjoining occupiers.

35. Activities relating to deliveries (ground floor commercial uses only) shall only take place between 08.00 and 20.00 Monday to Saturday and not at all on Sundays or Bank Holidays.

Reason: In order to safeguard the amenities of future and adjoining occupiers

36. The rating level of any noise generated by plant & equipment as part of the development shall be at least 5 dB below the pre-existing background level as determined by BS4142: 1997- "Method of rating industrial noise affecting mixed residential and industrial areas".

Reason: In order to safeguard the amenities of future and adjoining occupiers.

List of approved plans

37. 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.

501 Demolition first floor plan, received 2 December 2014
500 Demolition ground floor plan, received 2 December 2014
502 Demolition second floor plan, received 2 December 2014
503 Demolition plan third floor plan, received 2 December 2014
504 Demolition fourth floor plan, received 2 December 2014
505 Demolition fifth floor plan, received 2 December 2014
506 Demolition sixth floor plan, received 2 December 2014
A2493 200 R25 , received 2 September 2015
A2493 201 R25 , received 2 September 2015
A2493 202 R25 , received 2 September 2015
A2493 203 R25 , received 2 September 2015
A2493 204 R25 , received 2 September 2015
A2493 205 R25 , received 2 September 2015
A2493 206 R25 , received 2 September 2015
A2493 207 R25 , received 2 September 2015
A2493 300 R25 , received 2 September 2015
A2493 301 R25 , received 2 September 2015
A2493 303 R25 , received 2 September 2015
A2493 304 R25 , received 2 September 2015
A2493 310 R25 , received 2 September 2015

Reason: For the avoidance of doubt.

Application (B) 14/05982/LA

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

Reason: As required by Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended by Section 51 of the Planning and Compulsory Act 2004.

2. Notwithstanding any materials noted on any approved plans, sample panels of all the external materials and finishes to all buildings, associated plant areas, walls, hard landscape features including paved surfaces, demonstrating coursing, jointing and pointing to the masonry, are to be erected on site and approved in writing by the Local Planning Authority before the relevant parts of the work are commenced, unless otherwise agreed in writing by the Local Planning Authority. The development shall be completed in accordance with the approved details, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the external appearance of the building is satisfactory and that the character, appearance and setting of surrounding Conservation Areas and Listed Buildings would not be harmed.

3. To secure the recording of the fabric of buildings of historic or architectural importance

No redevelopment or refurbishment of shall take place until the applicant/developer has recorded those parts of the building which are likely to be disturbed or concealed in the course of redevelopment or refurbishment. The recording to be carried out by an archaeologist or archaeological organisation approved by the Local Planning Authority.

Reason: To ensure that features of archaeological or architectural importance within a building are recorded before their destruction or concealment.

- 4 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.

501 Demolition first floor plan, received 2 December 2014
500 Demolition ground floor plan, received 2 December 2014
502 Demolition second floor plan, received 2 December 2014
503 Demolition plan third floor plan, received 2 December 2014
504 Demolition fourth floor plan, received 2 December 2014
505 Demolition fifth floor plan, received 2 December 2014
506 Demolition sixth floor plan, received 2 December 2014
A2493 200 R25 , received 2 September 2015
A2493 201 R25 , received 2 September 2015
A2493 202 R25 , received 2 September 2015
A2493 203 R25 , received 2 September 2015
A2493 204 R25 , received 2 September 2015
A2493 205 R25 , received 2 September 2015
A2493 206 R25 , received 2 September 2015
A2493 207 R25 , received 2 September 2015
A2493 300 R25 , received 2 September 2015
A2493 301 R25 , received 2 September 2015
A2493 303 R25 , received 2 September 2015
A2493 304 R25 , received 2 September 2015
A2493 310 R25 , received 2 September 2015

Reason: For the avoidance of doubt.

Advices for 14/05930/F

1. An asbestos survey should be carried out prior to any works commencing, any asbestos must be removed in accordance with the Control of Asbestos Regulations.

2. The roofs should be covered with local low-nutrient status aggregates (not topsoil) and no nutrients added. Ideally aggregates should be dominated by gravels with 10 - 20% of sands. On top of this there should be varying depths of sterilized sandy loam between 0 - 3 cm deep. An overall substrate depth of at least 10 cm of crushed demolition aggregate or pure crushed brick is desirable. The roofs should include areas of bare ground and not be entirely seeded (to allow wild plants to colonise) and not employ Sedum (stonecrop) because this has limited benefits for wildlife. The roofs should include local substrates, stones, shingle and gravel with troughs and mounds, piles of pure sand 20 - 30 cm deep for solitary bees and wasps to nest in, small logs, coils of rope and log piles of dry dead wood to provide invertebrate niches (the use of egg-sized pebbles should be avoided because gulls and crows may pick the pebbles up and drop them). Deeper areas of substrate which are at least 20 cm deep are valuable to provide refuges for animals during dry spells. An area of wildflower meadow can also be seeded on the roof for pollinating insects. Please see www.livingroofs.org for further information and the following reference: English Nature (2006). Living roofs. ISBN 1 85716 934.4
3. Please note that if slow-worms are found on site that features to promote their conservation such as a hibernaculum and the retention or provision of suitable vegetation, should be incorporated within the method statement. Please also note that slow-worms can only be translocated (moved) when they are active, which is usually between April and September inclusive.
4. Prior to commencement of development, details for any proposed external lighting shall be submitted and agreed in writing by the Local Planning Authority. This shall include a lux level contour plan, and should seek to ensure no light spill outside of the site boundaries. Guidance: According to paragraph 125 (page 29) of the National Planning Policy Framework (2012), 'By encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.'
5. Bird boxes should be installed to face between north and east to avoid direct sunlight and heavy rain. Bat boxes should face south, between south-east and south-west. Bird boxes should be erected out of the reach of predators. For small hole-nesting species bird boxes should be erected between two and four metres high. Bat boxes should be erected at a height of at least four metres, close to hedges, shrubs or tree-lines and avoid well lit locations.

Swifts

6. Internal nest trays or boxes are particularly recommended for swifts. Swift bricks are best provided in pairs or groups (e.g. two or three on a building, avoiding windows) at least one metre apart. This is because they are usually colonial nesters. Swift boxes/bricks are best located on north or east facing walls, at least 5 metres high, so that there is a clear distance (drop) below the swift boxes/bricks of 5 metres or more so that there is space for the swifts to easily fly in and out of the boxes.

House Sparrows

7. House sparrow boxes should be grouped together because they nest communally. Please note that the RSPB does not recommend the use of house sparrow terraces in new build projects because they are seldom used by more than one pair of birds. Instead house sparrow nesting boxes should be used which should be located at least 1.5 metres apart. Bird boxes should be installed to face between north and east to avoid direct sunlight and heavy rain. Bird boxes should be erected out of the reach of predators. House sparrow boxes should be erected between two and four metres high.

Minor Works to the Highway

8. The development hereby approved includes the carrying out of work on the public highway. You are advised that before undertaking the work on the highway you must enter into a highway agreement under s184 or s278 of the Highways Act 1980 with the Council. You will be required to pay fees to cover the Council's costs in undertaking the approval and inspection of the works. You should contact the Highways Asset Management Team on 0117 9222100

Restricted parking permits

9. Note that in deciding to grant permission, the Committee/Planning Service Director also decided to recommend to the Council's Executive in its capacity as Traffic Authority in the administration of the existing Controlled Parking Zone of which the development forms part, that the development should be treated as car free / low-car and the occupiers ineligible for resident parking permits.

APPENDICES

- 1. Report presented to Planning Committee A on 8 April 2015**
- 2. Representation received from Carriageworks Action Group**

Report presented to Planning Committee A on 8 April 2015

SUMMARY

These applications for the comprehensive redevelopment of the Westmoreland House and Carriageworks site in Stokes Croft have been submitted by Fifth Capital London including the provision of new housing and a variety of ground floor uses including retail, have been brought to the Development Control Committee due to the prominent and important nature of the site.

It is recognised that there have been objections from nearby residents and the Carriageworks Action Group (CAG) and this in part is also why the applications have been brought to Committee.

It is considered that the proposal would facilitate the redevelopment of a prominent site and would assist in bringing a vacant site back into active use. This is regarded as a benefit to the wider community. The proposal presents a form of development that would not harm the character and appearance of this part of the City Centre including the setting of the listed building and the Conservation Area. Issues of proposed uses, amenity, sustainability, access and ecology are considered to have been adequately addressed.

The applications are recommended for approval.

SITE DESCRIPTION

The application site covers an area of 0.51 hectares and is located close to the junction of Stokes Croft and Ashley Road at the foot of a hillside within the Stokes Croft Conservation Area that adjoins both the Montpelier and the Cotham and Redland Conservation Areas.

The Stokes Croft Conservation Area Character Appraisal (2007) states that alongside buildings of architectural quality there are a number of blighted properties with pockets enjoying regeneration and revival.

The application site occupies a prominent position adjoining and behind Tucketts Buildings, 108, 108a and 108b Stokes Croft. Tucketts Buildings faces and is highly visible turning the corner of the junction and partially closes the view down Cheltenham Road.

All the buildings on the site are in a dilapidated and derelict condition. Westmoreland House is a former 1960's office building which includes a tower that is visible behind Tucketts Buildings. In addition the site also encompasses the former Carriageworks fronting Stokes Croft that is a Grade II* listed building and 4 Ashley Road, a Grade II listed house described as from the late 18th century. The A38 radial route to the nearby City Centre runs along Cheltenham Road and Stokes Croft.

Condition of the Existing Buildings

In support of their application, the Applicants submitted a Condition Report which concluded the following:

Carriageworks

“The rear elevation of the Carriageworks appears in a relatively stable condition compared with the dilapidated state elsewhere at the rear of building. The masonry within the elevation construction appears relatively sound, where seen, although various areas of repair are required. It is likely that the external render / plaster surfacing contributes to the overall solidity of the wall, so removal of this surface, if under consideration, may require alternative measures to be carried out for the elevation integrity to be maintained.”

4 Ashley Road

In respect of 4 Ashley Road, the Condition Report states:

“The structure of the building where visible from our inspection, appears generally in a very poor condition and state of considerable dereliction. The lack of permanent roof covering and exposure to the elements, combined with the considerable vegetation growth, have had a severe adverse effect on the condition and stability of the building. We consider almost total reconstruction would be found necessary if the building is to be retained and put into viable condition for reuse.”

Westmoreland House

Westmoreland House is a concrete office block which is identified as having a negative impact on the Conservation Area. The size of the building in its current state of dereliction dominates views into the site.

The Applicants have indicated that a visual assessment has been undertaken and it is noted that there is a large hole in an area of the first floor slab, with vegetation growing through it. It is unknown how the floor slab in this area is supported. It has been recommended to the Applicants that the building structure is externally scaffolded to provide a safe means of access to each floor to allow a full structural assessment. On site, it has been noted that there are many trip hazards and unknown objects within the building and a review of the risk assessment as well as considering a personal risk assessment was required prior to entering and would be monitored throughout for any visits for yet unknown hazards or danger.

DETAILS OF THE APPLICATIONS

These are applications for full planning permission and listed building consent for the comprehensive redevelopment of the Westmoreland House and Carriageworks site in Stokes Croft including the demolition of Westmoreland House and 4 Ashley Road and the creation of the following:

118 dwellings comprising:

59 x 1 bedroom units (all flats).

35 x 2 bedroom units comprising 32 flats and 3 duplexes.

24 x 3 bedroom units comprising 15 flats and 9 houses.

The affordable provision (7% of the total provision) comprises:

1 x 1 bed flat (12.5% of the total affordable provision)

6 x 2 bed flats (75% of the total affordable provision)

1 x 3 bed flats (12.5% of the total affordable provision)

The residential development has been designed to comply with the criteria set out in the Lifetime Homes. The sustainability targets that the development aims to achieve are Code for Sustainable Homes Level 4 and BREEAM Domestic Refurbishment “Very Good”.

The breakdown of residential accommodation is as follows:

Block	Units	Mix					HR Habitable Room	Areas Sq. m.
		Studio	1 bed	2 bed	3 bed	4 bed		
A	18	0	6	11	1	0	49	12,013
B	71	0	46	12	13	0	180	46,177
C	8	0	1	6	1	0	24	6,071
D	12	0	6	6	0	0	30	7,427
E	4	0	0	0	4	0	16	4,392
F	5	0	0	0	5	0	20	5,490
Total	118	0	59 (50%)	35 (30%)	24 (20%)	0	7,572	81,569

The application proposal includes the provision of 659 square metres of “flexible community and commercial space at ground floor to create a permeable and active frontage.”

The proposal includes the provision of a pedestrian route through the Carriageworks building connecting to a new public space for the community at the rear. This walkway will be managed by a management company.

The proposals include the provision of 6 disability spaces and a single car club bay, 178 secure cycle parking spaces and a centralised “energy centre” for the site comprising a gas-fired Combined Heat and Power (CHP) unit to act as the lead heat source serving a decentralized heat and power network serving all areas of the building. The applicants state that the heating system will be supplemented by high efficiency, low NOX, gas-fired condensing boilers.

The application proposal includes the demolition of 4 Ashley Road and Westmoreland House and their replacement and the restoration of the Carriageworks building including the façade facing Stokes Croft. It includes the redevelopment of the site to create a residential led mixed use development, including the creation of a four storey building on either side of Tuckets Building on Ashley Road and Stokes Croft and the creation of two inner amenity areas within the site surrounded by 3 and 6 storey residential blocks.

Access

A pedestrian link from Stokes Croft through to Ashley Road is proposed. Vehicular access to the parking area will be from Ashley Road. Access to this parking will be by way of a shared surface.

Access to refuse vehicles and deliveries will be from the Ashley Road shared surface access.

Management and Security

The development will be organised, monitored and maintained by a management company on standard lease terms.

In addition there will be an Operational Management Plan (to be secured by condition) that we have already highlighted within the submission of additional information by the applicant's transport consultants WSP (by letter 2 March 2015) the details of which will be secured by condition. The Operational Management Plan will include

Details of the operation of the CCTV

Refuse collection

General Servicing

Gates will be incorporated into the public access points. The access ways will be and there will CCTV (operated by the Management Company). Fob access will be provided for the applicants.

"The continual management of the site will be critical for effectively controlling the access points. Through a clear management strategy, the gates and other access points will be closed during the hours of darkness. This is to prevent potential anti-social behaviour".

The glazing specification of ground and first floor windows and balcony doors will meet Secured by Design requirements.

STATEMENT OF COMMUNITY INVOLVEMENT

The Applicant has submitted a Statement of Community Involvement which sets out the measures that they have undertaken to involve local residents and amenity groups in the evolution of the proposals for the site. This has included a series of public meetings and exhibitions.

The Applicants describe the key outcomes of the consultation being as follows:

- The creation of a public route through the site.
- More detailed landscaped proposals for both the public Carriageworks space and the communal residential gardens.
- Lowering of the overall height of the building.
- The appointment of consultants, Future City, to create a public art and cultural strategy for the site.

EQUALITIES ASSESSMENT

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development. Overall, it is considered that the determination of this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010.

EIA SCREENING OPINION

On 28 July 2014, the Council wrote the applicants to provide a formal screening opinion confirming

that under the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended) that the proposed development would not have an impact on the environment of such significance as to require the submission of an Environmental Statement. This was a judgement made under standard procedure.

RELEVANT PLANNING HISTORY

The most recent determined planning application for the comprehensive redevelopment of the site was Application 07/05763/F for the part refurbishment and part demolition of existing buildings to provide 147 self-contained flats (Class C3), 6 live/work units, with shops at ground level and provision of a three level parking facility - including alterations to the listed building (Carriageworks) demolition of listed No. 4 Ashley Road and refurbishment and extension of unlisted building was refused permission on 22 April 2009 for the following reasons:

1. The proposed development due to the mix of residential units would fail to provide an adequate mix of housing sizes, namely family sized accommodation of 3 beds and above. As such the proposal would fail to maintain or create an attractive, balanced and sustainable community to the detriment of the character and identity of the area. Furthermore, the proposed development fails to provide adequate private amenity space for the family sized (3 bedroom) residential accommodation. As such, the proposal is contrary to Policy H6A of the Proposed Alterations to the Bristol Local Plan, Feb 2003, Policy 33 of the Joint Replacement Structure Plan Adopted September 2002, Supplementary Planning Document 10: Planning a sustainable future for St Paul's, December 2006, Bristol Local Plan Policy Advice Note 1 'Residential Guidelines' Nov 1993, Planning Policy Statement 1: 'Delivering Sustainable Development', 2005 and Planning Policy Statement 3: Housing, 2006.
2. The proposed development fails to provide an acceptable package of planning obligations in order to mitigate the impacts of the development, namely the provision of affordable housing, transport mitigation measures, education, library facilities, recreational open space, local labour initiatives and public art. The proposal is therefore contrary to policy CC1, H6, H9, M1, EC7, EC10, NE12, L2 and L10 of the Adopted Bristol Local Plan, 1997 and CC1, IN1, H6, H9, M1, EC7, B5B, NE12, L2, B5A, H6A, of the Proposed Alterations to the Bristol Local Plan, 2003, PAN12 'Affordable Housing', Adopted Jan 2001, SPD 4 'Achieving Positive Planning through the use of Planning Obligations', October 2005, SPD 6 'Economic Contributions from New Development', October 2005, Supplementary Planning Document 10: 'Planning a sustainable future for St Paul's', December 2006, Planning Policy Statement 1: 'Delivering Sustainable Development', 2005 and Planning Policy Statement 3: Housing, 2006.
3. The development fails to provide sufficient evidence for the survival of potentially important archaeological features, or to demonstrate that such features, should they survive, will be adequately protected, contrary to Planning Policy Guidance 16, 1990, policy B22 of the Adopted Bristol Local Plan, 1997 and the Proposed Alterations to the Bristol Local Plan, 2003 and SPD 7 'Archaeology and Development', March 2006.

Alongside this, Application 07/0564/LA – Listed Building Consent for the part refurbishment and part demolition of existing buildings to provide 147 self-contained flats (Class C3), 6 live/work units with shops at ground level and provision of a three level parking facility, including alterations to the listed building (Carriageworks), demolition of listed building no. 4 Ashley Road and refurbishment and extension of the unlisted building was refused on 22 April 2009 for the following reasons:

1. The proposed extension to the Grade II* Carriageworks building, due to its scale, height, massing, width, depth, form and detailed design, would harm the special architectural and historic interest of the Grade II* listed building. There is also a significant failure to adequately justify the need for the proposed extension with inadequate detail provided. The proposal is

therefore contrary to Policies B13, B19 and B20 of the Adopted Bristol Local Plan December 1997 and Policies B13, B19 and B20 of the Proposed Alterations to the Bristol Local Plan, 2003, in addition to Planning Policy Guidance 15: Planning and the Historic Environment, 1994 and Supplementary Planning Document 10: 'Planning a Sustainable Future for St Paul's', 2006.

2. The submitted application fails to justify the demolition of the Grade II Listed Building at No. 4 Ashley Road, due to the failure to fully explore the options for the retention and re-use of this building as part of the wider redevelopment of the application site. There is therefore a failure to document why demolition is the only option in this case. As such, the proposal fails to preserve the special architectural and historic interest of the listed building and is accordingly contrary to Policies B13, B19 and B20 of the Adopted Bristol Local Plan December 1997 and Policies B13, B19 and B20 of the Proposed Alterations to the Bristol Local Plan, 2003, in addition to Planning Policy Guidance 15: Planning and the Historic Environment, 1994 and Supplementary Planning Document 10: 'Planning a Sustainable Future for St Paul's', 2006.

These decisions were subject to an appeal heard at an Inquiry that took place in February and March 2010 (APP/Z0116/E/09/2113943 and APP/Z0116/A/09/2113942). Both appeals were dismissed with the Inspector concluding:

“The proposal would bring about the much needed restoration of a grade II* listed building and the redevelopment of a derelict site in a prominent location in the Stokes Croft Conservation Area. It offers a high density primarily residential development on brownfield land in a highly sustainable location. Nevertheless, the harm I have identified to the setting of the grade II* listed building together with the scale of Westmoreland House, the lack of a mixed development in terms of unit size and tenure, and the lack of contributions for affordable housing and to offset the needs generated by the development outweigh the benefits of the proposal. Therefore, listed building consent and planning permission should be refused.”

RESPONSE TO PUBLICITY AND CONSULTATION

The applications were publicised jointly by means of press advertisement, site notices and letters to adjoining residents.

At the time of the preparation of the report, a total of 938 objections to the proposal had been received and 21 in support.

In addition, following the completion of the report, a further 423 additional objections were received making points along the line of those summarised below. Your Officers have had insufficient time to process these additional objections and are unable to confirm whether there is any duplication. It is clear though from the public consultation undertaken that there is overwhelming opposition to the current application process.

Objections

Concern about the loss of the existing buildings on the site

- Westmoreland House is an important historic building in its own right and should be retained.
- “This building in its current guise is one of the iconic hallmarks of the Stokes Croft area, and its loss would be a further nail in the coffin of the identity that the area represents to the citizens.”

- “The Carriageworks building holds a lot of history and although to some it is seen as an eye-sore, to most, it is the true identity of Stokes Croft. Right at the heart, it stands proud in its shabby way.”
- The application proposal will alter the character of the area forever.
- “... perhaps some elementary research into Godwin and his distinctive gothic buildings is necessary before this jewel of Bristol Byzantine is lost.”
- 4 Ashley Road: The grand house should be rebuilt.
- “Concern about the demolition of Westmoreland House and No.4 Ashley Road, which should be saved and redeveloped – “The Council should have done something sooner to save them from neglect.”
- “This building is how people recognise the area. The artwork is amazing and people are always trying to change the area. Yet, nobody lets the community build itself! Give the building to the people, the rest of Bristol has already been sold off. There will be no tradition or history left. Most of history that is saved is just a building with ropes around it you have to look at from a distance. Stokes Croft is history surviving as culture and this building is part of it.”

Concern about the design of the proposal

- “The proposal looks like it will create a hideously generic, ugly, sterile and lifeless set of buildings, typical of so many modern developments in cities across the UK, and not in line with the artistic, urban/bohemian style Stokes Croft is celebrated for.”
- “This development falls way short of being the kind of inspirational, imaginative and environmentally cutting edge project such an accolade should demand. We are a city deeply rooted in thinking outside the box. I would be ashamed if this is the best our citizens can expect in 2015.”
- “The design lacks any kind of imagination and I agree with other comments that liken it to new builds across the land, boring boxes, clad with something or other. Surely there could be more imagination and creativity applied.... think the colourful and slightly bonkers Nautilus house in Mexico city and the dancing house in Prague. Can't Bristol try to lead the way in innovative and exciting urban design.”
- “The public areas proposed will have restricted access and will not be visible and welcoming to the public, and will therefore not really constitute a public space”
- “The idea that their plan fits in with the local area and demographic is unbelievable. For a start there is a clear need in the Stokes Croft area for a PUBLIC area, especially in the summer. This will further improve the good atmosphere on the road, and attract further tourists (I see more tourists coming to see Stokes Croft and the graffiti than the centre of town).”
- While the proposal argues that it is creating a new public realm, the proposed public access routes offer little reason to enter or engage with the space: with no clear views through to an appealing space, no reason to enter unless resident there, and leading only to private housing (and the prospect of a largely private, possibly gated space).”
- There should be retail units within the courtyard. The courtyard areas of this proposal will not contribute to the public space of Stokes Croft, currently confined to the busy A38.

- The proposed 3 storey wall will be imposing to those who are passing by it. Bristol is beautiful for its low skyline and outdoor/rural feel, this development threatens to eat away at the open air feel of the city.
- Lack of public art
- No indication that locally sourced materials will be used. "More sustainable materials should be used (for example straw and recycled newspaper insulation)".
- Lack of provision of access arrangements for people with disabilities.
- "Bristol is known for its charm, and these uninteresting lifeless buildings are so horribly boring. They work to making Bristol a boring textbook place that looks like every other town."
- "The "through route" is a token effort and I think it would likely lead to separation of communities - both the people living "inside" the block and those in St Pauls looking at the enormous facade. There needs to be more light and space throughout the building."
- I am concerned that the Westmoreland house development and Carriageworks will isolate the residential community within it.
- The design will have a detrimental impact on Ashley Road and make it claustrophobic and result in the loss of light to existing residents.
- The public and private areas need to be more clearly defined so that the public areas are welcoming, safe and serving the community.
- "Plans to demolish the building rather than renovate it are an insult to the identity, history, and fabric of the area."
- "This development scheme is contrary to government and city council policies and the achievement of sustainable development in general. The flats will only have one external wall, which in many cases will face north-east and therefore away from the path of the sun. This will be detrimental to heating costs. In contrast, the south-west facing apartment blocks will suffer from overheating in the summer from a lack of ventilation. They will therefore need mechanical ventilation which will result in costly energy consumption. This in a heavily polluted area. Because of the proximity to houses in Hepburn Road the proposals constitute over-development without thought to the living conditions of future inhabitants or to the overall sustainability of the site itself."
- "Overshadowing and loss of privacy: The rear elevations of No. 108a & 108B Stokes Croft (aka Tuckets building) would have reduction in internal illuminance due to a proposed tall flanking wall some 4m from Tuckets Building of between 30-50% Winter light) dependant on window location . The Ashley Road and Picton Street elevations of Catherine Court (aka No.1 Ashley road, six first floor residential units affected with loss of Winter illumination 13-42% dependant on window location. The rear elevations of No.2-22 Brigstoke Road, St Pauls suffer a loss of Winter Illumination of between 4-19% dependent on window location. There is also a loss of privacy issue due to overlooking. The rear elevations of No. 16-22 Hepburn Road, St Pauls suffer a loss of Winter Illumination of between 4-48% dependent on window location."
- Concern about density: "Proposed development density exceeds the areas average of 85 units per hectare. Development proposal is for 118 units on a 0.51 hectare site equating to 231 unit per hectare contrary to BCC Core Policy BCS20 set at 50 dwellings a hectare."

- “The design as it stands will create a huge blank Berlin Wall facade to the residents of Hepburn Road - this will cause overshadowing and is out of proportion to the scale of the adjacent Kuumba building and the 2 story houses on Hepburn Road. The planned structures are very close to the boundary of the site and the land levels much higher than the ground level on Hepburn Road. Some of the buildings planned to the rear of the development and backing on to Hepburn Road show roof gardens - totally unsuitable for family use and again will overlook the Hepburn Road properties and cause lack of privacy to our homes.”

Concern about the range of uses proposed

- Too much housing is proposed on the site with too much emphasis on housing. The site will be developed for only two uses: residential (94%) and retail (6%). This is not the broad range of uses sought by the Vision.
- The proposed development does not fit with the character of the local area - notably there is no provision for the retail units to be made available on flexible terms to small/start-up businesses.
- Too many 1 and 2 bedroom dwellings which are likely to be buy to lets and unlikely to introduce residents committed to living in and contributing to the neighbourhood.
- “This is a chance to enhance an already vibrant area with shared community spaces, small business opportunities, useful amenities and a wide range of housing available to all income ranges, (especially) including low income. Please reject Fifth Capital's proposal, as it is flawed, and does not fulfil the desires and suggestions of the people who already live and work in this area.”
- No assurance is given about the nature of the retail outlets, how they will be managed and what measures have been taken to ensure that this does not negatively impact the local economy with the introduction of chains and multinationals.
- The area should be turned towards more artists' space in order to increase social capital of the area
- Concern that the proposals will inevitably lead to more alcohol sales in the area which in turn will lead to increased noise and disturbance.
- A communal park should be provided.
- As the site is so large it should be broken down into smaller parcels.
- “This project should have more transparency about exactly what benefits are gained in building a community, weighing this with what benefits there are for retailers!”
- “The rent for shops here will undoubtedly be too high for independent shops to afford. Gloucester Road and Stokes Croft has been a benchmark for independent and local shops and to give this planning permission will be a slap in the face to the local community.”
- “The Cultural Strategy fails to give any certainty that the scheme will make a positive contribution to the local area.”

Inadequate provision of Affordable Housing

- The proposal fails to provide anywhere near the amount of affordable housing sought for

private developments, as stated in the Central Area Plan and reiterated in the Bristol Development Framework - Core Strategy. Granting this planning application, while a similar plan with a full 40% affordable housing provision is already an option, would be a betrayal of the councils asserted aims of tackling the housing crisis in Bristol.

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- "I object to Fifth Capital's proposal as there is no social housing, and 'affordable housing' isn't affordable for people in the area. This means that people local to the area, who are more likely to interact with and be an active part of the community, will not be able to live there, while wealthy people from outside the area, who may not be as willing to contribute to the local community, will move in."
- "Only 7% affordable housing despite council targets of 30-40%."
- "The lack of affordable housing also adds to the feeling that this will push local people further out of Stokes Croft and contribute to a significant shift in the demographic of the area."
- "Bristol does not need more expensive, luxury housing that will go unoccupied. It needs massive amounts of social and affordable housing."

Highways/Access concerns

- The area is heavily congested and exceeding traffic and noise pollution levels already, the current road system cannot cope with more traffic
- This is an extensive development so there must be provision for parking.
- "The Ashley Road/ Stokes Croft junction is already a heavily congested area, particularly at rush hour. The proposal by Fifth Capital does not make adequate provision for the influx of traffic into the area that the development would undoubtedly bring. Although Bristol is a green city and alternate forms of transport should be encouraged, it is not practical or some people to walk or cycle to work, and the public transport infrastructure in the city is simply not well enough development, or cost effective as to hope that new residents will not drive, or that over time existing residents will remain car-free."
- Concern about access for the disabled.
- Disappointed to see that the current proposal does not provide acceptable walking and cycling routes. The development presents a unique opportunity to create a safe and unpolluted traffic free route for pedestrians and cyclist to avoid the dangerous Stokes Croft junction.
- It should be car-free to avoid traffic generation and to demonstrate that car ownership is an outmoded model of transport for a city centre development and therefore ore more club spaces should be provided.
- Concern that the narrowing of the pavement on Ashley Road is going against the idea of encouraging cycling and walking.
- Concern about highway safety and demolition issues.

Concern about gentrification

- In recent years Stokes Croft has been transformed "from a dodgy, no go area, to an area that is thriving through locally minded re-development & careful investment, in addition to

wonderful creativity”. The area is of huge cultural significance to the city, and an area that is often the envy of many outside visitors. “However, in the last year or so that position has been put in jeopardy due to rapidly increasing rents and unsustainable gentrification. We do not want this ugly, corporate, exclusive-to-the-middle-class development.”

- “The building is beautiful. High rise blocks are characterless and overshadow other homes and privacy. If you are not going to make homes for your less well-off community why build something that is just for the favoured few.”
- “Stokes croft defines everything I love about Bristol and the carriage works very much embody its spirit. The area has been at the forefront of developing an alternative style of an urban living and it has become a role model for the rest of the UK. It is precious and needs to be protected. Capitalism is failing everywhere, stokes croft is a successful example of how things can be done differently, from the bottom up.”
- “It is an area of people with low incomes and the homeless, artists and musicians so building high end flats with much of the area fenced off to locals is unfair and absolutely wrong.”
- This will largely contribute to the current forced gentrification of Montpelier and St Paul's. Not enough social housing is proposed in the plans. Only objective is to make rich richer and to isolate the locals who have made this beautiful area what it is today.
- Concern that the demolition of this landmark building and building of luxury apartments will contribute to the neighbourhood negatively.
- “We want the space used for the community not for profit and do not want a gated community in Stokes Croft”
- “The developer clearly does not know or understand Stokes Croft. The proposal is a standard housing project promoting gentrification and an anti-community culture. It used to be one of the more affordable places to live but these are getting fewer and fewer in Bristol. The reasons why the area has become more desirable is because of the arts community so removing a space for that to flourish and replacing it with housing is counter-productive overall in upholding the city's great reputation.
- “Gentrification and out-pricing residents will make the unique area just another mundane space that is replicated across cities in the UK.”
- “No thanks this is not what we need, build something that helps the local community. Don't do what London is doing which is forcing the local communities out of the areas”
- Concern that the application proposals will out price local residents.
- Fifth Capital's proposal does not show adequate evidence of community-lead backing to their plan. It does not show adequate evidence that the proposal will benefit the community by any more than by gentrifying the area and increasing the wealth of the property developers.
- “St Pauls remains one of the few areas in central Bristol where I can afford to rent. New developments such as the one proposed will contribute to processes of gentrification and raise the price of property.”
- “There are few districts like Stokes Croft left in British cities and those that are being squeezed out under the pressures of gentrification. It seems a shame not to build on the

area's uniqueness, and to instead create more identikit housing that will be priced well above what most local people can afford.”

Other comments

- Concern that it will destroy and cause a “large divide within the community” – “Please don’t ruin Stokes Croft”.
- “There is a duty of care that needs to be followed by our council to keep Bristol unique, artistic and flourishing, yet time and again it feels like our community and population are achieving this in spite of our council and it is getting harder to be so. This is a real chance to prove that the council is willing to back up its citizens and work with them to keep this area, Stokes Croft, a vibrant, remarkable, and distinct tourist attraction and wonderful place to live, work and play in.”
- “Stokes Croft is a vibrant area with a strong community spirit. The new development will not respect this, especially with the lack of provision for social housing. There is also not enough provision for commercial units in the development.”
- A Section 106 could be included which provides for affordable housing and community uses with benefits for the wider community of Stokes Croft, St Pauls, Montpelier and Cotham – “Creating a win win for community and developers has to be a better way forward.”
- Concern that the proposal would be a real burden on the already established shops.
- Wildlife & Biodiversity The buildings have become an oasis and haven for birds, insects and other small creatures, who have been surviving there relatively undisturbed for decades. The scheme does not allow for any residual area of that “brown” habitat to survive, nor consider the connectivity to other corridors which are particularly important in this densely built up part of the city.
- Existing trees on the site should be retained.
- “The site currently has approximately 75% of its area unbuilt on (excepting tarmac) – the proposals will reduce that to 30-40%”.
- “I would prefer a Bristol-based company to be tasked with redeveloping the Carriageworks, as the mentality of a London-based company is not in keeping with locals, they have no stake in the outcome (other than profit), and giving the contract to a Bristol company would be a boost to the local economy.”
- Not details of arrangements for the construction phase included
- Lack of evidence that this is a real bid with funding in place to develop the site rather than a further delaying tactic by the landowners.
- “I believe that this development would have a significant adverse impact on my own property, but even more importantly would have a significantly adverse impact on the character of the conservation area whilst delivering few, if any, benefits.”
- “I have spent a lot of time on Stokes Croft soaking up its culture and spirit, to me it is one of Bristol's proudest areas that is starting on a slippery slope of hipster gentrification. This building should be used to help sort out housing for families and those who are struggling in nearby areas of St. Paul's.”

- Alleyway adjacent to the site should include improved bin provision.
- Local residents freedom is at stake, not only because of the increase that this would create in the number of CCTV, but also and above all because this kind of development is based on the massive disproportion between local power and corporations
- It should be made into a camp for Syrian refugees rather than expensive housing for only the privileged.
- “I used to love Stokes Croft- felt so at home in the creative, interesting area full of gorgeous people and ideas. It's losing that, which is such a shame. This will further push so many people away, which is not right. Why can't people consider what is right”
- “This development should be kept within local community control and for the local community!”
- “This is a truly disgusting and would be an act of evil. The originality of Stokes Croft will be ruined.”
- “It's just clearly a bad idea. The fact that you are so far along in the process shows a total disregard for what the city want and a prioritisation of financial income. Don't be an idiot
- The building has the potential to be a community space – “Green capital? What a joke. Please I urge the council to create something positive with this space, community allotments, community spaces for artists, workshops a Homeless shelter... Anything for the community and not to push out the residents.”
- “I want this space for art, local shops. Music space. I don't want stoke croft to lose its identity. I don't like a London company developing it.”
- “Suspect "green" motives will not be fulfilled, and are just being used to get support. Destroying large part of Bristol heritage and the community that lives there and uses the area.”
- Concern about air quality: “Bristol City already has the second worst air quality in the UK and we, along with the council, should be working towards getting our air cleaner - this was already ignored when the development of a new Sainsburys at the top of Gloucester Road was given the green light”

Comments on public consultation

- More community participation in the planning process needs to be pursued. And the moment, there seems to be none.
- There has been some contention over urban regeneration schemes in recent history and this could well be a defining moment that paves the way for future engagement. Despite this there has only been superficial consultation with residents and local businesses over the proposed project, a project that one cannot help but feel was designed and finalised a long time before any consultation took place.
- “I'm not sure what the point of commenting is because you won't listen, but I hope that one day areas will be developed with the living community in mind rather than money.”

- “As has been made very clear by the sheer quantity of objections to this redevelopment project, the community does not want it. Any council that would allow this to go ahead is neglecting the desires of the very people it intends to serve.”
- “I would like to see active Council support for meaningful discussion. Clearly there should be round the table discussions with groups including the People’s Republic of Stokes Croft and Hamilton House. The final project should include: -A mix of housing, including a good proportion of social housing, that reflects local housing needs. -Full access for people with disabilities without needing to negotiate their parking spaces with delivery drivers -Short-term rents in small units for local start-up businesses -An agreement that no units will be let to national chain retailers -Space for community events/workshops/dance classes etc. - Opportunities to bring the public into the central areas of the project -Public green space - short stay spaces available for residents only to allow for deliveries/meeting taxis with small children/moving house etc. - locked bike storage facilities”

Comments not related to planning or this application

- “Bristol is quickly becoming too commercial, when it has always been a place for original ideas and projects.”
- Rent prices in Bristol are increasing and driving out those who have lived here for years, consider housing some of them first perhaps with housing that they can afford.
- Concern that house prices in the area are already too high and this proposal will not help.
- “First Tesco, now this. I object to corporate companies monopolising on the dismemberment of what is a proudly independent area.”
- “Lessons clearly have not been learned from your allowance of Tesco store in stokes croft. The community gave you a clear message which you ignored at some cost. The store closes early and is unable to run correctly due to restrictions on it. The bottom line is if a community doesn't want something you need to act on the people's wish whom you serve, not private investors.”
- “The whole thing reeks of corruption” – why was Knightstone not given the contract after they were involved in developing the vision and their proposals was acceptable to the local community.”
- “I don't agree with a capitalist, selfish system”
- “This entire deal seems like just another corrupt scheme for the council to give money to developers with no social credentials. Fifth Capital is just a front for dirty money.”
- “Please don't change this area and its values.”
- “There's a big risk of momentum being lost from the application put forward by Knightstone Housing.”
- Graffiti should be encouraged – “So rather than trying to enforce a ban, why not paint every door, and put art on every obvious public space”

Representations in support of the application proposal.

- “The development of this site is long, long overdue and must be at the very top of the priority list for the council. I can see very little reason why this application should be

- rejected. It is right that Fifth Capital are listening to the local residents & community and appear to be making efforts to amend plans as a result”
- “Arguments that have been put forward that the designs are not in keeping with the local area are inaccurate - the designs look very similar to the Armidale Place development less than 100 metres away.”
- “The fact that English Heritage are supportive (as a listed building will be preserved & maintained) is very encouraging. The simple fact is that Westmoreland House is a horrific eyesore which drags the whole area down and needs to be redeveloped at the earliest possible opportunity.”
- “We appreciate some of the other objections that refer to it as a ‘soulless’ gentrified building, common sense suggests that commercial viability will create restrictions in scope
- “A cut through from Ashley Road to Stokes Croft would reduce the amount of people on the dangerous corner which has a busy flow of traffic.”
- “The people of Bristol should not have to wait a moment longer for Westmorland House to be sorted out.”
- “Totally back this project. Its high time something was done with this building site, and I can’t see any reason not to agree with this developers vision.”
- “There are way too many properties in the very heart of Bristol that have been left rotting. Bristol highest priority should be to provide modern accommodation in larger quantity and more places where economic activities can take place. I'm all in favour of an increase of the number of people their council tax.”
- The current situation is dangerous and depressing.
- “I live just down the road from this site and I say just get on with it. Anything is better than the eyesore that is currently there. The property has been in dispute for decades. Let's not keep this dispute going for another two decades. Just make sure it doesn't have a hidden park where all the drunks and drug users can carry on congregating.”

Other comments

REPRESENTATION OF ASHLEY WARD COUNCILLORS TELFORD AND HOYT

Objection. Any criticisms of the current proposals by Fifth Capital should not lead anyone reading this document to believe that we do not want to see the site redeveloped in line with the Community Vision. We simply have strong reservations about aspects of this application. The scope of the Community Vision and consultation is fairly unprecedented in planning terms.

The Carriageworks Action Group, in conjunction with the community-at-large and with help from Bristol City Council, have fashioned a thorough and robust vision for how the site should be used. The question that will continue to be asked by us and the community is not WHETHER the Carriageworks/Westmoreland House site should be developed, but WHO should lead this development. The basic question that we must keep returning to is: “Who will champion the Community Vision for the site?” It is jointly felt that many of the Community Vision’s aspirations have been severely diluted so they are barely recognisable and the essence of what is sought after and was consulted on in detail has been lost.

We have a number of reservations about the current Fifth Capital plans:

Diverse needs and family housing: Section 7.1 of the SPD10 planning document concerns 'Housing composition and ensuring a range of housing types.' Section 7.1.1 clearly states that... "The importance of creating balanced and sustainable residential communities is advanced in the Bristol Local Plan (p.174) which states that "there is an urgent need to improve the range of housing available in the city...[and]....seeks to ensure the type of homes built are in line with local needs". Policy support is found in Joint Replacement Structure Plan Policy 33, Planning Policy Statement 1 'Delivering Sustainable Development', Planning Policy Guidance Note 3 (PPG3) 'Housing' and Policy HO6 'Mix of Housing Types and Densities' of Regional Planning Guidance for the South West. BLP Housing Policy objectives 8.3 also support this SPD." Section 7.14 states that "Although St Paul's has a range of housing types (e.g. terraced housing, flats, etc.) there is nonetheless an imbalance in household composition towards single person households." This development would only exasperate this trend and what is needed in the area is family homes, not more single occupancy homes. Section 7.1.8 reinforces this with a figure of 20% "In order, therefore, to achieve the objective of creating a balanced and sustainable residential community in St Paul's, the Council will expect at least 20% of the total number of dwellings in new residential developments to be family sized dwellings of 3 or more bedrooms."

Affordable Housing: New developments should aim to have 30% affordable housing as a starting point. This development has 6-7% and falls far too short of the guidelines set out very clearly in Section 7.2.1 of SPD10: "In accordance with Policy H9 of the adopted Bristol Local Plan 1997 and the adopted Supplementary Policy Guidance Planning Advice Note 12 'Affordable Housing' (2001), the City Council requires that developers, on housing developments of 25 units or 1 hectare or more, provide an affordable housing contribution. The City Council will seek around 30% on site affordable housing, as the starting point for negotiations, which should be provided within a fully integrated housing scheme and secured without public subsidy." • **Social Housing:** Though there may be no policy document that states we must include social housing incorporated into the design, to reflect the diverse needs of people in the community which is expressed in 7.1 of SPD10. A development of this size in this location should reflect this. The Fifth Capital application makes no mention of social housing and so fails to reflect the diverse needs of St Pauls.

Community use: Even if all internal "shop" uses are given over to community use, only 13% of the area will be used for community/shared space. The top two uses of the Community Vision – developed over a long, democratic process – were "Community" and "Arts". This needs to be remedied in the Fifth Capital plans if they are to command the confidence of the community-at-large. The site will be developed for only two uses: residential (94%) and retail (6%). This is not the broad range of uses sought by the Community Vision.

Retail space: The blossoming retail area of Stokes Croft requires multiple small retail units for independent businesses and start-ups, rather than the larger retail units planned.

Shaded area: The open spaces proposed, due to their siting in the shadow of a large residential development without true permeability, will be in the shade for most of the year. This is not a sensible way to build in an area that requires – as a health outcome - more open and green spaces.

Lack of permeability: 78% of people who participated in the consultation for the Community Vision said that they wanted permeability of the site. The permeability that is claimed by Fifth Capital is disingenuous at best. Due to the density of the housing (which has deliberately designed to not "build tall") and it occupying the entire centre of the proposed site, the public will be required to walk through the main residential building in order to access the exits/entrances of the developed site. This route will be a closed after dark, giving even less incentive for pedestrians to "regularise"

this route. You simply would not walk through this route when you could walk far more quickly via the Picton Street/Ashley Road/Stokes Croft pavements. There are no ground floor active uses planned inside the site, so little reason for local people to go into the central space. This confirms the concern of many, many residents that this new development will be a gated community – which is completely against the spirit of the Community Vision and cuts across the culture and character of the area.

Gated community: Whether the gates are to remain open or not, we feel that within a short space of time, residents' concerns (real or imagined) and the police's preference of the ill-guided 'Secured by design' would quickly see a full-time locking of the gates already provided in this design.

Visitor cycle stands: The amount of cycling provision for visitors (12 stands) in the development is grossly inadequate. Stokes Croft and Montpelier are high impact areas for cycling provision. The Gloucester Road/Stokes Croft corridor is the busiest cycling route into and out of Bristol.

Ashley Road frontage design: The Ashley Road frontage is not in keeping with the Montpelier Conservation Area and does little to enhance this Conservation Area.

COUNCILLOR DR MARK WRIGHT

It is a great disappointment that the owner of this property has not chosen to engage with the Community Vision organised by the Carriageworks Action Group, which has been running for several years now planning out the best way to make the development of this site work enhance the local area and community in the most productive way. Many, many people have waited literally decades for this development to happen.

Personally, I do not object to the principle of demolition of #4 Ashley Road, and I welcome the removal Westmoreland House proposed in these plans. I note also the support of English Heritage for the plans, but that is focussed entirely from the point of view of saving the "at risk" fabric of the Carriageworks, and they are not immersed in the several years of work that has gone on with the Community Vision. I have several problems with these plans that mean I cannot support them.

1. The lack of permeability of a large key site, along with "part-time" gating barriers, is a real problem. My experience of "part-time" gating barriers is that they quickly become permanent. Gated communities have done huge damage to the cohesiveness of communities in Cabot ward, and their effects are well recorded across the western world, particularly in the USA.
2. The proposed 7% of affordable housing is unacceptable. The housing market is buzzing in Bristol, and the owner of the land has held it for decades and so couldn't conceivably have "overpaid" for it. Any homes built here will sell quickly and for high values. This means that there is no excuse for not including a substantial amount of cross-subsidised affordable housing.
3. Lack of community use. The Community Vision has identified this has a key requirement for the redevelopment to work well. The site will be developed for only two uses: residential (94%) and retail (6%). This is not the broad range of uses sought by the Vision. 4. Inadequate mix of housing types. In the proposals, 50% of the units are one bed flats and 30% are two bed units. Previous area assessments have identified a preponderance of 1-bed units in the area, and this will exacerbate the problem. I ask that the committee reject these plans, and that the developer work with the community vision to address the deficiencies above.

ENGLISH HERITAGE

Comment as follows:

“Previous attempts to gain permission to redevelop the site have not been successful, and there is a planning appeal decision which is a consideration when assessing proposals. We have been engaged with Bristol City Council in providing pre-application advice on these proposals, and welcome the fact that they have progressed to a full application.

We welcome the principle of the demolition of Westmoreland House, although the costs of demolition did not seem to have been finalised. Ordinarily, one would expect the primary street frontage to be the main building of scale, with lower development on secondary streets, and lower still to back-land plots. However, given the existence of Westmoreland House, the anticipated cost of its demolition, and the likelihood that the development behind will not be visible in views along Ashley Road and Stokes Croft /Gloucester Road, we do not object to the proposed scale of development.

The treatment of the Carriageworks is broadly acceptable, although clearly more detail needs to be added when the condition of building is better understood. Originally the building had a pitched roof with dormers which was replaced with a flat roof. We do not object to its reinstatement (subject to structural analysis/confirmation) although the proposed dormers appear to be capable of some refinement. Proposals for the rear elevation seem broadly acceptable, although given the limited information currently available further work may be needed before a final design is arrived at. We do not object to the open treatment of the ground floor frontage of the Carriageworks, although the frameless, plain glazing might benefit from reconsideration. From photographic evidence, we understand that there is little remaining of any features of interest in the interior, other than the remaining structure. However, we would need to see further details as part of a Listed Building Consent application to verify the acceptability of the proposals in heritage terms.

We do not object to the demolition of no. 4 Ashley Road as this has been accepted (subject to adequate justification) at the previous appeal. We understand that the undesignated archaeology is unlikely to be a hindrance to the proposed works.

Given the condition of the buildings and the lack of on-going maintenance we would recommend that access is allowed for an inspection by specialists, and that any temporary/holding repairs are undertaken straight away to arrest any further decay.

Overall, we warmly welcome the proposals and, should you be minded to grant consent, we hope that they can be delivered in the near future in order to prevent any further damage to this important Grade II* Building at Risk and to improve the Stokes Croft Conservation Area. There are some areas of detail which require clarification, and possible amendment, but hopefully they can be resolved.”

AVON AND SOMERSET POLICE

“Once this site is developed this area will become an additional area for the local Policing Team to cover, the continual management of the site is critical including the access control to be managed from Ashley Road and Stokes Croft in the winter months recommend from the hours of darkness, and other times of the year to have it later, additionally for the whole of this site to have robust security measures designed in within this development.

Would “recommend all my suggestions within this report are designed in for this proposed site and strongly suggest the client considers applying for Secured by Design.”

The security measures include lighting, gated access capable of being locked and CCTV.

“Lastly the proposed development will make a positive contribution to the culture and environment of

Stokes Croft and the surrounding area, but if this area is to remain a place for the community to be proud of and to attract other communities to visit and want to live within this area, all my recommendations included within this report and verbally discussed on the day of our meeting need to be considered to make this development sustainable for the future for the residence and businesses within the Stokes Croft area.“

CARRIAGEWORKS ACTION GROUP (CAG)

CAG have structured their representation around the themes established by the Carriageworks Community Vision, which was developed in 2011. It is noted that:

“The Vision was developed in 2011 through a process that attracted contributions from 1600 members of the local community and was applauded as one of the best community engagement processes that Bristol has ever seen. The Vision includes eight broad statements that encapsulate the ambitions held by the community for the future of the site.”

CAG believe that the views expressed reflect comments recently received aired at public meetings organised by the Group.

- The Carriageworks Action Group does not believe that the application has sufficient regard to preserving the special historic interest of the listed Carriageworks building.
- The effect of the proposed development will have a damaging effect on the character and identity of the area.
- The development will not preserve the character of the Conservation Area.
- The proposals make inadequate provision for affordable housing, do not take into account the impact on the surrounding transport network, fail to provide necessary community facilities, fail to provide recreational open space, make no provision for local labour initiatives and do not confirm how any public art needs will be met.

Vision Statement 1 is:

“The Carrriageworks development will make a positive contribution to the economy, culture and environment of Stokes Croft and surrounding area. It will be a mixed use development that is home to many activities, businesses and people. It will be a buzzing, vibrant place for people from the local communities and from further afield. We want to see the dereliction of this site addressed as a priority and are keen to work with any organisation that embraces our vision for the future”.

CAG comment that:

“The development will not make a positive contribution to the economy, culture and environment of Stokes Croft and the surrounding area. This is an essentially inward looking development of mainly residential use the design of which does not invite public interest or entry to the site. Instead the development excludes, and thereby fails to integrate with, the immediate community and the communities that surround it and are impacted by the proposals. The exact use and users of the limited amount of retail frontage have not been established so it is impossible to say that there will be any contribution to the local economy. Equally the Cultural Strategy fails to give any certainty that the scheme will make a positive contribution to the local area.”

There is concern that the design and the vibrancy of the proposal:

“While the dereliction of the site will be addressed, the design style is generic to city centre developments across the UK and thereby fails to make a positive contribution to the local area. Our

great concern is that the development will be anything but a buzzing and vibrant place. As a result it will have a damaging effect on the character and identity of the area”

Vision Statement 2 is:

“We want this site to be developed for a broad range of uses that are accessible to the community. Flexible, accessible spaces need to be included to accommodate a range of activities that directly contribute to the vitality and character of the local area. This might include business units as well as shops, arts space, cafes, performance space and meeting spaces.”

CAG note that the site will only be developed for two uses – residential (94%) and retail (6%). This is not a broad range of uses sought by the Vision. It is further noted that:

“Following feedback we received from consultation and public exhibitions, the incorporation of retail chains or supermarkets has been ruled out as they would not be suitable for Stokes Croft” they have not provided any evidence that they understand local needs and markets (e.g. for small units on easy-in easy-out terms with a mix of private and social enterprises) and neither have they stated how their aspirational statement will, in practice, be delivered. Instead they have designed five inflexible lock-up units of medium size all fronting onto the main roads. We do not believe that they will be able to deliver their aspirational statement and that the units will therefore ultimately remain vacant or be let to retail chains.”

Vision Statement 3 is:

“Creating new open and inclusive spaces on the site is important for many of us. This could be achieved by designing a new pedestrian route through the site connecting together public spaces that can contribute to a vibrant local culture; these public spaces might host activities such as a market and performances. Good design and management will need to be exercised to avoid conflicts with other site users e.g. residents living nearby, neighbouring businesses etc.”

CAG object to the creation of a gated community which would cut across the culture and character of the area. Instead a genuine public realm is sought that is “carefully designed to encourage access into and through the site.”

It is noted that a well-designed route will avoid conflict between residents and the public and will design-out crime and anti-social behaviour. CAG note that the through route proposed is “disingenuous” as it does not follow desire lines, it does not invite entry, it includes blind corners and it does not provide clear destinations.

The two ‘spaces’ do not relate to the surrounding area and would be private courtyards.

The through route proposed is incidental and over time it is concluded that this will result in a lock-down of the site will all public access removed. CAG comment that:

“The through route proposed will have a damaging effect on the character and identity of the area and will fail to contribute to needs of all of the people in the communities local to, and impact by, the Westmoreland House/Carriageworks site.”

Vision Statement 4:

“We want to see the site opened up with active uses (e.g. shops, small businesses, market, cafes, arts, workshops etc.) both on the Stokes Croft frontage and inside the site. The units will need to be provided in a range of sizes that are viable for local businesses and be flexible in design in order to adapt to future changes; they will need to be managed to ensure a good mix at all times.”

It is noted that there are no retail units within the site and that the proposals do not open up the site to “active uses in the way we envisaged. There is limited visibility from the street to the courtyard and there are no units inside the site, the range of sizes is very limited and no smaller units are provided and the design of five lock-up units do not lend itself to a mix of small businesses.

CAG objection is that:

“The issues relating to active ground floor uses should have been addressed prior to the submission of the planning application and should not be left for consideration after permission has been granted.”

Vision Statement 5:

“We recognise the benefit of residential development on the upper floors to boost viability. We want to see a true mix of housing types for sale and for rent including private and social housing, both low and high cost; a range of sizes should be provided to suit a mix of needs, from single people to families.”

CAG would like to see a true mix of housing types for sale and for rent:

“We believe that the proposed mix of dwellings will have a negative effect on the character and identity of the area.”

CAG note that:

“SPD10 states “there is ... an imbalance in household composition towards single person households”. While the proposals meet SPD10’s aspiration for 20% of dwellings to be 3 bedroom or more, but we believe that 50% single bed units is excessive. The planning application proposes 8 affordable shared ownership housing units (7% of the total), and no units for social rent. This contrasts with Council Core Strategy which seeks 40%. We believe that the quantity of affordable units is insufficient and that, in line with adopted Council policies, provision should be made for social housing as well as affordable housing. SPD10 states “In St Paul’s, affordable housing, provision will be expected to address identified local need - i.e. larger family sized accommodation and shared-equity housing. Family sized accommodation should have access to private gardens/ amenity space with accommodation at ground floor/ garden level”. The application does not state the size of the units which will be affordable. Unless all the proposed family houses are for affordable housing we believe that there is inadequate private open space for families.”

Vision Statement 6:

“An amount of car parking that is “just adequate” should be provided on the site. The parking provision should balance the need to make best use of space on the site whilst avoiding increases in parking congestion and pollution in the surrounding area. Residents and businesses should have sufficient access to their premises.”

CAG have the following significant concerns:

- The impact of resident parking on the already congested surrounding streets.
- Inadequate access to premises for residents and businesses.
- A lack of delivery space for businesses (one loading bay situated in front of the six disabled parking spaces).
- Inadequate space for waste collections when any other form of delivery of site movement is taking place.
- Lack of space for post and parcel delivery.
- A potential conflict between disabled drivers and other users. In their current form we do not believe the proposals to be workable.

Vision Statement 7:

“We want the new development to be designed to a high quality with good environmental standards. The Carriageworks building should be restored to its former glory but other existing buildings may or may not be retained. We want to see full use being made of roofs to provide opportunities for biodiversity and the creation of gardens, perhaps for growing food.”

CAG state that the Carriageworks building should be restored to its former glory. Full use should be made of the roofs to provide opportunities for biodiversity and the creation of gardens, perhaps for growing food.

CAG believe that the proposal has not been designed to a sufficiently high standard.

In commenting on the design, CAG state:

“The massing and elevational treatment bears little relation to the local area and instead uses generic styles found in city centres throughout England. It fails to contribute to the culture and environment of Stokes Croft. On the periphery of the site, particularly where it backs onto properties on Hepburn Road and Brigstocke Road, we are concerned about the overbearing mass of development.”

There is concern about the loss of “already low levels of daylight”.

The proposal does not preserve the buildings historic interest.

The planning application makes no commitment to using local labour or to using local materials.

Vision Statement 8:

“We are looking for a developer who will go the extra mile to deliver a scheme of which we can be proud”.

CAG want the development to be a significant site for Bristol, that demonstrates the creativity and independence for which Bristol is increasingly recognised:

“This developer has made some fine statements and has been clever in how they present their scheme, but the absence of any real detail about how the site will be used and managed in the long term gives us great doubts about what will actually be built and what it will actually mean for the local area. This is only compounded by our concerns about much of the design.”

A further representation was received from CAG on 23 March 2015 expressing concern about the community engagement with the application:

“Fifth Capital and Four Communications approach has not encouraged any debate. Instead It has sought to control the agenda by gathering and retaining comments on closed issues For later selective use.

Fifth Capital and Four Communications have chosen not to provide professional independent facilitation of forums, workshops or debates.

There has been no open and public scrutiny of the proposals which workshops, forums And debates would have delivered.

There has been no opportunity to consider options or shape proposals only give comments which have been taken away and used as the developer thinks fit.

The developer has not sought to understand local concerns but has instead brushed them

Aside with technical reports or statements that issues will be dealt with once planning Permission is granted (e.g. long term management of the site and impact upon neighbours). This is not consensus building.

The approach stands in contrast to that previously used by Knightstone when it was working up proposals for this site in 2013. In addition to meetings with stakeholders, a public consultation weekend and online and paper survey, Knightstone held six interactive workshops and drop in events. This led to significant changes in the designs which also made them more acceptable to the local community.

Neither CAG, St Pauls Unlimited or, to the best of our knowledge, any other community Consultee has been given the opportunity to verify Fifth Capital's statement of community involvement.

The conclusions of the SCI (which suggest that there is widespread support for the proposals) stand in stark contrast to the number and breadth of objections submitted once the planning application had been submitted (as of 23 March 2015 the Council's website shows 940 letters of objection)."

There is also concern that there is not sufficient information on all the meetings that took place.

There is concern that while the Applicants claim (within the SCI) that the statements in the Community Vision have "underpinned the development of the scheme" because they have neglected Vision Statement 8 (see above):

"Fifth Capital have not gone the extra mile, they have not ensured continued involvement and they have not championed the Vision."

The Applicants have only looked at the statements in the Vision and have not sought to understand the background issues.

A website developed by the Applicants is difficult to find and has attracted fewer visitors than the CAG's own website.

CAG's representation details concerns about the inaccuracy of comments made by the Applicants in their SCI in respect of the following:

Independent business – concern that the applicants have not submitted a management plan
Community and cultural facilities – CAG reiterate their concern that the non-residential uses within the scheme are limited to five retail units.

New public space – The SCI states that "there was a lot of support for the creation of a new public open space", but there were concerns about how this would be managed to maximise its accessibility while not becoming a focus for antisocial behaviour". This is an issue that also concerns members of CAG, who, as local residents have a commitment to the create of safe neighbourhoods. CAG also note that they have a "great deal of local knowledge about this issue" and are "disappointed" that the Applicants have not engaged in any dialogue on this issue.

Route through the site – it is noted that following feedback the Applicants have added a route through the site, but this is "small, narrow, poorly positioned, and its design lends itself to being gated" and this is considered to be "an extremely disingenuous response to a very important community aspiration, and to a central part of the Community Vision".

Inclusion of public art – The SCI states that "people were keen for local artists to be involved" and are therefore surprised that the Applicants have engaged a London/Cambridge based consultancy. Although 58% of respondents at the second exhibition stated that they would be interested in being involved in workshops to look at the cultural strategy.

Bland design – In contrast to the SCI stating that people desire “bold and imaginative architecture”, CAG reiterate their view that the design is bland.

Affordable Housing – Concern that the SCI avoids addressing affordable housing

Construction and local jobs – Concern that the SCI avoids addressing this issue.

Accessibility – CAG are “alarmed” that accessibility for people with disabilities has been “overlooked completely”.

CAG are concerned about the Applicants commitment to on-going community involvement and conclude:

“The shortcomings and flaws in the community involvement conducted by Four Communications and Fifth Capital mean that an accurate understanding of community concerns and issues has not been developed. We do not therefore believe that the changes to the scheme made as a result of the community involvement process are those that would and should have been made had a more robust and involving process been followed.”

BRISTOL CIVIC SOCIETY

The Society has had a long involvement with this problem site; it has opposed all earlier redevelopment schemes. The Society participated in the Council’s public consultation organised before obtaining compulsory purchase powers to redevelop the site with its preferred development partner, Knightstone Housing Association. The Society’s sole aim is to see the removal of this negative landscape feature, the site redeveloped and brought back into social and economic use. The Society supports neither developer.

Demolition

The Society accepts the developer’s demolition schedule; it be delighted to see the Westmoreland House tower demolished, which would be a major conservation gain.

Change of use

The Society supports the proposed uses for the site.

Mass and height

The mass and height of the new buildings are acceptable in this location.

Design and materials

The Society was pleased to note the evolution of the design following the earlier public consultation. The Society supports the interior planning of the site and the outward facing elevations. The Society suggests the recovery of the Carriagework’s surviving window frames to enable their reproduction in an appropriate modern material. The purpose of the comments about the exterior elevations is constructive.

The Society remains concerned about aspects of the design. There are many poor examples of building design in the area. The aim of the new policy BCS21 is to improve the quality of the design of new buildings. This development will have a major impact on Stokes Croft and has the potential to be the catalyst for the next stage in the area’s recovery. The success of the restoration of the Grade II* listed Carriageworks will depend on the quality of the detail of the restored window glazing structures and the design of a historically accurate mansard roof and dormers. Similarly, while a background building in Stokes Croft is appropriate it will nevertheless be flanked by the Grade II*

listed Carriageworks and by Tuckett's Buildings. Tuckett's Buildings are unlisted buildings of merit with a high quality brick, street elevation. The detailing must be of high quality as must the materials of the new building.

Traffic issues

The Society welcomes the developer's agreement to the Council's request for a city centre development without parking, which solves many of the problems that the new entrance onto Ashley Road would create.

Public art

The Society welcomes the proposal to develop public art in consultation with the local community. The developer knows that the City Museum holds a core collection of Godwin furniture and of his connection with Ellen Terry and members of the Aesthetic Movement. Incorporation of these aspects of Godwin's life could create a greater interest in the development beyond the immediate marketing advantage.

Permeability

The Society supports the proposed permissive pedestrian shortcut through the site from Ashley Road to Stokes Croft.

MONTPELIER CONSERVATION GROUP

Object to the application on the following grounds:

We welcome the reduction in height which the demolition of the tower would bring, but have concerns over the height of the proposed buildings on Ashley Road.

No objection to the form of the development in the centre of the site.

- The Grade II* Listed Carriageworks

Happy with the opening up of the ground floor arches and accept the restricted access through into the centre of the site a being a practical and appropriate measure

Concerned about the lack of detail provided for the proposed works to this building.

The Inspector's Report refers to the need to demonstrate that new works would not harm the historic fabric of the building (paragraph 25).

Object to the failure to propose the restoration of the form and materials of the original roof and dormers, and we note that English Heritage have concerns over the proposed dormers.

- The new building on Stokes Croft

We consider that the proposed contemporary design and plain façade would be appropriate.

Object to the use of grey stone for the façade.

We consider that the line of the parapet line of the new building should not align with that of the Carriageworks as the new building should have a separate identity to the Listed Building.

The proposed balconies would be harmful to the setting of the Listed Building. They would be intrusive.

- The new building in Ashley Road

The Inspector's Report (paragraph 33) sets out the parameters for an acceptable design for this part of the site and the proposed building does not confirm to them.

The guidelines indicate that any new building on this part of the site should step down towards the Salvation Army building:

"Not only would the street façade of the proposed building maintain a continuous horizontal line from one end to the other, but the top floor is actually offset towards the Salvation Army building".

The proposed access next to the Salvation Army Building would mean that the view looking to the west along Ashley Road would be dominated by a four storey brick wall. This is exacerbated by the proposed building line being at the pavement boundary rather than the Salvation Army building that is stepped back from the pavement.

The new building would dominate the view up Picton Street. The proposed building would have a greater presence than the existing building on the site.

The size and massing of the building would carry the commercial "main road" scale of the buildings on Stokes Croft into the smaller scale residential environment of Ashley Road. This would have a damaging effect on the Montpelier Conservation Area, where at present there is a clear contrast between the character of Stokes Croft/ Cheltenham Road and Ashley Road (this issue was recognised as significant in the Appeal Decision on Planning Application 12/04120/F). The loss of this contrast would be harmful to the Montpelier Conservation Area.

"It should be noted that the buildings on the north side of Ashley Road are set back immediately round the corner from Cheltenham Road, aiding the transition between the contrasting areas. Doing the same on the application site would make the new building less intrusive and less harmful to the character of the conservation area."

ST PAULS PLANNING GROUP

Make the following comments:

1. There is a completely inadequate and inappropriate mix of housing types being proposed. The proposal goes against Structure Plan Policy 33 in the SPD10, page 31.
2. Inadequate mix of tenure type which is rented, shared ownership etc.
3. The general overall development is of extremely poor quality and does not do justice to its important setting within the conservation area.
4. The elevation on Ashley Road should be subservient to Tuckets building and reduce in height towards the Salvation Army Citadel, in accordance with the planning inspectorates recommendations in the last planning appeal for this site.
5. The overall site was predominantly used for employment. We would like to see the whole of the Carriageworks developed into business units - not just retail on the ground floor as proposed.
6. It seems absurd to incorporate balconies on the elevation to Stokes Croft since they will be directly above a major traffic controlled interchange leading to Ashley Road. Pollution from static traffic would

make the use of the balconies impractical. They are also out of place aesthetically in keeping with the surrounding conservation area.

7. The access to the site needs to take into account its proximity to a busy junction which is often blocked by traffic at busy times.

8. The proposal lends itself to the creation of a gated community (both in terms of physical development and the types of tenure being offered). This conflicts with the Community Vision for the site.

9. The impact this development will have regarding shadowing on surrounding area, particularly Hepburn Rd and Catherine's Court needs to be reassessed.

BRISTOL URBAN DESIGN FORUM (Commenting on the pre-application proposal)

Commented as follows:

1. The scale of the development (including the reduction in height of Westmoreland House) is appropriate for this urban location.

2. The publicly accessible space is welcomed but it should be recognised that this will need to be well-managed, perhaps as an events venue rather than continually open.

3. The great extent of active frontage introduced in the scheme is to be welcomed.

4. The sensitivity of approach to the Carriageworks seems to be appropriate in urban design terms. Particularly the opening up of the ground floor.

5. The Panel also agreed that there are several initiatives locally that could engage with a development embedded in the community such as this. These include the promotion of street trees, growing of food locally and support for independent traders through, for example, the Bristol Pound. It was noted that 2015 sees Bristol take on the mantle of European Green Capital.

KINGSDOWN CONSERVATION GROUP (KCG)

Kingsdown Conservation Group makes the following comment upon the application by Fifth Capital to redevelop the site. Whilst the application site is not in the immediate vicinity of Kingsdown, KCG does make comment upon major applications in close proximity. In the case of this application our comment is solely upon the architectural merits of the application and its impact upon Stokes Croft visually.

It should be noted that Kingsdown Conservation Group has had pre-application discussions with the applicants in presentations during the design process, and it is pleased to note that constructive criticism of the early proposals has been taken into account. KCG is pleased to see that the application intends to reconstruct the original dormer roof construction above Carriageworks, as per historic photographs. The Carriageworks building as designed by EW Godwin is an important landmark in Stokes Croft and the reconstruction of the original form of the roof will bring the building back to what it originally looked like. One minor comment would be that the dormer windows might be more in keeping with the original windows, with smaller panes of glass, as these will be seen from a distance - i.e. up Ninetree Hill KCG would also reiterate comments made at one of the presentations that some of EW Godwin's original furniture, that is we understand in council storage, might be put on permanent secure display to the rear of the Carriageworks building so that it is publicly visible, perhaps as part of a permanent exhibition about EW Godwin and his work. With regards the remainder of the site, KCG is pleased to see that the eyesore of Westmoreland House is proposed to be demolished, as this building has been a blight on the local landscape for far too long. It is however

recognised that for many locals the building has an iconic status, and that at the presentations KCG suggested that perhaps some of the graffiti that adorns the building might be retained and used in another context - perhaps as part of the landscaping where it might be appropriately transferred to the ground or another suitable location. As to the architectural merits of the proposed new buildings to replace Westmoreland House, the demolition of existing buildings, and other parts of the site, KCG comments as follows: KCG is pleased to see that the generally reduced massing of the proposals will improve the panoramic views of the site from higher vistas such as Ninetree Hill, as well as improving the views in Stokes Croft from all directions. It is the view of KCG that the elevations of the residential portions of the development are acceptable in the context of what is required, and KCG is pleased to see that the recess designed in to the scheme to the immediate left of the Carriageworks will ensure that the latter retains its prominence in Stokes Croft. As to the permeability of the site, KCG understands that the proposals incorporate a publicly accessible area to the rear of the buildings fronting onto Stokes Croft and that this area will be open to everyone during regular hours. KCG understands that there is a separate open area further to the rear of the site that will be private as the communal gardens for the houses that front this area, and understands why this is necessary.

KCG would comment that as in every development of this nature the visual success of the project depends very much upon the attention to detail in the construction, and it is to be hoped that the details and quality of materials used will stand the test of time. In conclusion, KCG sees no reason to refuse the application, and indeed is encouraging of these proposals which will have a marked improvement on the locality. Stokes Croft has for far too many years been blighted by Westmoreland House, and by the continued dereliction of Carriageworks, and the current blight must be ended.

THE VICTORIAN SOCIETY

Comment as follows:

“As a longstanding Grade II* Building at Risk, we welcome the principle of repairing and restoring the Carriageworks as part of the proposals. However, we do have concerns as to the detailing of the proposals for the listed building and, therefore, suggest granting consent for the application with conditions.”

Concern about the design of the roof:

“The restoration of the listed building should be carried out in a scholarly manner with particular attention paid to the external envelope of the building including the roof. The roof was originally hipped with a ridge and delicate dormers. The proposed roof design and dormers as set out in the Detailed Study of the Carriageworks Building is not appropriate as the excessively chunky design detracts from the Grade II* façade.”

The materials used for the roof and windows should be specified. We endorse the views of English Heritage which state that more detail should be added when the condition of the building is better understood. Such detailing should be provided as a condition to any grant of listed building consent.

SALVATION ARMY

The Salvation Army (Bristol Citadel) is pleased to see the proposals for the overdue development of this site and as an immediate neighbour offers its support to Fifth Capital with the development with the following provisions:

We would like to seek assurances that Fifth Capital will deal sensitively and appropriately with those who are currently occupying the site and whilst living in vehicles on site have ensured its security. We would also seek Fifth Capital's assurance that they will support the current occupants appropriately with their relocation when appropriate should planning permission be approved for this site.

Officer Note: A relevant condition requiring a construction management plan is recommended. This will include details of the sensitive dealing with the current occupiers of the site.

The Salvation Army welcomes the mix provided for within this proposal but would encourage a greater provision of social housing.

The Salvation Army has in its own current re-development of 6 Ashley Road taken its own vehicular access off 6 Ashley Road partly as a result of years of frustration at significant congestion on Ashley Road between the Stokes Croft Junction, Picton Street and Brigstoke Road making it difficult at most times to gain access or egress from the site. Ashley Road B4501 is a main route from the A38 to Junction and the M32.

The Salvation Army would strongly oppose and actively campaign against the provision of any licence provision that would provide for the sale of Alcohol 'off the premises' on this site.

Officer Note: The control of alcohol selling premises is a matter for Licensing and not the planning process.

The Salvation Army would welcome the inclusion of public art but be opposed to the inclusion of graffiti as part of the Public Art requirements on the Ashley Road Elevation. Since the current expansion of graffiti on Ashley Road in 2003 there has been an significant and associated increase in unauthorised vandalism through the 'tagging' of private property in the area which remains unchallenged by the council and a significant costs to property owners.

As a neighbour to the proposed development, The Salvation Army Bristol Citadel is both a community and family centre and a worshipping Christian Community. In this respect we would encourage the developers to acknowledge this by ensuring that there would be no work on site during Sundays that would interfere with acts of worship.

CONSERVATION ADVISORY PANEL

The Panel strongly supports the redevelopment of this long neglected site, the proposed demolition and changes of use. The Panel celebrates the conservation gain of the demolition of the Westmoreland House tower.

The Panel suggests to the case officer that the applicant should provide a better description of the impact of the new structure on the historic fabric of the Carriageworks.

The background building proposed in Stokes Croft is appropriate. The detailing must be of high quality. The balconies abutting the Carriageworks should be more restrained and set back.

To improve the design of the new building in Ashley Road the Panel suggests that the two bay attic floor should be moved one bay to the right to abut Tuckett's Buildings. This would accord with the Inspector's statement that the building should be subservient to Tuckett's Buildings and ensure that the building steps down along Ashley Road. The detailing could be further refined - for example the size of the windows that are separated by mullions appear oversized when compared to the Tuckett's Buildings' fenestration.

The Panel has not considered other relevant planning issues, such as economic viability, the provision of affordable housing, and the housing mix.

BRISTOL TREE FORUM

Comment as follows:

"We appreciate the communal landscape garden areas and biodiversity but there is a huge amount of

car park area so we object for 2 reasons: (i) T3 and T4 are B grade trees and according to BS5837 “Where possible amendments to a proposed scheme should be considered in preference to tree removal”. It is quite clear that amendments haven’t been considered and as they are on the boundary a small change would enable them to be retained. (ii) We fail to see why the BTRS isn’t applied to any of the 61 small trees in the 5 groups (G1 to G5). None of them alone trigger BTRS but together they bring environmental benefits to the area. Indeed they provide 11% canopy cover to the site and as one of the key measures of BCS9 is tree coverage it is ridiculous to allow their removal without mitigation. DM17 may not allow it but DM15 does and shading of car parks is very important.”

INTERNAL CONSULTATION

BCC CITY DESIGN GROUP

Restoration of Carriageworks

Proposal to reinstate the frontage of the Carriageworks with active shop frontages and public access to the landscape courtyard on the ground floor and residential uses above is welcome in principle. The details for the design of the retained façade and the proposed additional roof element should be carefully considered. In order to ensure the scheme delivers appropriate design quality for the restoration on the key building it is recommended to apply planning conditions seeking 1:20 scale part elevations, details of the roof elements and materials samples prior to implementation on the site.

Primary frontage along Stokes Croft and Ashley Road

The five retail units on the ground floor along with two entrances to the courtyards and an entrance to the apartments will help to create active frontage along Stokes Croft and Ashley Road. It will help extend activity and interest along these primary routes and help to secure its vibrancy in longer term.

The small/medium size of retail units offers opportunity for variety of businesses to add activity to the frontage. It is however important to ensure that the potential for variety is supported in lines with the local aspirations and therefore it is recommended to apply planning conditions against amalgamation of the retail units while allowing for possible subdivision into smaller retail units if needed.

It is important to strike a balance between consistency and variety for the design of the shop-fronts and its signage by means of an agreed strategy. The design and approval of the shop-front and signage is expected to be subjected to a separate detailed application process and therefore it is recommended to apply planning condition seeking to agree the strategy for design and approval of the shop-fronts and signage prior to commencement of development on site.

Primary elevations

The proposed elevation along Stokes Croft and Ashley Road is restrained and formally composed. There is certain merit to design the elevation along Stokes Croft bridging the gap between the Carriageworks and the Turrets Building as a restrained formal façade and the proposal successfully resolves this relation.

The elevation along Ashley Road appears to be designed as a carryover of the design concept derived for the infill frontage between retained buildings of strong character along Stokes Croft. It is worth noting that the restrained elevation along Ashley Road is not anchored by buildings with strong historic character and presence at its either ends as in the case of Stokes Croft. On the whole, the choice of materials ties the proposed elevation adequately into the street scene so that it does not appear out of place. But whilst the design may be responsive to the settings and character of the Ashley Road as identified in the Design and Access Statement, it misses the opportunity to add vibrancy and character to the street scene. The public art strategy may be able help to improve the proposal in this area and it is recommended to word the planning approval/conditions to seeking

improvements to the design of the elevation along Ashley Road and the gable end at the entrance to site in conjunction with development of public art strategy prior to commencement of development. In order to ensure appropriate design quality along primary frontages is delivered it is recommended to apply planning condition seeking the approval for materials and 1:20 scale part elevations/details for the façades of new build elements along the primary road frontage (Stokes Croft and Ashley Road) prior to implementation on site.

The Courtyard Spaces

The proposal to create two courtyard spaces is welcome. From urban design perspective, it is acceptable for these spaces to be retained as private courtyards for the enjoyment of the future residents OR to be made into a public space for the wider community. The ground floor uses, design and management of the courtyard spaces are fundamental to make it work as a public or private space.

The proposal allows for a public route through the site and use of courtyards as a public space in line with local aspirations. But there doesn't appear to propose any active ground floor uses or activity to entice local residents to use the courtyards and the public route. Whilst it is understandable that the lack of passing trade may prevent viability commercial business units in the central area, but community oriented destination uses such as a community centre, day-care centre, art centre, attractive communal activity space, specialist market stalls etc. can act as an attractive designation, draw community to visit and use the courtyards and the proposed public route through the site and may be able to secure long term viable lease. The uses creating draw for the local community can be within the building or proposed as part of the landscape scheme. It is very important for the use to be clearly resolved and adequate provision for its operation is designed in at an early stage and therefore it is recommended to apply a planning condition seeking the use and the design of courtyards which creates a draw for the wider community before the commencement of development on the site.

The lack of clarity about the use and management of the courtyard spaces is unhelpful and a speedy resolution of the issue is needed. It is therefore recommended to apply a pre-commencement condition which requires the management of the courtyard spaces along with the control with the gates to be agreed. It is important for the management and security measures to be acceptable with the local police department while meeting the requirements of the planning authority. A confirmation of the same will be needed to discharge of the planning condition recommended above.

As noted earlier from urban design perspective the courtyards it is acceptable for the courtyard to serve as a public or private space. But it is important to clearly state its role as one or the other and for the uses, design and management of the space to support its intended use. It is therefore recommended to apply pre-commencement conditions seeking clarity on uses, design and management of the courtyard space at the earliest stage possible.

Elevation along rear boundaries

The three storey houses along the east and south-east edges of the site are appropriate. The composition of the rear elevation of the houses along boundary parallel to Brigstocke Road appears to be more sensitively designed and better resolved.

When viewed from adjacent properties, the impact of central block with four storey high façade with balconies on the south-east edge is comparable in scale to the existing structures on site. Overall, the houses in that area have smaller back gardens and other uses providing some buffer but there will be some impact due to the scale and overlooking in houses along Hepburn Road. The impact of development on Hepburn Road is considered to be acceptable however the privacy and overlooking aspects can be improved in places. Any amendments proposing improvements in this area will be welcome.

The three storey element along the southern edge of site backing on to 102 Stokes Croft and Crofts Dale only presents narrow horizontal slit windows in a predominantly blank facade. The orientation of the façade facing south and overlooking backyards or commercial premises makes it possible for the development to provide windows to benefit from the sunlight and create an attractive elevation with larger windows. In order to improve the elevation and outlook from Hepburn Road it is recommended to apply a planning condition seeking 1:20 scale design of this elevation notwithstanding the drawings and details currently submitted.

Rooftop equipment

The service installations commonly placed on the roof of the buildings can cumulatively form unsightly clutter. Considering the topography and tall building in the area the roof of the proposed development will be visible from many places in the vicinity. In order to control the impact of any potential rooftop installations it is recommended to apply a condition seeking the rooftop equipment to be designed within a confined area and details of screening to be approved prior to its implementation on site.

Overall the proposal brings forward much needed development on the site and considered to present design merits to recommend a conditional planning approval. It is important to ensure that some of the conditions are sought at a pre-commencement stage as explained in the notes to help resolve the key outstanding issues at the earliest and the non-critical but important details can be sought through pre-implementation condition.

BCC CONSERVATION OFFICER

Archaeology

Previous desk-based assessments have set out a clear chronology for the development of the site. It is possible that a Civil War period defensive spur was constructed later fossilised in the built landscape with a triangular building depicted from 1828 onwards towards the north-east corner of the site. This spurwork is described in 1643 and may be related to a gate across Stokes Croft depicted in 1742. However, previous evaluation of the site did not provide conclusive proof of the existence of 17th century defensive works, while other accounts suggest that the Civil War works might lie to the south. The evaluations were constrained by the existing standing buildings, especially 4 Ashley Road, and the presence of travellers' vehicles and caravans. The presence or absence of Civil War structures therefore remains unproven. Any surviving remains will have been adversely impacted by later buildings, notably Westmoreland House, and they are therefore of local or at most regional significance, not warranting preservation in situ. However, it will be necessary to undertake more extensive archaeological investigation and recording to ensure that any remains of 17th century Civil War structures, as well as later features, such as the early and mid-18th century buildings, are fully recorded and published. This work can be secured by means of appropriate conditions.

No. 4 Ashley Road

It was agreed at the earlier appeal that no 4 Ashley Road is too far degraded to be capable of restoration. Nevertheless, the building retains some archaeological interest, as demonstrated in the 2006 assessment, including blocked openings in its south wall. The exterior of the building should be recorded in detail prior to its demolition.

The Carriageworks

The proposals for the renovation and reuse of the Carriageworks building are very positive for this long standing heritage asset at risk and surrounding conservation area. The form of the proposed new pitched roof structure is generally welcomed, although the size and materials of the new dormers are a concern. We would advise that these should be light weight timber elements more in keeping with the historic dormers visible on historic images of the building.

The replacement windows on the front elevation should be timber frames following the form and pattern of the existing windows. Being a Grade II* building this would be the most appropriate approach.

BCC POLLUTION CONTROL

This proposed development is sensitive to contamination and is situated on land that has been subject to a variety of potentially contaminating land uses including carriage works, ink works, manufacturing works and rubber tyre works. The site suffered considerable damage during World War Two.

A site investigation was undertaken in 2006 and the report would be considered out of date if submitted today. This is due to changes in industry led guidance, guideline values and laboratory processes.

Therefore the applicant must undertake a new site investigation, we would support an initial desk study prior to any works commencing with more detailed intrusive investigations occurring post demolition as a better assessment of the site can be made once the redundant buildings have been removed. Relevant conditions to secure this are proposed together with an advice note associated with asbestos.

BCC ECOLOGIST

Common pipistrelle bats were recorded roosting in two buildings on site, Westmoreland House and the Carriageworks during bat emergence and dawn re-entry surveys (as described in the bat emergence and re-entry surveys of buildings report dated 21 November 2014). A peak count of four common pipistrelles was recorded emerging from Westmoreland House and one common pipistrelle from the Carriageworks building. Bats are a highly protected European Protected Species, a legally protected species and a material planning consideration. Accordingly work must not commence until a Natural England licence has been obtained for the works and an ecological mitigation scheme must be conditioned for bats.

The provision of just over 500 m² of living (green/brown) roofs is welcomed to provide compensatory habitat for wildlife. This includes providing open mosaic habitats on the roofs to mitigate for the loss of open mosaic habitats on previously developed land on the site which is a Bristol Biodiversity Action Plan Habitat Action Plan and thus a material planning consideration in planning. Accordingly the living roofs should be secured by planning condition. Living roofs also contribute towards Sustainable Urban Drainage Systems (SuDS).

The submitted ecological appraisal (survey report) dated November 2014 (page 17) makes recommendations with regards to lighting.

Landscaping of the site should predominantly employ native species of local provenance including berry and fruit-bearing tree, hedgerow and shrub species for birds and nectar-rich flowering plants for invertebrates. The proposed water feature, climbing and nectar-rich plants, night-scented flowers for bats, hedgerows and trees should be conditioned.

Dunnock, which is a priority (i.e. Section 41 Species of Principal Importance in England) species was recorded breeding on the site and starling, another priority species was recorded flying past the site in the submitted breeding bird survey report dated 21 November 2014. This means that the presence of these species is a material consideration in planning decisions. Blackbird, blue tit, robin and wren were also recorded breeding on the site.

Bat and bird boxes need to be provided to meet the requirements of the bat mitigation scheme. These bat boxes should have large dimensions so that they are equivalent in size to bat tubes.

BCC TRANSPORT DEVELOPMENT MANAGEMENT

The principle of residential development without car parking is generally accepted in the central area. A residents Parking Scheme is in place in St Pauls and a scheme for Montpelier is expected to be implemented in 2015. Residents of new developments without car parking are not eligible for parking permits. With these safeguards it is not anticipated that there would be an unsatisfactory situation on local roads caused by residents of the development trying to park.

6 disability spaces have been provided, which is in line with the Council's standards.

The development provides 196 cycle parking spaces. This is sufficient to meet Local Plan standards.

A car club space has been shown on the plans, and there is also a commitment to provide the first year's membership of a car club for new residents. This should be sufficient to meet the needs of this development.

Following the submission of additional information, Transport DM confirmed that they are content with the swept path diagram sent in by the applicant.

With regard to the practical arrangement of deliveries and refuse collection, there are two places for a vehicle to stop: between the disabled parking bays and to the side of the further trio of parking bays. Using the latter does not obstruct pedestrian movement as there is still a legible path between the parking spaces. The two together provide suitable space for turning.

It is accepted that with suitable management deliveries could be catered for without overly restricting the use of the parking area or the pedestrian route. This seems a better solution than allocating extra space to be used for the purpose, which could end up unused most of the time.

Management plans of this sort have mainly been used on commercial developments. For a residential development the measures available would be fairly limited, and a full written plan may not be necessary, as the number of deliveries would be quite small.

As regards contributions to the traffic light junction, it seems we are in an all-or-nothing situation, as a limited payment would not produce a worthwhile scheme, and there would not be extra funding available from other sources. As the appeal Inspector clearly stated that we were not entitled to ask for the full cost, it is concluded that it cannot be asked for at this time.

BCC SUSTAINABLE CITY AND CLIMATE CHANGE SERVICE

Comment that:

"In summary the proposal incorporates a range of positive aspects in sustainability terms including the provision of CHP, Green/ Biodiverse Roofs, food growing and the fact that it is car free which are all strongly welcomed."

There has been an ongoing dialogue with the Applicants in respect of the following:

- Securing CSH Level 4.
- BREAMM Assessment
- SAP calculations
- The PV to be provided.

- District Heating connection
- Incorporation of smart systems or broadband provision
- Combined Heat and Power (CHP)
- The assessment states that the modelling of CHP emissions should be re-done as the design of the stack is being altered from 3m above building height to only 1.6m above building height. This could have a significant impact on dispersion of pollutants and justification of this change in height needs to be made if this has a significant impact on modelled pollutant concentrations. The dispersion model does not include the existing Tuckett's buildings on the corner of Ashley Road and Stokes Croft. As a result, it is considered likely that the pollutant concentrations predicted at receptors P6 and P10 are higher than they will be in reality as the Tuckett's buildings will act as a barrier between the vehicle emissions from Ashley Road and Stokes Croft. The re-modelling of impacts from the revised CHP stack configuration should take into account the barrier provided by the Tuckett's Buildings. Also, if there are residential receptors within the Tuckett's Buildings, these should be included within the revised CHP dispersion modelling

Officer Note: At the time of the preparation of the report, updated plans illustrating a revised stack height of 1.6m are being prepared by the Applicants.

BCC AIR QUALITY

- Existing Pollution from Ashley Road/Stokes Croft

The dispersion modelling predicts that the annual objective for NO₂ will be exceeded at the first floor level and below along the façade of Ashley Road and Stokes Croft. These conclusions are considered to be what would be expected when considering the monitored NO₂ concentrations in the area and findings of similar assessments. The mitigation proposed in the air quality assessment is considered inadequate and would not effectively eliminate additional exposure to pollutants above the objectives.

- Mitigation measures need to be built into the building design from an early stage and - therefore, the suggestion of monitoring to verify modelling results and subsequent implementation of mitigation measures is not practical. Mitigation in the form of mechanical ventilation and fixed shut windows need to be conditioned at all residential locations, at the first floor level and below, that face directly onto Ashley Road or Stokes Croft to ensure adequate mitigation of the effects of existing poor air quality.
- Construction Dust

Due to the nature of demolition and construction works and the proximity of surrounding sensitive receptors, there is the potential for dust issues to arise during this phase of the project. An adequate assessment has been carried out and the impacts are considered acceptable as long as the site specific mitigation measures, as outlined in Appendix F of the air quality assessment, are conditioned and incorporated into a dust management plan (DMP).

RELEVANT POLICIES

National Planning Policy Framework – March 2012

Planning (Listed Buildings & Conservation Areas) Act 1990

Bristol Core Strategy (Adopted June 2011)

BCS2	Bristol City Centre
BCS5	Housing Provision
BCS7	Centres and Retailing
BCS8	Delivering a Thriving Economy
BCS10	Transport and Access Improvements
BCS13	Climate Change
BCS14	Sustainable Energy
BCS15	Sustainable Design and Construction
BCS16	Flood Risk and Water Management
BCS17	Affordable Housing Provision
BCS18	Housing Type
BCS20	Effective and Efficient Use of Land
BCS21	Quality Urban Design
BCS22	Conservation and the Historic Environment

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

DM1	Presumption in favour of sustainable development
DM4	Wheelchair accessible housing
DM8	Shopping areas and frontages
DM10	Food and drink uses and the evening economy
DM14	The health impacts of development
DM19	Development and nature conservation
DM23	Transport development management
DM26	Local character and distinctiveness
DM27	Layout and form
DM28	Public realm
DM29	Design of new buildings
DM30	Alterations to existing buildings
DM31	Heritage assets
DM32	Recycling and refuse provision in new development
DM33	Pollution control, air quality and water quality
DM34	Contaminated land
DM35	Noise mitigation

Bristol Central Area Plan (Adopted March 2015)

BCAP1	Mixed-use development in Bristol City Centre
BCAP2	New homes through efficient use of land
BCAP3	Family sized homes
BCAP13	Strategy for retail development in Bristol City Centre
BCAP14	Location of larger retail development in Bristol City Centre
BCA15	Small scale retail developments and other related uses in Bristol City Centre
BCAP20	Sustainable design standards
BCAP29	Car and cycle parking
BCAP30	Pedestrian routes

SPD10 Planning for a Sustainable future for St. Paul's**KEY ISSUES**

Core Strategy Policy BCS2 states that in the City Centre the more efficient use of land and a greater mix of uses will be encouraged. It continues that the design of development will be expected to be of the highest standard in terms of appearance, function, conservation of heritage assets, sustainability and maintaining and enhancing green infrastructure. Key views will be protected. Street design will be given priority to pedestrian access, cycling and public transport. And new development will be

expected to include measures to secure public access and routes for walking, cycling and public transport.

The Bristol Central Area Plan was adopted by Full Council on 17 March 2015. This Plan provides an appropriate basis for the planning of central Bristol in the period to 2026. This Plan includes Policies BCAP 45 and BCAP SA5 and allocation SA505 for the application site which requires development to take account of the following factors listed below:

- The Community Vision (Key Issue B)
- Stokes Croft Conservation Area (Key Issue C)
- The retention and sensitive restoration of the Grade II* listed Carriageworks (Key Issue C)
- Provision of a mix of uses including a mix of uses including a mix of housing types and employment space suitable for small business (See Key Issue A)
- If possible, public routes through the site suitable for activities such as markets and performances (See Key Issue B)
- Promote walking, cycling and public transport over car use (Key Issue E).
- Achieve a high standard of sustainable design incorporating green roofs and garden space (See Key Issue F).
- Amenity for future residents – “Development should address noise and pollution issues from Stokes Croft and Ashley Road.” (See Key Issue C)

(A) DOES THE APPLICATION PROPOSAL ACHIEVE AN ACCEPTABLE MIX OF USES AND IS AN ACCEPTABLE MIX OF DWELLINGS ACHIEVED?

Section 6 of the NPPF reflects the need to significantly boost the supply of housing and to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities. Policy BSC18 of the adopted Core Strategy reflects this guidance and states that "all new residential development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities" In the first instance developments are required to address affordable housing need and housing demand across the city under this policy and in effect this is captured by the preceding policy BCS17. The policy then goes on to state that development 'should aim to' contribute to the diversity of housing in the local area and help to redress any housing imbalance that exists; respond to the requirement of a changing population and employ imaginative design solutions.

Bristol comprises a diverse range of residential neighbourhoods with significant variations in housing type, tenure, size, character and quality. A wide range of factors influence the housing needs and demands of neighbourhoods. Such factors include demographic trends, housing supply, economic conditions and market operation. The inter-relationship between these and other factors is often complex and dynamic. In the circumstances, housing requirements will differ greatly across the city and will be subject to change over time. With this in mind an overly prescriptive approach to housing mix would not be appropriate. However, it has been possible to identify broad housing issues that are applicable to many neighbourhoods.

The Central Area Plan Allocation SA505 includes a suggested target for 100 dwellings, but is not specific on the mix of dwellings. BCAP1 states that new development in Bristol City Centre will be expected to contribute to the mix of uses in the wider area. A mix of new homes, employment and other uses will be sought as appropriate to the site and its context. It also states that where sites lie within Flood Zone 1, predominantly residential forms of development will be sought to contribute towards the delivery of new homes within central Bristol, except where land is allocated or designated specifically for other uses. The application site is located within Flood Zone 1.

One of the reasons for refusing the 2007 application was that the proposed development failed to provide an adequate mix of housing sizes, namely family sized accommodation of 3 or more beds. The Inspector in dismissing the appeal following the 2007 refusal noted that of the dwellings proposed only 4 would have 3 bedrooms and of those 4 only one would have a direct access from a private terrace to a communal open space. She concluded that the proposal “would provide such a disproportionate number of smaller units compared to family units that it would compound an imbalance in the mix of unit sizes” (Inspector’s Decision Letter paragraph 27). In addition the 2007 proposal offered no alternative to market housing.

A comparison of the mix of units between the 2007 proposal and this application is as follows:

	The 2007 application	Current Application
Studio flats	7	0
1 bed apartments	19	59
2 bed apartments	95	32
3 bed apartments	4	15
Duplex	22 (1 x 3 bed / 21 x 2 bed)	3 (3 x 2 bed)
Live Work Units	3 (3 x 1 bed)	0
Live Work Duplex	3 (1 x 3 bed / 2 x 1 bed units)	0
3 bed houses	0	9
Total	153	118

BCAP3 states that throughout the city centre the development of new homes will be expected to contain a proportion of family sized homes, consisting of houses with two or more bedrooms or flats with three or more bedrooms and an element of usable outdoor amenity space.

The application proposal includes a significantly improved amount of family accommodation in comparison to the 2007 proposal. 20% of the accommodation would be family sized (with the 2007 proposal it was 3%). It is considered that the provision of 24 apartments with three or more bedrooms is acceptable. SPD10 includes a requirement that 20% of dwellings be three bedroomed or more (SPD10, paragraph 7.1.8). Therefore in this respect, the application proposal is consistent with SPD10.

(B) DOES THE APPLICATION PROPOSAL COMPLY WITH THE CARRIAGEWORKS COMMUNITY VISION?

The Central Area Plan Allocation SA505 includes a requirement for the development to have regard to the Carriageworks Community Vision (2012) (CCV). This is of particular concern to the Carriageworks Action Group (CAG) and in other representations received. CAG are of the firm view that the application proposal is inconsistent with this Vision for the reasons set out above.

Your Officers are of the view that while the Applicants have had regard to the Community Vision, the application proposal complies with the Vision in part.

In respect of Vision Statement 1, your Officers do not share the view that the application proposal is inward looking. It will improve the activity on Stokes Croft and Ashley Road. This is consistent with policy DM28 which states that development will be expected to contribute towards an appropriate range of activity within the public realm and also Bristol Central Area Plan Policy BCAP31 that requires active ground floor uses to be provided on primary pedestrian routes.

Representations have been received expressing concern that the commercial units in the application proposals will be occupied by national companies rather than local ones. There is no means for the planning process to restrict national companies from occupying any of the units. It is not possible to refuse a planning application on the basis of who the applicant is or who the potential occupiers might be. However it is clear from the representations received that there is very real concern in the community that the application proposal would have a harmful impact on the character of Stokes Croft. In recognition of this, your Officers recommend that relevant conditions are included that ensure that the commercial units remain at their current size. Similar conditions are attached to the planning permission for New Bridewell Police Headquarters Annexe site (13/04273/F). This is regarded as a means of resisting larger operators from occupying neighbouring units and creating larger units which are more attractive to larger operators.

Overall however, your Officers are of the view that the creation of additional employment opportunities in this part of Stokes Croft is consistent with the first aim of the vision to make a positive contribution to the economy.

In respect of Vision Statement 2, CAG note that the site will only be developed for two uses – residential (94%) and retail (6%) and that this is not a broad range of uses sought by the Vision.

This is not correct as the exact range of ground floor uses is yet to be determined. The application form indicates that the proposal is for non-residential accommodation within classes A1, A2, A3, A3, A4, D1, D2 or B1. This approach affords the flexibility to the developers of the site to achieve a mixture of uses. Again, relevant conditions restricting the amount of floorspace given over to each of these uses is a tool for ensuring that a variety will be achieved. For example, in the event that interest is shown by only A3 restaurant uses, an application for a variation of condition would be required and the merits of such an approach would be assessed through the consideration of a further planning application.

In respect of Vision Statement 3, CAG object to the creation of a gated community and are concerned about the route through the site.

It is incorrect to describe the application proposal as a “gated community”. That implies that the site would be a community which has no public access and is entirely separate to the wider area. The application drawings together with the supporting information for this application indicate that it is the intention for there to be public access into and through the site. For example, in support of their application, the Applicants have submitted a Cultural Strategy that the applicants describe as a Strategy that:

“... outlines a set of principles and a process for integrating and delivering a cultural placemaking programme into the fabric and future life of the scheme. The principles draw on previous work in this area, notably the 2011 Community Vision. They focus a programme on examining the main areas of opportunity presented by the scheme: the public realm and the ground floor non-residential accommodation in a context of supporting a sustainable permeability to the scheme.”

While it is recognised that the details of this are to be confirmed, your Officers consider that at this stage of this project it confirms that the application site will not be closed off but rather available for public use.

In respect of Vision Statement 4, CAG state that there are no certainties that there will be retail uses within the site. This is accepted to be the case at this application stage.

CAG state that issues relating to active ground floor uses should have been addressed prior to the submission of the planning application and should not be left for consideration after permission has been granted. Your Officers consider that it would be unrealistic to expect occupiers of the commercial units to invest and commit to locating in the units in advance of planning permission being

granted. There is too much uncertainty for prospective investors.

It is accepted that there is limited visibility from Stokes Croft into the site, but this is dictated by the design of the Carriageworks façade which has been concluded is appropriate to retain.

In respect of Vision Statement 5, the mix of dwellings is addressed above.

In respect of Vision Statement 6, the Council's Transport Development Management Officers would not support the refusal of this application on the grounds of the absence of sufficient parking provision and are of the view that this absence is acceptable for a site in a City Centre location on a showcase bus route.

Following the receipt of representations expressing concern about the provision of delivery space for the site, Officers sought clarification from the applicants. It is considered that there is sufficient space and plenty of examples of similar city centre sites that are efficiently managed. However, with the agreement of the applicants, it is proposed to add a condition requiring the submission and approval of an operational management plan.

It is not considered that in practice there will be an ongoing conflict between disabled parking bays and the amount of delivery space. The advice from Transport Development Management is that there is sufficient space for waste collections and that in practice there would not be such a conflict between deliveries and parking of disabled residents to make the scheme unacceptable.

Consistent with the advice from the Council's set out above, the application proposal is consistent with Vision Statement 7. Detailed work has been undertaken to ensure that the proposal meets the requirements of the Council's Core Strategy Policies BCS13, BCS14 and BCS15.

The submitted plans and the Design and Access Statement indicate that a range of materials will be used. However the exact details of materials will be secured by condition.

In respect of Vision Statement 8, CAG are clear that they are looking for a developer who will go the "extra mile" to deliver a scheme of which we can be proud. They want the development to be a significant site for Bristol, that demonstrates the creativity and independence for which Bristol is increasingly recognised:

"This developer has made some fine statements and has been clever in how they present their scheme, but the absence of any real detail about how the site will be used and managed in the long term gives us great doubts about what will actually be built and what it will actually mean for the local area. This is only compounded by our concerns about much of the design."

While your Officers are satisfied that the information submitted of a sufficient detail with which to assess and determine this application, it is clear that CAG have concluded that these developers have not "championed" the Community Vision. It is noted that the Bristol Development Framework Statement of Community Involvement (Adopted October 2008) states that:

"Developers will be expected to involve the local community and Ward Members in early discussion of the implications of their proposals and how these might be dealt with." (Paragraph 6.11)

It is very difficult to argue that in spite of the comments from CAG, the applicants have not complied with this requirement. In addition it is noted that the allocation SA505 only requires "regard" to be paid to the Carriageworks Community Vision (December 2011) it is considered that the perception of failure to "champion" the Vision cannot be sustained as grounds for refusing the application.

Overall, the Applicants have paid regard to the Community Vision and there are not sufficient reasons to support a refusal of planning permission on this ground.

(C) IS THE DESIGN OF THE APPLICATION PROPOSAL AND THE IMPACT ON HERITAGE ASSETS IS ACCEPTABLE?

Impact on Listed Buildings and Conservation Areas

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Authority is also required (under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. The case of *R (Forge Field Society) v Sevenoaks DC* [2014] EWHC 1895 (Admin) (“Forge Field”) has made it clear where there is harm to a listed building or a conservation area the decision maker “must give that harm considerable importance and weight.” [48]. This is applicable here because there is harm to the listed building caused by the proposals as set out below.

Section 12 of the national guidance within the National Planning Policy Framework (NPPF) 2012 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, with any harm or loss requiring clear and convincing justification. Paragraph 132 of the NPPF states that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Further, Paragraph 133 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site
- no viable use of the heritage asset itself can be found the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-finding or some form of charitable or public ownership is demonstrably not possible; and
- the harm of loss is outweighed by the benefit of bringing the site back into use.

Paragraph 133 is particularly relevant to 4 Ashley Road (see below).

This is an important city centre site that includes Grade II* listed building. It is important that the Council maintain the support that the National Planning Policy Framework gives to improved architectural design. Furthermore it is located within the Stokes Croft Conservation Area.

Core Strategy Policy BCS20 states that new development should maximise opportunities to re-use previously developed land. Imaginative design solutions will be encouraged at all sites to ensure optimum efficiency in the use of land is achieved. In the city centre high densities of development will be sought especially in and around the city centre.

Policy BCS21 states that new development should contribute positively to an area's character and identity, creating or reinforcing local distinctiveness. Amongst other things it should deliver a safe, healthy, attractive, usable, durable and well-managed built environment comprising high quality inclusive buildings and spaces that integrate green infrastructure. This is reinforced by Policy DM26 which states that development proposals will be expected to contribute towards local character and distinctiveness and Policy DM28 which states that development will be expected to provide for or contribute towards the creation of a safe, attractive, high quality, inclusive and legible public realm.

For this site, the design is required to have regard to the historic environment, specifically the impact on the listed buildings and the Stoke's Croft Conservation Area. Core Strategy Policy BCS22 requires

development proposals to safeguard and enhance heritage assets and the character and setting of areas of acknowledged importance. Policy DM31 states that alterations, extensions or changes of use to listed building or development in their vicinity will be expected to have no adverse impact on the elements which contribute to their special architectural or historic interest.

Architectural Quality

The application proposal includes the demolition and restoration (in part) of buildings located within the Stokes Croft Conservation Area. The quality of design is central to good planning, but is particularly important in this case.

Representations have been received that the design of the proposal is “hideously generic, ugly, sterile and lifeless set of buildings, typical of so many modern developments in cities across the UK”. Other representations describe the building as being “bland”.

Having sought the advice of English Heritage, the Council’s City Design Group, the Bristol Civic Society and Bristol Urban Design Forum, your Officers conclude that the architectural quality of the proposal is acceptable and responds appropriately to both the Victorian and Georgian buildings in the vicinity of the site and the wider Conservation Area. There is considered to be insufficient grounds to support and defend a refusal of these applications on the grounds of the design being “bland”. A contemporary approach to the buildings facing the inner courtyards is considered appropriate.

As is recognized in the representation from English Heritage, the detailed design stage for the proposal will be dictated by the quality of the existing building when it is known. For example, it is believed that the rear wall of the Carriageworks building predates the Carriageworks building itself and dates back to 1829. There will be a need for exploratory work before the best treatment for it will be known. Relevant conditions to secure this information are included.

In discussion with English Heritage and the Council’s Conservation Officer and notwithstanding the information contained on the application drawings that the application proposal will be sympathetic to the existing and historic buildings in the area. .

Your Officers do not agree with the objections that have been received to the architectural quality. Rather they take the view that, consistent with development plan policies, the design will serve to enhance the Conservation Area by complimenting Tucketts Building and also the Carriageworks frontage. The proposed development is of a scale and character that is appropriate to development in such close proximity to these important heritage assets. It is therefore considered that the application proposal would significantly improve the public realm in this area and that there is no basis to refuse on design grounds.

Massing and Scale

It is noted that in dismissing the appeal for the 2007 proposal, the Inspector commented on that proposal that the scale of the works would unacceptably dominate and harm the setting of the listed building, could harm features of special architectural and historical interest.

The removal of the Westmoreland House tower together with the overall scale of the proposal being in scale with Tucketts building, overcomes this earlier conclusion of the Inspector. In addition, the advice from City Design (set out above) is that overall the proposal presents design merits to recommend a conditional planning approval (as set out above). The advice in respect of primary elevations, for example, is that the proposed elevation along Stokes Croft and Ashley Road is restrained and formally composed.

Overshadowing

Objection has been raised that the application proposal will cast shadows onto large areas of the communal open spaces for different parts of the day, particularly the six storey central apartment block and that the visualization images produced by the Applicants are misleading.

In response to this the Applicants note that when the shadow effects of a development on adjacent amenity spaces are assessed, the assessment is undertaken in accordance with the Building Research Establishment Publication – Planning for Daylight and Sunlight: A Guide to Good practice. This Guidance advises that the spring equinox (21 March) is a good time of year to assess the shadow effects of a development as it illustrates the average level of shadowing between the winter (21 December) and summer solstices (21 June) which are the times of year when the shadows will be at the longest and shortest respectively.

The BRE Guidelines state that for a garden or amenity space to appear adequately sunlit throughout the year, at least half of it should receive at least 2 hours sunlight on 21 March which is achieved here.

Amenity of surrounding and future residents

In delivering high quality urban design new development should safeguard the amenity of existing development and its occupiers and create a high-quality environment for future occupiers, which is also safe, healthy and useable (Policy BCS21 refers). In addition residential developments should provide sufficient space for everyday activities and enable flexibility and adaptability by meeting appropriate space standards, reference here being given to the standards set by the Homes and Communities Agency (policy BCS 18 refers). Policy BCS23 of the Core Strategy also addresses the issue of noise and amongst other things requires consideration of the impact of new development on the viability of existing uses by reason of its sensitivity to noise or other pollution.

The site is set within a tight urban context and typically surrounded by residential development, including two storey terraced housing in Hepburn Road as well as some commercial premises, including the row of commercial units fronting Stokes Croft.

It is considered that there are three key amenity issues arising out of this application proposal. First the impact of the proposal on the rear of properties on Stokes Croft, Ashley Road and Hepburn Road, second would the proposed courtyards and residential development be overshadowed and finally, the impact on the area during the construction phase.

Concern has been expressed that there is insufficient information to assess the impact on properties on Stokes Croft (including 108 Stokes Croft). This issue will be addressed at the Committee Meeting.

The application proposal includes housing along the boundary shared with the Kuumba Building behind properties in Hepburn Road. Due to the levels, the proposed houses, which include roof gardens, would be set above the Kuumba Building and would look down into the rear gardens of properties in Hepburn Road. In order to address this, the design has been amended to reduce the depth of the rear gardens in Hepburn Road to prevent this potential overlooking.

In order to address the impact of constructing this development on the amenity of surrounding residents, the developers of the site will be required to submit a Construction Management Plan. This will be secured by relevant condition.

To conclude, the City Design Group together with Officers in Development Management have considered the scheme throughout the pre-application and application process and are satisfied that this application should not be refused on design grounds.

It is noted that no objection to the design of the proposal has been received from the Council's City Design Group, English Heritage, the Bristol Urban Design Forum or Bristol Civic Society.

Sunlight and Daylight to the proposed development

Objection has been received that unlike the south west facing single-aspect apartments, the north-east facing apartments would get zero or practically zero daylight according to the sun path.

In response to this, the Applicants accept that the rooms in central block will not benefit from good levels of sunlight as they are predominantly north-east facing but they note that it is not unusual when developing a site in an urban location.

It is not accepted that the north-east facing apartments would get zero daylight. The measurement of daylight is a completely different assessment to sunlight and is concerned with ensuring the amount of diffuse light which emitted from the sky. It is completely independent of orientation and rooms can still achieve a good day-lit appearance if there is sufficient glazing to the respect room area. In this case, it is considered that there is sufficient daylight to the proposed rooms.

Ventilation

Mitigation measures have been built into the building design through the use of mechanical ventilation.

As all dwellings have a low/mid-level risk before the consideration of cooling, the proposed strategy is that those facades facing the majority of overheating risk will be addressed through the provision of windows that can be opened, with mechanical ventilation to provide additional mitigation at peak times for street facing properties.

Construction Phase

A final concern in respect of the impact of the proposal on amenity is the impact of construction in the event that planning permission is granted and implemented. To address this, it is recommended to include a condition requiring the submission of a Construction Management Plan.

Overall, the benefits of bringing this mainly derelict site back into beneficial use through a sensitively designed proposal outweighs the limited impact on the heritage assets at the site. The design of the proposal is considered to be consistent with relevant development plan policies and other material considerations do not outweigh this conclusion.

(D) HAS THE DEMOLITION OF 4 ASHLEY ROAD BEEN ADEQUATELY JUSTIFIED?

Section 12 of the national guidance within the National Planning Policy Framework (NPPF) 2012 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, with any harm or loss requiring clear and convincing justification (Paragraph 132 of the NPPF). It is recognized that heritage assets are irreplaceable and any loss should require and clear and convincing justification and the loss of Grade II buildings should be exceptional.

NPPF paragraph 133 states that where a proposed development will lead to the total loss of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the loss is necessary to achieve substantial public health benefits that outweigh the harm or the loss or all of the following apply:

- The nature of the heritage asset itself prevents all reasonable uses of the site
 - no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- Conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and

- the harm or loss is outweighed by the benefit of bring the site back into use.

In reaching the conclusion that the loss of 4 Ashley Road can be justified, Officers are mindful of the most recent conclusion of the Inspector. 4 Ashley Road is a late eighteenth century house that is Grade II listed. There was clear evidence during the site visit that it has fallen into a state of significant disrepair. The application proposal includes the total demolition of this building. In 2010, the Inspector described 4 Ashley Road as the last remaining house from a small group of detached villas at the western end of Ashley Road that first appear on an 1828 map. The Inspector noted then that the building is “in a considerable state of degradation and, from the structural engineer’s letter of 5 February 2010 on his structural survey carried out in April 2006, it seems unlikely that any features of special interest remain internally.

The harm to this building is given considerable importance and weight. This harm must be weighed against any public benefits of the proposal. The Inspector concludes that the building has no group value and is detached from adjoining development. She concludes that in her opinion that there is clear and convincing justification for the demolition of the building. The representation from English Heritage for this application endorses this conclusion.

For reasons, set out elsewhere in this report, it is considered that the loss of 4 Ashley Road is outweighed by the benefits of bringing the site back into use.

It is therefore concluded that the demolition of 4 Ashley Road has been adequately justified.

(E) ARE TRANSPORT, MOVEMENT AND OTHER HIGHWAY CONCERNS ADEQUATELY ADDRESSED?

Policy BCS10 states that proposals will be determined to reflect the transport user priorities set out in the Joint Local Transport Plan, specifically, putting the pedestrian first followed by the cyclist, public transport, access for commercial vehicles and only then the private car.

Development proposals should be located where sustainable travel patterns can be achieved.

The comments from the Council’s Transport Development Management team are that this proposal is acceptable. The amount of car and cycle parking and the provision for deliveries are all considered to be acceptable. It is noted that Transport DM states that with regard to the practical arrangement for deliveries and refuse collections, there are two places for vehicles to stop. There is sufficient space to afford access for the disabled and to allow the movement of pedestrians.

While Transport DM would have welcomed funds towards making improvements to the Picton Street, Ashley Road and Stokes Croft junction, they were aware of the Inspector’s comments on this in which she said:

“... the contribution required for improvements to an already overloaded junction between Ashley Road, Cheltenham Road and Stokes Croft did not appear to wholly relate to the needs generated by the appeal proposal. I acknowledge that an already saturated junction would be affected by any increase in traffic but the level of contribution (£200k) was not justified.”

It has been concluded that there are not factors with this application that would enable your Officers to justifiably achieve such a contribution. Accordingly no contribution towards highways improvements has been sought.

There are no highways grounds on which to refuse this application.

(F) DOES THE APPLICATION PROPOSAL COMPLY WITH THE COUNCIL'S SUSTAINABILITY POLICIES?

NPPF Policy 96 states that in determining planning applications, local planning authorities should expect new development to comply with adopted Local Plan policies on local requirements for decentralised energy supply, unless it can be demonstrated by the applicant, having regard to the type of development, involved and its design, that this is not feasible or viable and to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption. Core Strategy Policies BCS13, BCS14, BCS15 and BCS16 set out the Council's key policies towards climate change and sustainable development.

In terms of climate change, Policy BCS13 requires that development should contribute to mitigating and adapting to climate change and meeting targets to reduce carbon dioxide emissions through the design and use of resources in buildings, the use of decentralised renewable energy and sustainable patterns of development which encourage walking, cycling and public transport rather than journeys by private car.

The application has demonstrated that overall, there will be an improvement in energy efficiency through the design beyond the levels required by building regulations. Design assumptions are set out in the energy statement and a condition to ensure that the development be delivered in accordance with these measures is requested. The information presented with the application states that such improvements are sought within the constraints of the development, including aesthetic considerations of a development on a heritage site.

The application includes a number of design attributes that will contribute to climate change adaptation including through landscaping and planting, incorporation of biodiverse roofs, maximising natural ventilation and water efficiency measures detailed in the Sustainability Statement. Subsequent comments received from the applicant demonstrate the intention to include rainwater irrigation for the communal landscaped areas.

The development is car free with the exception of 6 disabled car parking spaces, and incorporates 196 cycle spaces. Whilst permeability has been identified as an issue the development broadly accords with the requirements of this policy.

Policy BCS14 requires that within heat priority areas, development should incorporate infrastructure for district heating and where feasible low-carbon energy generation and distribution. Development will be expected to provide sufficient renewable energy generation to reduce carbon dioxide emissions by at least 20%.

After energy efficiency, the second part of the energy hierarchy set out in Policy BCS 14 is for the incorporation of renewable energy sources to provide sufficient energy to reduce carbon dioxide emissions from residual energy use in the buildings by at least 20%. The Energy Strategy concludes that Solar PV is the only feasible option at the site and that this can deliver a 5% reduction in Carbon Dioxide emissions. As such the development falls short of the 20% expectation set out within the policy. It is accepted that given the orientation and proposed design of the new build and the restoration of the existing buildings on the site, it is accepted that the 20% reduction cannot be met by way of PV.

The third part of the energy hierarchy is the incorporation of low energy sources. The development includes a combined heat and power system as the lead heat generating component of the community heating network, which is predicted to provide a reduction in CO₂ emissions of 33%. Further supplementary information has been provided to demonstrate that space exists to incorporate the "heating substation" which would be necessary to provide for a connection to a future district heating network in replacement of the currently proposed CHP engines. The site is located in proximity to phase 1 of the planned central area District Heating (DH) network, and as such it is

important that the applicant demonstrate through the detailed design the ability to connect to this network. This is especially relevant given the limited contribution of renewable energy within this development.

Policy BCS15 requires that non-residential development achieve a minimum sustainability standard of BREEAM level "Very good".

The new dwellings will be designed to achieve Code for Sustainable Homes Level 4 and those within the refurbished Carriageworks building will be designed to achieve a BREEAM Domestic Refurbishment Very Good rating. It is normal practice for a pre-assessment to be submitted with the application. In this case there is limited information provided to demonstrate that the development is on course to meet the stated targets. In order to ensure that detailed consideration of the BREEAM assessment is given at the earliest opportunity in the design process a condition to ensure that a pre-assessment is submitted in advance of any commencement of works is being sought, as well as the final BREEAM assessment.

In respect of Policy BCS16, as has been indicated, the site is designated as being within Flood Zone 1 where there is low probability of flooding.

The Applicants have indicated that water butts will be provided on suitable dwellings. Relevant conditions requiring the submission of a Sustainable Urban Drainage system are included in the recommendation.

(G) IS THE PROPOSED DEVELOPMENT VIABLE, AND DOES IT PROVIDE AN APPROPRIATE PACKAGE OF PLANNING OBLIGATIONS?

Government policy on planning obligations is set out in Paragraphs 203 to 205 of the National Planning Policy Framework (NPPF) (March 2012). In addition, Regulation 122 of the Community Infrastructure Levy Regulations (CIL) 2010 (as amended) sets out the following legal tests that must be satisfied in order for obligations to be required in respect of development proposals. These are as follows:

- The obligation must be necessary to make the proposed development acceptable in planning terms;
- The obligation must be directly related to the proposed development;
- The obligation must be fairly and reasonably related in scale and kind to the proposed development.

Furthermore, the government's Planning Practice Guidance states that where affordable housing contributions are being sought, obligations should not prevent development from going forward.

The proposed development should provide affordable housing in accordance with Core Strategy Policy BCS17. This requires the provision of up to 40% affordable housing subject to scheme viability.

In simple terms, a development is considered to be viable if the Residual Land Value (RLV) of the development is greater than the site value. The RLV is calculated by ascertaining the value of the completed development, and subtracting from this all the costs involved in bringing the development forward (e.g. build costs, professional fees, legal costs, financing costs etc.) and the developers profit. The applicant has claimed that, to remain viable, the proposed development is only able to provide 8 affordable dwellings (7%), which they propose to provide as Shared Ownership dwellings.

A detailed viability appraisal and supporting commentary has been submitted in support of this claim. Officers have commissioned BNP Paribas to assess the viability information and advise the Council as to whether the applicants claim is reasonable. BNP Paribas have a detailed understanding of this site as they advised the Council on viability matters relating to the previous application for redevelopment of Westmoreland House (07/05763/F) and the subsequent appeal that followed the

refusal of that application.

Having assessed the values and costs associated with the development, and undertaken their own appraisal, BNP Paribas have advised that the proposed development cannot provide the maximum policy requirement of 40% affordable housing. They consider that the viability position submitted by the applicant is reasonable and agree that when 8 affordable dwellings are provided the proposed development shows a small positive RLV. The provision of more than 8 affordable dwellings would result in the proposed development showing a negative RLV, making it unviable.

BNP Paribas advise:

- that the proposed development is able to support the provision of 8 Shared Ownership dwellings whilst remaining viable; and
- that the Council accept the offer of 8 shared ownership dwellings.

On the basis of this advice, officers consider that an affordable housing provision of 8 Shared Ownership dwellings is acceptable and that these should be secured by way of a Section 106 Agreement.

Therefore, consistent with the Council's Core Strategy Policy BCS17, the Applicants have provided a full development appraisal that demonstrates an alternative affordable housing provision is acceptable. Having assessed the values and costs associated in bringing this site back into use, it is clear that the site simply cannot meet the policy requirement of 40% affordable housing, because the costs of doing so when combined with the costs of developing the site are too large to make such a scheme viable.

There are still significant payments for various infrastructure improvements that would be sought. It should be noted that the development will be required to make a significant Community Infrastructure Levy (CIL) payment. The CIL liability for this scheme is £657,769.28.

(H) CAN CONCERNS ABOUT GENTRIFICATION BE JUSTIFIED AS GROUNDS FOR REFUSING THIS APPLICATION?

It is clear from the representations received that there is real concern that the application proposal will "ruin" Stokes Croft and undermine the vibrancy of this important area of Bristol including St. Paul's. Many representations express concern that rather than providing much needed affordable housing, the scheme will gentrify the area by providing "expensive flats".

As ever, it is not possible to refuse an application on the grounds a better alternative development would be possible. Many representations have stated, for example, that the site should be given to the community for community uses. While it is noted that the application proposal includes the possibility of community uses (Use Class D1), there are no grounds to refuse the application because it will bring profit to a private company.

Each application must be assessed on its own planning merits related to land use. It is therefore not possible to defend a refusal on the grounds that the market will only provide "expensive" flats. That is for the market, not planning, to decide.

The amount of affordable housing on offer with this particular proposal has been assessed and your Officers conclude that for the above reasons, that the proposed amount of affordable housing is justified.

It is concluded that the merit of this scheme is that it would bring this site back to into use and that prize with the provision of a limited amount of affordable housing is key.

CONCLUSION

It is clear that there is significant local feeling against this application and it is considered view of the Carriageworks Action Group and other local residents that the application proposal is inconsistent with the Community Vision for the site.

Your Officers have assessed this application proposal on the basis of Development Plan policy and has been determined to be compliant. There are not considered to be any planning grounds for resisting this application.

The application proposal represents a developers' approach to securing the long term regeneration of this important site. It will facilitate the removal and restoration of dilapidated buildings and secure their replacement with a development which is consistent with Development Plan policy. The National Planning Policy Framework (para 173) places emphasis on the planning system allowing deliverable proposals to proceed. Through the viability review process, the proposals before Committee have been demonstrated to be deliverable, however, the Local Planning Authority cannot secure the delivery of any development that it is asked to consider. The Local Planning Authority has to focus only on genuine planning issues.

In determining these applications for planning permission and listed building consent, your Officers are required to assess only the planning merits of the proposal and not the desirability of alternative uses or other uses or the identity of the applicant. Such matters are irrelevant when assessing the acceptability of the application proposal.

On the basis of Development Plan policy and the relevant material planning considerations, officers recommend that planning permission is granted.

RECOMMENDED GRANT subject to Planning Agreement

That the applicant be advised that the Local Planning Authority is disposed to grant planning permission, subject to the completion, within a period of six months from the date of this committee, or any other time as may be reasonably agreed with the Service Director, Planning and Sustainable Development and at the applicant's expense, of a planning agreement made under the terms of Section 106 of the Town and Country Planning Act 1990 (as amended), entered into by the applicant, Bristol City Council and any other interested parties to cover the following matters:

- (A) The provision of 8 affordable shared ownership units to be provided in perpetuity.**
A fee to cover the proper and reasonable costs incurred by the council in connection with the monitoring of the obligations contained in the agreement. All monetary contributions to be index linked to the date of committee.
- (B) That the Head of Legal Services be authorised to conclude the Planning Agreement to cover matters in recommendation (A).**
- (C) That on completion of the Section 106 Agreement, planning permission be granted, subject to the following conditions:**

Application (A) 14/05930/F

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 commencement condition(s)

2. Land affected by contamination - Site characterisation

No development shall take place until an investigation and risk assessment, in addition to any assessment provided with the planning application, has been completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme should be submitted to and be approved in writing by the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:

(i) a survey of the extent, scale and nature of contamination;

(ii) an assessment of the potential risks to:

- * human health,
- * property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
- * adjoining land,
- * groundwaters and surface waters,
- * ecological systems,
- * archaeological sites and ancient monuments;

(iii) an appraisal of remedial options, and proposal of the preferred option(s).

This must be conducted in accordance with DEFRA and the Environment Agency's "Model Procedures for the Management of Land Contamination, CLR 11".

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

3. Land affected by contamination - submission of remediation scheme

No development shall take place until a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment has been prepared, submitted to and approved in writing by the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site

will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

4. Land affected by contamination - implementation of approved remediation scheme

In the event that contamination is found, no development other than that required to be carried out as part of an approved scheme of remediation shall take place until the approved remediation scheme has been carried out in accordance with its terms. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced, and be approved in writing of the Local Planning Authority.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

5. Construction environment management plan

No development shall take place including any works of demolition until a construction a method statement in respect of construction environment management plan has been submitted to, and approved in writing by the Local Planning Authority. The approved statement shall be adhered to throughout the construction period. The statement shall provide for

- Procedures for maintaining good public relations including complaint management, public consultation and liaison
- Procedure for the sensitive relocation of the existing occupants of the site.
- Arrangements for liaison with the Council's Pollution Control Team
- Hours of operation/work.
- Deliveries to and removal of plant, equipment, machinery and waste from the site must only take place within the permitted hours.
- There will be an expectation that no work will take place on Sundays or Bank Holidays.
- Procedures for emergency deviation of the agreed working hours.
- Control measures for dust and other air-borne pollutants. This must also take into account the need to protect any local resident who may have a particular susceptibility to air-borne pollutants.
- Method of prevention of mud being carried onto highway.

- Measures for controlling the use of site lighting whether required for safe working or for security purposes.
- Parking of vehicle of site operatives and visitors.
- Pedestrian and cyclist protection measures.
- Proposed temporary traffic restrictions.
- Arrangements for turning vehicles.

Reason: In the interests of protecting the environment and surrounding area and amenity.

6. Development shall not commence until details of a scheme for the retention of the bats' roosts and the retention of the bats' existing accesses or the provision of alternative new roosts or accesses, has been submitted to and approved in writing by the local planning authority.

The scheme shall include a programme for the implementation of the development which minimises any impacts on bats including the provision of suitable voids or crevices for bats, bat boxes, bat tubes, bat bricks or similar, 'soft strip' demolition methods and measures to minimise light pollution. The development shall be carried out in accordance with the approved scheme or any amendment to the scheme as approved in writing by the local planning authority.

Reason: to enable the local planning authority to retain control over development in order to safeguard bats and their roosts which are specially protected by law.

7. All site clearance and construction works shall be carried out in strict accordance with the recommendations in the submitted ecological appraisal (survey report) dated November 2014, unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of the protection and welfare of legally protected and priority species.

8. Prior to clearance of the site, a detailed method statement for clearance works with respect to the potential presence of slow-worms, to be prepared by a suitably qualified ecologist shall be submitted to and agreed in writing by the local planning authority. Works shall then proceed in accordance with the agreed method statement.

Reason: To ensure that if legally protected reptiles are present on the site that they are not harmed.

9. Prior to occupation details of a landscaping scheme including new boundary treatments shall be submitted and agreed in writing by the Local Planning Authority.

Reason: To protect the wildlife features on site.

10. No clearance of vegetation or structures suitable for nesting birds, shall take place between 1st March and 30th September inclusive in any year without the prior written approval of the local planning authority. The authority will require evidence provided by a suitably qualified ecologist that no breeding birds would be adversely affected before giving any approval under this condition.

Reason: To ensure that wild birds, building or using their nests are protected.

11. Prior to commencement of development details shall be submitted providing the specification, orientation, height and location for built-in bird nesting and bat roosting opportunities. This shall include built-in bird boxes to including swift boxes, house sparrow and song bird boxes.

Bat boxes or bat tubes as built-in bat boxes and insect hotels should also be provided to a standard agreed in writing with the Local Planning Authority.

Reason: To help conserve legally protected bats and birds which include priority species and to conserve invertebrates.

12. No development shall take place including any works of demolition until the developer/occupier enters into an agreement with the City Council to produce and implement a strategy that aims to maximise the opportunities for local residents to access employment offered by the development. The approved strategy shall be undertaken in accordance with an agreed timetable.

Reason: In recognition of the employment opportunity offered by the development

13. Notwithstanding any materials noted on any approved plans, sample panels of all the external materials and finishes to all buildings, associated plant areas, walls, hard landscape features including paved surfaces, demonstrating coursing, jointing and pointing to the masonry, are to be erected on site and approved in writing by the Local Planning Authority before the relevant parts of the work are commenced, unless otherwise agreed in writing by the Local Planning Authority. The development shall be completed in accordance with the approved details, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the external appearance of the building is satisfactory and that the character, appearance and setting of surrounding Conservation Areas and Listed Buildings would not be harmed.

14. Prior to the commencement of any construction works for the development a Public Art Plan shall be submitted to and approved in writing by the Local Planning Authority. This shall set out the specific commissions development, a procurement process and programme illustrating how the public art commission(s) within the building accord with the City Council's Public Art Policy and Strategy. The Public Art Plan shall also contain budget allocations, a timetable for delivery and details of future maintenance responsibilities and requirements. The delivery of public art shall then be carried out in full accordance with the agreed Public Art Plan timetable and the agreed budget set out in the document unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure an appropriate Public Art Scheme is delivered

15. Prior to the commencement of any construction works for the development a Cultural Programme Delivery Plan shall be submitted to and approved in writing by the Local Planning Authority. This shall set out the details of the Cultural Programme Steering Group, co-ordinated by an appointed programme manager. This Delivery Plan shall set out clear principles for the delivery of cultural projects to be delivered within the site.

Reason: In the interests of the proper management of the site.

16. Further details before relevant element started

Notwithstanding the details shown on the submitted plans, detailed drawings of the following shall be submitted to and be approved in writing by the Local Planning Authority before the

relevant part of work is begun. The detail thereby approved shall be carried out in accordance with that approval.

- a) Detailed design of roof dormers on Grade II Carriageworks
- b) Detailed design of replacement windows on Grade II Carriageworks

Reason: In the interests of visual amenity and the character of the area.

17. To ensure implementation of a programme of archaeological works

No development shall take place within the area indicated on plan number A2493 100 R20 until the applicant/developer has secured the implementation of a programme of archaeological work, in accordance with a Written Scheme of Investigation which has been submitted by the developer and approved in writing by the Local Planning Authority.

The scheme of investigation shall include an assessment of significance and research questions; and:

- * The programme and methodology of site investigation and recording
- * The programme for post investigation assessment
- * Provision to be made for analysis of the site investigation and recording
- * Provision to be made for publication and dissemination of the analysis and records of the site investigation
- * Provision to be made for archive deposition of the analysis and records of the site investigation
- * Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.

Reason: To ensure that archaeological remains and features are recorded prior to their destruction.

18. To secure the recording of the fabric of buildings of historic or architectural importance

No redevelopment or refurbishment of shall take place until the applicant/developer has recorded those parts of the building which are likely to be disturbed or concealed in the course of redevelopment or refurbishment. The recording to be carried out by an archaeologist or archaeological organisation approved by the Local Planning Authority.

Reason: To ensure that features of archaeological or architectural importance within a building are recorded before their destruction or concealment.

Pre occupation condition(s)

19. No commencement of use of each of the individual commercial units for either Use Class A3, A4 or A5 at the development shall take place until there has been submitted to and approved in writing, by the Council, an Odour Management Plan, setting out cleaning, maintenance and filter replacement policies. The plan should include a written recording system to record and demonstrate when all such work is carried out.

Reason: To safeguard the residential amenity of occupiers above the use and nearby

20. No commencement of use of each of the individual commercial units for either Use Class A3, A4 or A5 at the development shall take place until details of ventilation system for the extraction and dispersal of cooking odours including details of the flue, method of odour

control, noise levels and noise attenuation measures has been submitted to and approved in writing by the Council.

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

Reason: To safeguard the amenity of occupiers above the use and nearby

21. 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 related to that building or use, 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.

22. No building or use hereby permitted shall be occupied or the use commenced until the means of access for pedestrians and/or cyclists related to that building or use have been constructed in accordance with the approved plans and shall thereafter be retained for access purposes only.

Reason: In the interests of highway safety.

23. No building or use hereby permitted shall be occupied or the use commenced until the cycle parking provision related to that building or use 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.

24. Land affected by contamination - Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of Condition and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of Condition ****, which is to be submitted to and be approved in writing by the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with condition ****.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

25. Prior to the commencement of each use hereby approved, a detailed lighting report by a suitably qualified Lighting Engineer shall be submitted and approved in writing by the Local

Planning Authority (any light created by reason of the development shall not exceed 5Lux as calculated at the windows of the nearest residential properties). The report should include details of any external lighting (including any decorative lighting in the courtyard and security lighting) and associated light spill plans unless otherwise agreed in writing by the Local Planning Authority.

Reason: In order to safeguard the amenities of adjoining occupiers.

26. Details (including drawings where necessary) of the following shall be submitted to and approved in writing by the Local Planning Authority before the residential accommodation use hereby permitted commences unless otherwise agreed in writing by the Local Planning Authority. The detail thereby approved shall be carried out in accordance with that approval

a) Door and gate entry systems for all student accommodation accesses including main entrance lobbies, courtyard accesses, each floor access points, cycle and refuse and recycling stores

Reason: These details need careful consideration and approval and to ensure the development is safe and secure

27. Prior to the occupation of each of the commercial unit(s) facing Stokes Croft and Ashley Road by any A1, A3, A4, A5, D1 and D2 use (or combination thereof) hereby permitted a management strategy should be submitted to and approved in writing by the Local Planning Authority. The scheme should include the following unless otherwise agreed in writing by the Local Planning Authority:

(a) Confirmation of the tenant mix

(b) The way in which the floorspace (layout) will be used

(c) How the tenants will manage their servicing requirements (including confirmation of refuse and recycling storage within the units and how this will be accessed, the number and type of vehicles arriving at the site each day to deliver and collect goods and what refuse and recycling items are to be collected from where and when

(d) Location and operation of staff cycle storage

The floorspace shall be occupied in accordance with the approved details and strategies in perpetuity. Any subsequent occupiers of the commercial unit(s) (in perpetuity) shall submit a new management strategy to the Local Planning Authority for approval prior to occupation

Reason: To ensure responsibility for the management of these facilities and to safeguard the appearance of the development, highway safety and the amenities of future and existing residents and businesses.

28. To ensure completion of a programme of archaeological works

No building shall be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition and the provision made for analysis, publication and dissemination of results and archive deposition has been secured.

Reason: To ensure that archaeological remains and features are recorded and published prior to their destruction.

Post occupation management

29. Activities relating to the collection of refuse and recyclables and the tipping of empty bottles into external receptacles (ground floor commercial uses only) shall only take place between 08.00 and 20.00 Monday to Saturday and not at all on Sundays or Bank Holidays.

Reason: In order to safeguard the amenities of future and adjoining occupiers.

30. Activities relating to deliveries (ground floor commercial uses only) shall only take place between 08.00 and 20.00 Monday to Saturday and not at all on Sundays or Bank Holidays.

Reason: In order to safeguard the amenities of future and adjoining occupiers

31. The rating level of any noise generated by plant & equipment as part of the development shall be at least 5 dB below the pre-existing background level as determined by BS4142: 1997- "Method of rating industrial noise affecting mixed residential and industrial areas".

Reason: In order to safeguard the amenities of future and adjoining occupiers.

List of approved plans

32. To be confirmed at the Committee Meeting.

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

Reason: As required by Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended by Section 51 of the Planning and Compulsory Act 2004.

5. Notwithstanding any materials noted on any approved plans, sample panels of all the external materials and finishes to all buildings, associated plant areas, walls, hard landscape features including paved surfaces, demonstrating coursing, jointing and pointing to the masonry, are to be erected on site and approved in writing by the Local Planning Authority before the relevant parts of the work are commenced, unless otherwise agreed in writing by the Local Planning Authority. The development shall be completed in accordance with the approved details, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the external appearance of the building is satisfactory and that the character, appearance and setting of surrounding Conservation Areas and Listed Buildings would not be harmed.

6. To secure the recording of the fabric of buildings of historic or architectural importance

No redevelopment or refurbishment of shall take place until the applicant/developer has recorded those parts of the building which are likely to be disturbed or concealed in the course of redevelopment or refurbishment. The recording to be carried out by an archaeologist or archaeological organisation approved by the Local Planning Authority.

Reason: To ensure that features of archaeological or architectural importance within a building are recorded before their destruction or concealment.

Advices

1. An asbestos survey should be carried out prior to any works commencing, any asbestos must be removed in accordance with the Control of Asbestos Regulations.
2. The roofs should be covered with local low-nutrient status aggregates (not topsoil) and no nutrients added. Ideally aggregates should be dominated by gravels with 10 - 20% of sands. On top of this there should be varying depths of sterilized sandy loam between 0 - 3 cm deep. An overall substrate depth of at least 10 cm of crushed demolition aggregate or pure crushed brick is desirable. The roofs should include areas of bare ground and not be entirely seeded (to allow wild plants to colonise) and not employ Sedum (stonecrop) because this has limited benefits for wildlife. The roofs should include local substrates, stones, shingle and gravel with troughs and mounds, piles of pure sand 20 - 30 cm deep for solitary bees and wasps to nest in, small logs, coils of rope and log piles of dry dead wood to provide invertebrate niches (the use of egg-sized pebbles should be avoided because gulls and crows may pick the pebbles up and drop them). Deeper areas of substrate which are at least 20 cm deep are valuable to provide refuges for animals during dry spells. An area of wildflower meadow can also be seeded on the roof for pollinating insects. Please see www.livingroofs.org for further information and the following reference: English Nature (2006). Living roofs. ISBN 1 85716 934.4
3. Please note that if slow-worms are found on site that features to promote their conservation such as a hibernaculum and the retention or provision of suitable vegetation, should be incorporated within the method statement. Please also note that slow-worms can only be translocated (moved) when they are active, which is usually between April and September inclusive.
4. Prior to commencement of development, details for any proposed external lighting shall be submitted and agreed in writing by the Local Planning Authority. This shall include a lux level contour plan, and should seek to ensure no light spill outside of the site boundaries. Guidance: According to paragraph 125 (page 29) of the National Planning Policy Framework (2012), 'By encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.'
5. Bird boxes should be installed to face between north and east to avoid direct sunlight and heavy rain. Bat boxes should face south, between south-east and south-west. Bird boxes should be erected out of the reach of predators. For small hole-nesting species bird boxes should be erected between two and four metres high. Bat boxes should be erected at a height of at least four metres, close to hedges, shrubs or tree-lines and avoid well lit locations.
Swifts

Internal nest trays or boxes are particularly recommended for swifts. Swift bricks are best provided in pairs or groups (e.g. two or three on a building, avoiding windows) at least one metre apart. This is because they are usually colonial nesters. Swift boxes/bricks are best located on north or east facing walls, at least 5 metres high, so that there is a clear distance (drop) below the swift boxes/bricks of 5 metres or more so that there is space for the swifts to easily fly in and out of the boxes.

House sparrows

House sparrow boxes should be grouped together because they nest communally. Please note that the RSPB does not recommend the use of house sparrow terraces in new build projects because they are seldom used by more than one pair of birds. Instead house sparrow nesting boxes should be used which should be located at least 1.5 metres apart. Bird

boxes should be installed to face between north and east to avoid direct sunlight and heavy rain. Bird boxes should be erected out of the reach of predators. House sparrow boxes should be erected between two and four metres high.

BACKGROUND PAPERS

Flood Risk Manager
The Coal Authority
English Heritage
Bristol Neighbourhood Planning Network

22 December 2014
8 December 2014
19 December 2014
23 March 2015

Representation received from the Carriageworks Action Group

Carriageworks Action Group

Planning application reference 14/05930/F

Response to proposals for redevelopment of Carriageworks and Westmoreland House as amended September 2015

Context

This response represents the conclusion of five months' discussions between the Carriageworks Action Group (CAG) Liaison Group, members of the local community, the planners and Fifth Capital. The response was issued as a draft for comment via the Carriageworks website from 23rd to 28th September.

Summary

Our primary reference point is the Community Vision (2012). This states that CAG is "keen to work with any organisation that embraces our vision for the future".

With the changes proposed, overall CAG now supports the application, albeit with some reservations as set out below.

The five months since the April Planning Committee have seen a much improved working relationship between CAG and Fifth Capital. We believe that this has facilitated significant improvements to the development proposals. To ensure that these gains are consolidated and progressed we would ask that the developer and the planners continue to involve CAG in discussions as the planning permission is finalised and the detailed development proposals are worked up.

Consultation on the Draft

After discussion by the CAG Liaison Group, a draft of this response was posted on the CAG

website on 22 September. It was also sent to the CAG mailing list (630 subscribers) and linked via Facebook and Twitter. A press release triggered coverage in the Bristol Post and Bristol 247. Eight comments on the draft were received via email (most of which were transferred to the website) and eight via the website. Further comments were made on Twitter and Facebook.

Most of the comments received were supportive of the draft response and of the role of CAG in improving the proposals.

- “You have brought about real improvements and clarifications”
- “Thanks for all the work to get this far with the redevelopment”
- “(I) congratulate those that have dedicated so much of their time to diplomatically represent their community in the plans for this iconic building”
- “You have clearly worked very hard, so well done”
- “It seems like there is a will on all sides to engage in conversation for the benefit of the area, which is rare”
- “Huge appreciation for continued community action on our behalf”
- “Thank you for all your hard work and persistence in seeing this through to this stage with so many significant improvements from the original scheme”
- “fantastic work on behalf of the community. If not for orgs like yours we’d all be in the trenches”
- “Huge appreciation for continued community action on our behalf”.

There were two main areas of concern. The first was the level of social and affordable housing:

- “10 affordable units, and over 100 not affordable units. Is that what the area needs?”
- “I still have major concern about the low level of affordable housing when the whole of Bristol is sorely in need of more of such housing”
- “Without social housing central to the plan it’s just another white elephant compounding Bristol’s problems”
- “another affordable housing sell out”
- “they have entirely sidestepped issues of housing density, quality and affordability.”

There was additional concern that private landlords will buy into the development and push up rents: “it is clearly in the best interests of the community in the long-term if the accommodation is in some way protected from becoming buy-to-let”.

The second area of concern related to the agreement between the planners and the developer:

- “hope you can get everyone to “sign on the dotted line” asap”
- “from very bitter experience – things can change the moment any permission is given. Marc Pennick may have been really positive but he (or his Board) may still flog it off to someone else, after which much of what you have fought for could be up for grabs again.”
- “the concern is that this conversation gets lost due to a lack of legal obligation on behalf of Fifth Capital as well as future landlords further down the line. To this end I hope the council continues to represent the interests of CAG, particularly with regard to awarding the freehold to the housing association and detailing the management plan to provide significant control to a suitable management company. Good luck!”
- “Can binding agreements be made, when the developer can sell on the site and permissions?”
- “(I) am hesitantly confident that these new proposals, IF adhered to and respected by both the developers and the council show a major improvement on the original plans”
- “hope we can write in legally binding guarantees that will prevent back-sliding in the long term.”

Other comments related to dust and treatment of asbestos during demolition, concern that the target of 75% independent traders may not be achieved,

A poll on the CAG website attracted 25 votes. 17 votes gave full support for the draft and a further 4 gave partial support.

Response to the Amended Application

The April Planning Committee identified ten points which it wanted addressed by Fifth Capital. We detail our response to each of these below. We also address other issues which we feel are of great importance even though these were not specifically identified by the Planning Committee's decision.

Engagement with community groups including the Carriageworks Action Group.

Since the April Planning Committee the CAG Liaison Group has welcomed Fifth Capital's positive approach to engaging with, listening to and addressing the concerns of the local community. In this time, members of the Liaison Group have had a number of productive meetings with Fifth Capital. The developer has also met with other local parties, including the owner of 108 Stokes Croft, and attended three community meetings where they have provided briefings and engaged in lively debate about a wide range of issues relating to the proposals.

The quantity and position of visitors cycle parking

The total number of cycle spaces has increased from 196 to 216. Of these, 32 (up from 12) are provided for the use of visitors in the main square. This is an improvement.

We would like to point out that there are already problems finding suitable cycle parking in the surrounding area. This could justify contributions to additional off-site provision.

Relationship with 108 Stokes Croft

The issues raised in April related to the boxing-in of the rear of 108 by the new development. This was of particular concern to the owner and occupiers of the property. As the owner is an architect and very capable of representing their own interests the Liaison Group has not sought to get overly involved in the discussions. We understand from the owner that his concerns have been addressed by the design changes.

We also understand that the five wheelie bins currently stored to the rear of 108 will now be stored in the new development. This is an improvement.

The scale of development on Ashley Road and the lack of set back

The scale has been reduced and the building set back from the pavement. It is now much more in keeping with the Conservation Area and the recommendations of the Planning Inspector in 2010.

Contributions towards the improvement of the Ashley Road/A38 Junction.

We understand that there is a financial offer but we have not been involved in any discussions about how it will be used. We would like CAG to be involved in discussions as the proposals are progressed.

Additional information on the use of the ground floor units including revisions to relevant planning conditions, in particular Condition 27.

We have had extensive discussions with Fifth Capital about the future management of the site. Since the proposed design changes in June we have sought the input of companies that are experienced in the management of markets and small business units and have shared their comments with Fifth Capital. These are reflected in the 'strategy for delivering active, vital and viable mixed uses'.

We understand the essence of the proposals to be:

- Continuing improvement, investment and consultation through providing flexible nonresidential accommodation that will be activated by having a variety of uses
- The creation of a permeable through route (facilitating a vibrant culture)
- An increase in non-residential space from 659 to 1010 sqm GIA along with increased active frontages in the public square
- An increase in the size of the public square from 745 to 1050 sqm
- Design improvements as detailed in the Delivery Management Plan
- Active management by the final appointed Management Company
- Close working with the local community and the Council, in the spirit of the Community Vision
- Development and evolution of a unique environment in the spirit of Stokes Croft
- A cohesive approach that connects communities and maximises ground floor uses
- A commitment to continuing improvement and investment.

We welcome this new approach. In particular: we welcome the increase in space for commercial and community spaces, the market area providing a low barrier to entry for new businesses, the proposals for community and Council involvement in long term management and the essence of the Delivery Management Plan.

More recent discussions with operators of other facilities indicate that the proposed unit sizes are too big to attract the type of small independent businesses (typically 1-3 people) that typify nonretail occupiers in and around Stokes Croft. In addition, smaller units will be more likely to qualify for relief from business rates. We understand that units can be sub-divided but this should be written into the management plan.

The target should be 100% occupation by independent businesses (not 75%).

The document states that the management development plan will include details of how the management company will be established. We believe that this should be an organisation with a proven track record in managing similar and comparable sites and that ideally the management company should itself be some form of social enterprise. The organisation should either be based in Bristol or have a good knowledge of the city. The management company should foster and support start-up businesses, should be hands-on in its management style and should actively work towards achieving and maintaining the "buzzing, vibrant place that directly contribute(s) to the vitality and character of the local area" as envisaged by the Community Vision.

We understand that the need for a management plan will be included in the S.106 agreement between the developer and the planners. As many devils may lurk in the detail of this plan we believe that the creation of this plan needs close involvement of the community including CAG and representatives of local businesses.

On site renewables (only 5%) – explore the possibility of using other technologies.

This was not the subject of our discussions with Fifth Capital. We understand that the area of PVs is increased from 168 to 214sqm. We welcome this increase.

Additional information on the proposed gates, including consideration of their removal from the scheme.

We understand that there are no gates in the revised plans. Fifth Capital have introduced some significant changes to the through route. In particular they have provided a new access from Ashley Road opposite the top of Picton St, have removed buildings that obstruct sight lines to from the access entrance to the square, have increased the size of access routes. As a result they have effectively designed out the gates. We welcome these changes.

Consideration to a reduction on timescale for implementation of any permission including a revised condition 1.

Fifth Capital have told us that they will accept a two year period in which they have to start development. We welcome this change.

Affordable Housing – consider if the mix within the 8 units can be changed.

We understand that the number of affordable (shared ownership) units has increased from 8 to 10 (5 x 1 bed and 5 x 2 bed), or 10% of the total. All the units are now located in Block D (adjacent to the rear of the Carriageworks and backing onto Croft Dale) as opposed to in the Carriageworks. We are disappointed that the proposals have not provided any significant increase in the amount of affordable housing and do not provide any social housing. 10% is still far below the Council's own policy of 30%.

We note that there has been a change in the number of smaller units for market rent and sale and that these will have lower values and therefore be affordable to more people. However, they will only meet the needs of some people and do not address the need for affordable or social rented family units.

We also note that the freehold of the site may be sold to a housing association which, we hope, will be able to increase the number of social and affordable units. We also hope that the involvement of the housing association will introduce a high quality of residential management and avoid large numbers of properties becoming buy-to-let units. We are due to meet the housing association shortly after the Planning Committee. The engagement of the Council at all levels and the support of Officers and Members in securing a higher level of social and affordable housing will be vital.

Other Issues

Visual appearance

The developer has gone to great lengths to have their architects address local concerns. However, we still believe that the design misses the opportunity to create an inspirational

development of which we will be proud. Much of the design is formulaic with little reference to local materials or styles. This is a shame but we appreciate that it is too late for wholesale revisions to the design approach. Furthermore the developer has indicated that surface treatments and details can still be discussed. We look forward to seeing approaches that help us develop pride in the development.

Design

Costas Georghiou submitted an eloquent objection to the original scheme detailing a number of design issues. We believe that some of these have been addressed, at least in part, but hope, as with the visual appearance, that further improvements can be made as the detailed design progresses.

Hepburn Road

Fifth Capital have engaged with residents of Hepburn Road in a positive manner; attending a meeting with residents in August, visiting residents houses and developing solutions to local concerns. This is very much welcomed and has helped us believe that they are genuinely listening to the community.

Local employment and apprenticeships

A development of this scale must deliver benefits to the local community in terms of training and jobs. Effective implementation of Condition 12 in the April committee report is vital.

Cultural plan and public art

Conditions 14 and 15 in Committee report of April 2015 state that a cultural programme and public art plan must be approved. These must reflect the local area and its culture. The local community must be closely involved in the development and delivery of these plans. They must not be imposed by distant consultants and officers.

We propose that the management company, as we detail above, be responsible for delivery of the cultural and arts plans. This will help ensure that the company is embedded in the local community and will also give a significant funding injection (from the S106 contribution) into the company and organisation and the community.

On-site travellers

The travellers living on the site have been involved in CAG since 2011. We understand that Fifth Capital have guaranteed them 6 months notice to find an alternative site. We also understand that it is the Council's responsibility to help find sites for travellers. We ask the planners to ensure that their colleagues fulfil their commitments to the travellers and find move-on sites within 6 months. The travellers have provided site security for many years. Given the safety issues on the site consideration will have to be given to ensuring ongoing security after the travellers vacate the site.

Will we get what we think we'll get?

Fifth Capital have taken many steps to try to convince us that their proposals are worthy of our support. We acknowledge and thank them for their efforts. This working relationship must continue and we must also safeguard against unanticipated change.

The commitments recently made by Fifth Capital must be embedded in legally enforceable agreements. Furthermore, we have to be sure that circumstances do not result in Fifth Capital or

a future purchaser changing the nature and character of the development so that it diverges from the Community Vision.

As an unincorporated community we are unable to enter into legally binding agreements with Fifth Capital or their successors in title that will ensure we get what we think we'll get. For that we have to look to the City Council.

We request that:

- i) the planners ensure that CAG continue to be involved in negotiations surrounding the S.106 agreement and all other aspects of the development
- ii) the planners ensure that Fifth Capital's commitments, especially those regarding the long term management of the site, are thoroughly protected
- iii) if any changes to the proposals are requested that the community is fully consulted and that the applicant for the changes be required to fully engage with CAG and the community in a manner similar to Fifth Capital since April.

Conclusion

We have detailed above our response to all the various issues. We also acknowledge the efforts made by Fifth Capital since April to engage with the local community. In this we feel that Fifth Capital have gone further than many other developers.

The Community Vision states:

“The Carriageworks development will make a positive contribution to the economy, culture and environment of Stokes Croft and surrounding area. It will be a mixed use development that is home to many activities, businesses and people. It will be a buzzing, vibrant place for people from the local communities and from further afield. We want to see the dereliction of this site addressed as a priority and are keen to work with any organisation that embraces our vision for the future.”

Under 'delivery' it states:

“We are looking for a developer who will go the extra mile to deliver a scheme of which we can be proud. We are determined to find the best developer for the job who will ensure that we are continually involved in the development process and who will champion our Vision. It is accepted that there will need to be some level of flexibility in the choice of developer.”

While we still hold reservations about the proposals we have to have regard to the original vision. In particular we want to see the dereliction addressed and we have to be flexible. We believe that on balance the scheme should now be given planning permission. Working with the developer, CAG has managed to secure considerable improvements to the proposals. It will be now for all departments of the Council to work together, alongside the community and the developer, to ensure that the proposals are actually delivered to benefit the community in line with recent discussions.

Carriageworks Action Group
29 September 2015

GROUND FLOOR LAYOUT PRESENTED TO APRIL COMMITTEE



Revision Status:
 P=Preliminary
 C=Contract

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Drawing notes

Electronic file reference
 A2493 Plans Working

Status	Revision	Date	DRN	CHK	CDM
20	Planning Submission	21/11/14	ET	ES	



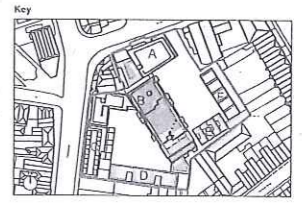
KEY

- Residential use
- Non-residential use
- Application boundary

Purpose of information
 The purpose of the information on this drawing is for:

Planning	<input checked="" type="checkbox"/>
Information	<input type="checkbox"/>
Comment	<input type="checkbox"/>
Client approval	<input type="checkbox"/>
Construction	<input type="checkbox"/>

All information on this drawing is for construction unless it is marked for construction.



Client
 Fifth Capital London Ltd

Project title
 Westmoreland House and Carriageworks

Drawing title
 Proposed Ground Floor Plan

Scale @ A1 size	Date
1:200	Feb '14
Drawing ID	Status & Revision
A2493 201	R20

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REVISED GROUND FLOOR LAYOUT.

Ashley Road

Stokes Croft

Hepburn Road



General notes
 All setting out must be checked on site
 All levels must be checked on site and refer to Ordnance Datum Newlyn unless alternative Datum given
 All fixings and washings must be checked on site
 All dimensions must be checked on site
 This drawing must not be scaled
 This drawing must be read in conjunction with all other relevant drawings, specification clauses and current design risk register
 This drawing must not be used for land transfer purposes
 Calculated areas in accordance with Assael Architecture's Definition of Areas for Schedule of Areas
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Electronic file reference
 A2493 Plans Working

Status	R: Revision	Date	DRN	CHK	CDM
25	Planning Submission Addendum	26/8/15	ET	ES	

Planning Addendum



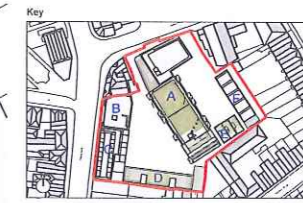
KEY

	Residential use
	Non-residential use
	Application boundary

Purpose of information

The purpose of the information on this drawing is for:	Planning	Information	Comment	Client approval	Construction
	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

All information on this drawing is not for construction unless it is marked for construction.



Client
 Fifth Capital London Ltd

Project title
 Westmoreland House and Carriageworks

Drawing title
 Proposed Ground Floor Plan

Scale @ A1 size	Date
1:200	August '15

Drawing N°	Status & Revision
A2493 201	R25

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General notes

All setting out must be checked on site
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 All fixings and weathersings must be checked on site
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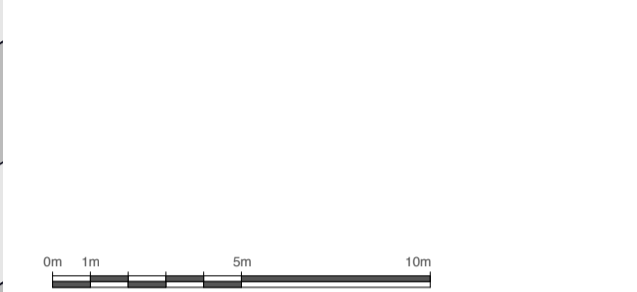
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Drawing notes

Electronic file reference

A2493 Existing Plans

Status R:	Revision	Date	DRN	CHK	CDM
20	Planning Submission	21/11/14	ET	ES	



KEY

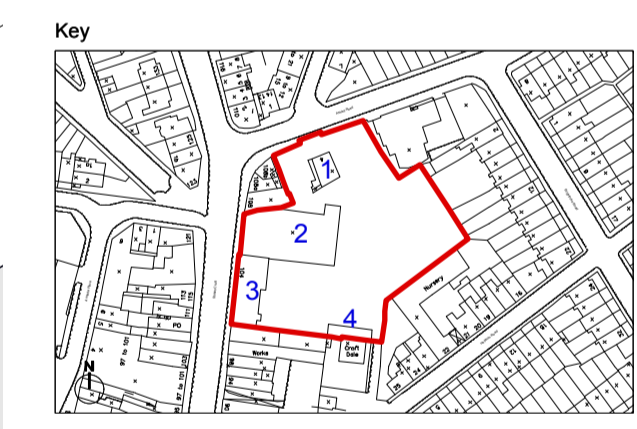
- Application boundary
- 1 - No. 4 Ashley Road
- 2 - Westmoreland House
- 3 - The Carriageworks
- 4 - Office block at rear

Purpose of information

The purpose of the information on this drawing is for:

Planning	<input checked="" type="checkbox"/>
Information	<input type="checkbox"/>
Comment	<input type="checkbox"/>
Client approval	<input type="checkbox"/>
Construction	<input type="checkbox"/>

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Client

Fifth Capital London Ltd

Project title

Westmoreland House and Carriageworks

Drawing title

Existing Ground Floor Plan

Scale @ A1 size

1:200

Date

Feb '14

Drawing N°

A2493 101

Status & Revision

R20

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