

WARD: Southville **CONTACT OFFICER:** Mark Dowling
SITE ADDRESS: St Catherines Place Shopping Centre East Street Bedminster Bristol

APPLICATION NO: 13/05616/P Outline Planning
EXPIRY DATE: 16 May 2014

Hybrid outline application for demolition of existing buildings on the site and phased redevelopment of site, comprising full application for Phase 1 and outline application for Phase 2. Full details provided for Phase 1 comprising: up to 45 residential units in a ground plus 8 storeys building, with up to 401.9 sq m GIA of flexible commercial floorspace (falling within Use Classes A1 - A5, B1 and D1) at ground floor level and associated space, cycle storage, refuse storage, plant, servicing, ancillary storage, public realm at lower ground floor and ground floor level. Outline details for Phase 2 to comprise up to 143 residential units in a building up to ground plus 15 storeys in height and 203.5 sq m GIA of flexible commercial floorspace (falling within Use Classes A1 - A5, B1 and D1) at ground floor level and associated space for parking, cycle parking, refuse storage, plant, servicing, ancillary storage lower ground floor and ground floor level. Details of access, scale and layout to be determined at the outline stage with details of appearance and landscaping to be determined in Reserved Matters applications.

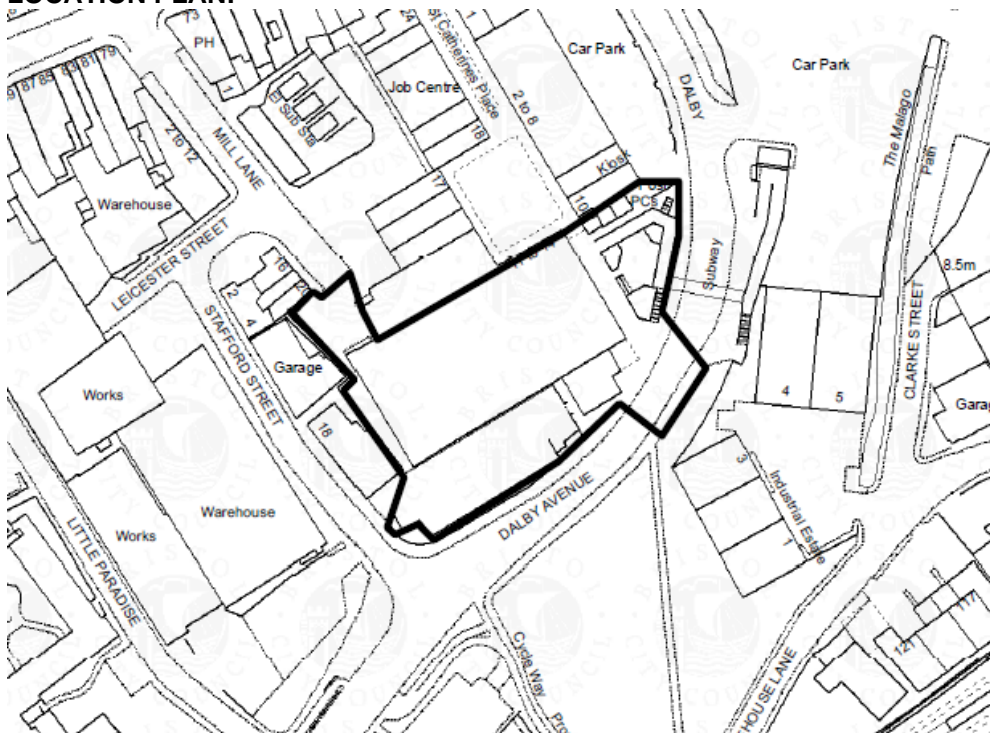
RECOMMENDATION: Refuse

AGENT: Aspect360 Ltd
 45 Oakfield Road
 Clifton
 Bristol
 BS8 2AX

APPLICANT: SCP Bedminster LLP
 8-10 Whiteladies Road
 Bristol
 BS8 1PD

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

LOCATION PLAN:



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SUMMARY

Proposals are before committee because of the scale of development intended and its implications for the City townscape. The level of public interest shown in the scheme is substantial. There has been no member referral.

The site is located within Bedminster town centre at the southern end of the St. Catherine's Place retail precinct entry to which is made via East Street. The recommendation relates to a single "hybrid" planning application 13/05616/P refers. The site is located on the inside of a curved highway as the southern and eastern sides' front onto the A38 Dalby Avenue. The western side of the site is bound by Stafford Street, and the northern side of the site is bound by existing retail and commercial properties. The site is currently unoccupied but comprises a total of 2,904sqm B1 office space and 2,156sqm of retail Floor space. The scheme involves demolition of the former DHSS offices, and the existing retail units, known as 11/14 St Catherines, and closure of the existing pedestrian subway that passes beneath Dalby Avenue

Redevelopment involves construction of a total of 188 new build residential apartments in three blocks, with varied option(s) for new ground commercial space associated car parking and servicing. The single application 13/05616/P is made in two part(s) as a hybrid; the first involves a full submission for construction of Block A with a total of 45 residential units, 11 one bed and 34 two beds with a commercial ground floor. The building would stand a maximum of nine storeys high. The second part of the scheme; is submitted in outline form with details of access, scale and layout to be determined at this outline stage. Details of appearance and landscaping are each identified as Reserved Matters; i.e. items to be concluded at a later date only following (any) grant of outline planning permission. Blocks B would comprise a total of 143 residential units; 93 two bedroom and 50 one bedroom units, 204 sqm of commercial space with 102 car parking spaces and associated servicing. The new building(s) would range between eight storeys in the north eastern corner to its highest a maximum of 16 storeys, 51.23m in the south west corner of the site.

Proposals would cause overriding and substantial harm to interests of acknowledged importance. This includes detriment to townscape to include the setting of designated and undesignated heritage assets within and beyond the confines of the Bedminster Conservation Area. The most recent change(s) to height and disposition of the scheme, would safeguard the Water Mill found beneath the site, but these make no difference to this overall conclusion in relation to the excessive scale, height and massing to development.

Your officer's recommendation in this case is to refuse planning permission. This is for two reasons; first; the excessive height, scale and massing to intended development; with a resultant detriment to townscape including both local and citywide views. The second reason is an absence of an agreed and appropriate planning obligations package with which to mitigate the effects of development. The content to any such planning obligations package would include highway works and provision of a claw back clause that would allow the issue of affordable homes to re-examine at a later date.

The finding of a detailed Financial Appraisal that accompanies the scheme confirms that, at the present time, the provision of affordable homes is not viable. If outline planning were granted a reappraisal of the financial circumstances prevailing at the time and fairly attributed to the scheme would be necessary when the Reserved Matters stage were reached. The purpose of the review would be to determine whether or not (at that stage) an affordable homes contribution could then reasonably and fairly be delivered as part of Phase B.

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The existing office space is judged to be redundant and there is sufficient opportunity elsewhere in the city to meet the on-going demand for employment space. In land use terms the principle of redevelopment of the site for mixed use purposes is judged to be satisfactory. All the new land use(s) are considered appropriate in a town centre location and the site has good local transport links. It is acknowledged that redevelopment of the site offers an opportunity to renew dated townscape and does present a major opportunity for economic regeneration.

BACKGROUND

The St. Catherine's Place shopping precinct as a whole comprises a vacant, 7 storey office block, retail units two of which are currently occupied by Iceland and Farm Foods, maisonettes and car parking. The pedestrianized East Street retail area is located to the north. The Bristol Blue Glass Factory and the NCP Car Park are located to the east, on the opposite side of Dalby Avenue. Stafford Street is located to the west and is characterised by a small scale workshops and a commercial printers. Bedminster Railway Station is located approximately 200m to the south, at the foot of Windmill Hill. The site lies to the south of the boundary of the Bedminster Conservation Area which brings together and extends the former Bedminster and Bedminster West Conservation Area(s). The application site forms a part of the shopping precinct and has an area of 0.39ha covered by buildings and hard surfacing. The existing buildings on the site are each of post war construction including the former Department of Health and Security, DHSS, building and two neighbouring office uses. Three trees, 1 Birch, 1 Willow and 1 Cherry stand on the site and three mature London Planes neighbour the site as street trees.

The application site is located within the Bedminster Town Centre, Policy DM8 of the Site Allocations and Development Management Policies (July 2014) includes the site within a designated 'Primary Shopping Area. On the southern side of Dalby Avenue, immediately opposite the site, is an area of public open space. The residential area of Windmill Hill lies beyond this open space. The site is located in a designated Air Quality Management Area.

RELEVANT PLANNING HISTORY

Planning permission was granted in 1968 for construction of a supermarket, office block, restaurant, subway and public convenience on the site formerly occupied by Capper Pass Smelting Works. Comparatively little has been altered in the intervening years. Sainsbury's supermarket occupied the ground floor space until the 1990's when the current Winterstoke Road store opened. The same ground floor space is now occupied by the YMCA Charity. A pre-application enquiry was first submitted to Bristol City Council in the autumn 2010 and having been considered by officers and the Bristol Urban Design forum was withdrawn because of (then) difficulties with land assembly. Thereafter the scheme was reprised and a further pre application submitted in July 2013. The City Councils written pre application response is dated 10th October 2013. Proposals were presented to the members briefing in December 2013. The wider St Catherines precinct includes, retail units occupied by Iceland and Farm Foods, maisonettes and car parking the subject of a separate planning application 14/03131/F refers registered on 1st August 2014. Proposals involve a combination of refurbishment extension and amalgamation of the existing units to involve changes of use to a fitness centre with occasional street market with changes to entrance canopy and lighting. Development aspirations for a wider parcel of land and buildings including land to the south and west of Dalby Avenue have also been the subject of some pre application discussion with officers see the applicants Document entitled South of East Street Appendix 2 attached (for information) to the current application..

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APPLICATION

The current application was registered on 14th February 2014. In accordance with the EIA regulations a screening opinion was then issued on March 28th 2014. The judgement made is that the proposals do not constitute development requiring submission of an Environmental Impact Assessment EIA.

It is proposed to demolish the following structures:

The existing office building formally occupied by the DHSS;
The existing retail unit and associated ancillary space known as units 11-14 St Catherine's Place;
The WC and stair core adjacent to unit 10 St Catherine's Place; and
Close the existing subway that passes beneath Dalby Avenue

Vehicular access would be made from the north and rear of the application site via Leicester Street Mill Lane. Two ramps would be constructed providing access to two levels of decked car parking. A layby is proposed to be constructed on the site frontage on Dalby Avenue for use by servicing vehicles. It would be designed for short stay use. As revised 102 car parking spaces and 320 cycle spaces would be provided, across two levels B. This is equal to 54% vehicle parking provision and 120% cycle provision.

Phase1 Block A

The residential block A and associated public realm would comprise Phase 1. This would include a new retail unit and pedestrian access through the site, to provide a new means of entry from East Street to Dalby Avenue. Block A would be built as a new ground plus 8 storey building, with a total of 45 residential units, The building would stand a height of between 31.46m and 38.28 to the parapet with an AOD of 40.43m. A total of commercial floor space is intended upon the ground floor together with refuse/cycle storage facilities. The scheme includes the provision of a new Public convenience in St Catherine's Place and a new access to the maisonettes (beyond the site) above the existing retail area. The breakdown of residential unit sizes intended is as follows.

3 x 2 bed duplex units
31 x 2 bed units
11 x 1 bed units

The building would be constructed of brick on a grid structure. Openings at the base or ground floor would be glazed, upper floors would again be framed in brick and double height with each grid filled with a combination of brick, windows and or balconies; three types of balcony are intended. Further materials including metal cladding are (as yet) unspecified.

Phase 2 Block B

Phase 2 (block B) is presented in outline form. With the intended layout, height scale and massing to be determined at this outline stage. Landscaping and external appearance are each identified as Reserved Matters. The highest part of the building is intended to be 16 storeys including a commercial ground floor. The building would rise from eight storeys at its north eastern corner to sixteen storeys in the south west a high point of 51.23m This would include the parking with access from Stafford St. A total of 143 residential units are proposed with, 203.5sqm commercial floorspace, 102 car parking spaces (including 6 disabled spaces), 6 motorcycle spaces, cycle parking facilities, bin store, location for a potential Combined Heat and Power CHP unit and a loading bay The parking spaces would be designated to the occupants of the two bed/duplex apartments. Access to the car park would be from the rear (northern) side of the site via Leicester Street/Mill Street

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The intended residential unit sizes are as follows:

6 x 2 bed duplex units
 87 x 2 bed units
 50 x 1 bed units

Parking for 12 cycles would be provided on the public realm to serve the retail elements of the proposal. Servicing and deliveries would take place from Stafford Street, or from the new layby proposed on Dalby Avenue. It would be intended for short stay use only. The construction of this layby would require the provision of, or an amendment to, an existing Traffic Regulation Order.

Trees

25 trees would be provided within the public realm.

Public Realm

Highway works include the filling in of the existing pedestrian subway across Dalby Avenue. Together with street furniture and highway works allied to the provision of Light Rapid Transport.

The most recent change to the scheme has been made following discussion with officers with the express intent of avoiding destruction of the archaeological remains found, in June of this year, at shallow depth beneath part of the site; to include the Bedminster Water Mill. As revised the overall height of the intended 16 storey building would be raised 1.8m beyond that originally intended. The intended new car park and ramp arrangement have also been amended, resulting in a reduction of 7 in the originally intended number of vehicle parking spaces; from 109 to 102. There has also been some re-planning of the back of house plant areas and service cores at both ground and upper ground level. The content to some of the supporting documents to include; the Sustainability Statement and Air Quality Assessment and Transport Impact Assessment has also been revised.

STATEMENT OF COMMUNITY INVOLVEMENT

The BS3 PLANNING GROUP is recognised as part of the BRISTOL NEIGHBOURHOOD PLANNING NETWORK and is an advisory body in the GREATER BEDMINSTER COMMUNITY PARTNERSHIP, the neighbourhood partnership for Bedminster and Southville wards. In this capacity the Group has had varied and welcome discussion with the applicant prior to registration of the scheme but was unable to agree and therefore to sign any Statement of Community Involvement

RESPONSE TO PUBLICITY AND CONSULTATION

Having been the subject of pre application discussion and revision prior to their formal registration proposals were considered by the BRISTOL URBAN DESIGN FORUM (BUDF) at their meeting(s) on 14th October 2013 and 10th February 2014- In a letter to the applicant's dated 25 February 2014 BUDF reported the outcome of the meeting on 10th February 2014. The two page letter is attached as (Appendix1).

Proposals were registered with the City Council on 14th February 2014. The proposals were then advertised in the local press and 6 site notices posted in separate locations around the site. Letters were sent to neighbouring occupiers and interested parties. Following the discovery of archaeological remains beneath the site and most recent revision of the scheme a second round of

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public consultation was undertaken. This second and most recent period of public consultation ended on 30th July 2014.

At the time of writing a total of separate replies 184 replies have been received from; representative groups, local residents and others. Of these 4 are neutral, 136 oppose and 44 support the scheme and support it. Many groups and individuals have written more than once, taking the opportunity afforded by the second round of consultation, to restate their initial view of the scheme.

CLLRS MARK BAILEY AND ALF HAVCOCK are each opposed to the scheme and write as follows;

"While we understand and support the need to redevelop and regenerate this part of Bedminster, we cannot support this planning application in its current form. We feel that the scale and massing of the buildings are overbearing and out of scale with its surroundings. The proposed development, in our opinion, has very little architectural merit, does not sit comfortably with the Bedminster Conservation Area and in some ways repeats many of the failings of urban planning from the 1960s and 1970s.

We are not convinced that this site is suitable for a 17 storey building and even if it was we do not feel that the quality of design is exceptional, as required under the council's Tall building's guidelines. We appreciate that a high density development may be desirable in this location but we feel that this can be achieved by using a better designed medium rise scheme"

Those opposed to the scheme object for the following reasons;

Over development of the site; excessing height scale and massing.

Detriment to setting of the Bedminster Conservation Area

Detriment to heritage assets both designated and non-designated including to both local and City wide views.

Poor design with insufficient amenity space to serve future residents needs

Detriment to townscape

Poor Housing Mix

Detriment to the amenity of neighbouring residents

Detriment to the public realm to include overshadowing of the neighbouring Wind Mill Hill Farm

Insufficiency of car parking

Increased traffic congestion with attendant resulting obstruction and congestion

Insufficient attention paid to Sustainable Construction and Climate Change with resultant detriment to the environment

Those supporting the scheme do so for the following reasons

Benefits of economic regeneration for both businesses and individuals

Positive contribution to meeting housing needs.

The urgent need for renewal of existing poor local townscape

The active demonstration the scheme gives to Sustainable methods of construction and fuel/energy efficiency

The BS3 PLANNING GROUP is recognised as part of the BRISTOL NEIGHBOURHOOD PLANNING NETWORK and is an advisory body in the GREATER BEDMINSTER COMMUNITY PARTNERSHIP, the neighbourhood partnership for Bedminster and Southville wards. The Group has reached no clear consensus view on the proposed development. In a 4 page memorandum Opinion is divided as follows;

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THE BS3 GROUP members opposed to the scheme share many of the points of objection that are identified above and also state

1. There is no clarity over how the Community Infra Structure Levy would be spent.
2. No provision of family homes and the quality of the intended external spaces is questionable
3. The pedestrian approach to East Street is shadowed as a canyon and lacks adequate surveillance.
4. The building(s) are too big and should be reduced to a maximum of 8 storeys

The BS3 GROUP members who support the scheme state share the general points in support of the scheme listed above that

1. Proposals would aid the particular economic survival of East Street and Bedminster in general as a district centre.
2. New homes are needed to assist regeneration
3. The use of clean technologies including a Biomass Boiler is welcomed.
4. Proposals would encourage a more holistic view of new development and may bring an end to piece meal development.

The BS3 memo concludes with a series of observations upon possible alternative forms of development for the site.

THE WINDMILL HILL GROUP in lengthy and detailed correspondence opposes the scheme. The Group share many of the views expressed by others who oppose the scheme and offers a critique of the applicant's supporting document(s) and in particular to the Visual Impact Assessment VIA. Referring directly to the impact of development existing local and city wide views the memo states

"Unfortunately the document does not tell the whole story and has been tailored to show the scheme in a way that is misleading and which does not illustrate the full impact of the scheme. The selection of views, omission of key views, the chosen framing of the views used and the descriptions of the effect that the development will have on these views all contribute to an inaccurate analysis and representation of the proposed scheme's impact. The report has been compiled with bad methodology that does not follow the current planning or Landscape Institute guidance and portrays an inaccurate representation of the facts"

The memo concludes with a request that a full height scaffold be erected on the site so that an informed decision can then be taken over the effects of the height scale and massing to development.

THE CHAIR OF THE BEDMINSTER TOWN SCHEME has written to confirm the groups support. The letter states as follows;

"The benefits for this part of Bedminster as a retail and leisure destination are clear, manifold and powerful, not to mention the provision of much needed housing in a highly sustainable location in terms of city centre proximity and public transport provision.

Accordingly the Town Team is pleased to give the scheme its full and unequivocal backing".

ENGLISH HERITAGE - In their letter dated 6th March 2014 confirm they do not wish to comment in detail but (with reference made to the applicants Views Analysis that accompanies the drawings) offer the following general observations on the scheme;

"The application site is within the setting of the recently enlarged Bedminster Conservation Area (BCA), and also affects the setting of a number of other designated and undesignated assets.

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Given the scale of the proposal, it will be visible in longer views across the City, including from key Points such as Brandon Hill and the, Grade I listed, Clifton Suspension Bridge. English Heritage's Remit is primarily concerned with the setting of the highly graded listed buildings (Grade I and II*), Scheduled monuments and the Conservation Area. With regards to other heritage assets we would recommend that you take advice from your own conservation and design experts

In urban design and policy terms, in line with your Tall Buildings SPD, you clearly must satisfy yourself that this is an appropriate location for a tall building and, if it is, whether the proposals are of sufficiently high design quality. As noted above, the proposals will be visible in long views from highly significant heritage assets such as Clifton Suspension Bridge (Views Analysis: View 3), Ashton Court (View 2) and Brandon Hill (View 7). We do not consider that the impact on those views and settings, as historic assets, would be significant

The greater impact on the historic environment is on the setting of and the more immediate views into and out of the Bedminster Conservation Area. The recently adopted Bedminster Conservation Area BCA Appraisal notes that negative features of the CA (Section 2.3) include the destruction of the historic route structure north of Dalby Avenue; 1960s tower blocks and redevelopments around East Street and Dalby Avenue; and loss of views or sense of the local topography through over-scaled buildings. The Appraisal also notes (East Street: Section 3.2) the Importance of views such as the view south to Windmill Hill terraces/Victoria Park from the Junction of East Street/Dalby Avenue. The views provided show that the proposals will only serve to increase the negative features identified above, especially (but not exclusively) in closer Views 27 and 29 and wider Views 21 and 24. The proposal would, therefore appear to have a negative impact on the Bedminster Conservation Area and run counter to the aims and aspirations of the recently Adopted Appraisal.

We would urge you to address the above issues, and recommend that the application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice, it is not necessary for us to be consulted again. However, if you would like further advice, please contact us to explain your request"

THE CONSERVATION ADVISORY PANEL opposes the scheme. The minutes of their meeting on 18th March 2014.read as follow

Recommendation	The Panel objects to the mass and design of the scheme.
Demolition	The Panel supports the demolition of and redevelopment of the large office block and ancillary buildings that do not contribute to the appearance the area.
Change of use	The Panel supports residential development but not another small flatted development. There should be a greater accommodation mix in a development on this scale and greater amenity space for the future occupants. The use at street level appears to be appropriate.
Height scale and mass	The Panel objects to the mass of the scheme. The Council adopted the SPD1 (Tall Buildings) because of widespread public dissatisfaction with tall buildings outside the city centre, which dominate their immediate surroundings and fail to assimilate with the townscape. The Council should follow the adopted SPD1 policy advice.
Context neighbouring buildings and area character	The scheme would stand alone; it would disregard the area's traditional, tight grain block structure. The Dalby Avenue elevation would dominate the road and the view from the south. The tower would overbear Stratford Street. The St. Catherine's Place shopping area will be in the tower's shadow. The

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	scheme would replace the demolished large unattractive office block with an even larger block.
Public realm	The scheme's scale would overbear Stafford Street and dominate Dalby Avenue and would create an unattractive street level experience for pedestrians. <i>Building in Context, New Development in Historic Areas</i> was published by English Heritage and CABE in 2001 in order to stimulate a high standard of design when development took place in a historically sensitive context. The guidelines set out in this document should be taken into account for the design of the relationship of the building with Stafford Street and Dalby Avenue and the interior of the shopping centre.
Design quality	The design offers a standard commercial solution to the construction of a large flatted development and is neither innovative nor outstanding. There are better examples in the city. A 200 home scheme should provide more amenity space than tiny balconies.
Materials	The Panel has no comment
Archaeology	The site occupies a long settled area of Bedminster, which requires a supervised archaeological investigation.

BRISTOL CIVIC SOCIETY

The Society submits that the Council should refuse this planning application on these grounds:

1. The proposal is contrary to SPD 1. Even if the scheme were to be an outstanding design, St. Catherine's Place is an inappropriate location for a tall building. The scheme would stand alone, fail to integrate with the local urban grain and through its lack of human scale would overbear the surrounding streets and fail to create any sense of place.
2. The Society supports the local elected members' opinion that the mix of housing limited to one and two bedroom flats would fail to promote a mixed and sustainable community and it would increase the dominance of small flatted housing in an area. The scheme offers its future occupants inadequate amenity space.
3. The scheme's bulk and design fails to achieve the improved architectural standard required by BCS 21. The design is retrospective and fails to achieve the quality and imagination shown in other recent major residential schemes in the city. The ventilation and heating installations should be more ambitious.

The Society concludes their memo with reference to an alternative approach development. This would involve a low or medium rise approach could achieve a high density within a perimeter block. A medium rise perimeter block would have advantages over a tall building.

THE BRISTOLTREE FORUM

"The loss of three mature street trees is not good and consideration should be given to incorporating some or all of them in this development (BCS9 Para 2). There are also 4 important trees in the car park which may come under threat due to construction vehicles. Experience shows often root (weight) protection isn't enough and heavy vehicles need to be kept well away".

A total of 25 new trees are intended in the scheme and this matter is therefore satisfactorily dealt with

THE HIGHWAYS AGENCY has confirmed they have no wish to comment.

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THE TRANSPORT DEVELOPMENT MANAGEMENT TEAM has no objection to the scheme subject to completion of an appropriate s106 agreement to ensure completion of an appropriate schedule of highway works and regulatory condition(s). The team comment as follows;

"The proposal is situated in a convenient location within easy walking distance of Bedminster Town centre and frequent public transport services providing regular access to the city centre and numerous other locations within Bristol. Of these services, the North Fringe - Hengrove MetroBus scheme will serve East Street (northbound) and Dalby Avenue (southbound) the stops for which are located within close proximity to the site. This service will provide reliable and convenient access to additional areas within the urban area including Hengrove Park, Aztec West, Patchway and Cribbs Causeway via the M32. Bedminster railway station is also located within easy access by foot, as is the Malago cycle route.

Subject to the provision and encouragement of sustainable transport facilities / usage for and by the users of the development, improvements to the surrounding pedestrian environment and the necessary controls restricting the ability of residents / visitors to the development to generate overspill parking on surrounding streets, Transport Development Management have no objection to the principle of this scheme.

Parking

The site is located within the identified Bedminster East Residents' Parking Scheme (RPS) for which the informal consultation period was completed in March. Following this, the scheme will be subject to a second statutory period of consultation in September of this year, with the implementation of the RPS possibly taking place in late 2014 or early 2015. The extent of the Bedminster East RPS extends as far as the railway line, with Whitehouse Lane and Malago Road forming the southern boundary of the restrictions as far as Sheene Lane.

The nearest unrestricted on-street parking would be in Windmill Hill to the south of the railway line which was originally considered to be included within the RPS scheme although this area was removed from the initial scope and now cannot be brought forward without Cabinet approval. TDM however consider it unlikely that residents of the proposed development will regularly rely on on-street parking in this location, given that the nearest potential on-street parking available represents a walking distance of around 200 metres to the development site, generates a constraint to walking, due to its topography and is already heavily congested from existing residential parking. This is considered by TDM as a deterrent to car ownership within the development.

New developments built within either the Central Parking Zone (CPZ) or Residents Parking Scheme (RPS) without car parking do not normally qualify for permits in a Residents' Parking Zone and an appropriate advice will be required to ensure this restriction takes place.

Across the entirety of the site, 109 car parking spaces are proposed to serve 188 apartments with the parking spaces intended to serve the two bedroom dwellings. In order to avoid any undue pressure on other local areas TDM recommend that parking for Phase A be completed prior to occupation. If Phase B is not ready when Phase A is due to be occupied, the developer should provide a temporary parking solution for those flats which come with a parking space.

Disabled parking spaces should be kept under the control of a management company, in order to ensure that they are available for use when disabled persons are resident in the development.

Car Club & Electric Charging Points

In addition the site should create a car club space, which would best be implemented in conjunction with a commercial car club provider and created on adopted highway or an area of land that can be

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adopted as highway. This is normally considered viable for developments of more than 50 dwellings.

TDM would also require, as per the requirements of the adopted Site Allocations and Development Management Policy document (SA&DMP) the provision of electric charging points within the development.

Cycle Parking

Safe and secure cycle parking is required to meet the standards of the SA&DMP document. This equates to a single space per one bedroom dwelling, two spaces per two or three bedroom dwelling and three spaces for dwellings of four bedrooms and above. Some stands are shown in an external area for visitors, whilst the majority are shown internally to the site. The applicant will be required to demonstrate that the spaces shown are of sufficient size to accommodate this requirement prior to construction. This is particularly the case where double-height stacks are employed, which appears to be the case on the revised drawings.

TDM require that cycle parking for Phase A be made available before this phase is occupied.

External works

As part of this development it is required to remove the subway and make safe adjacent structures. As part of this work it will be necessary to stop up the part which is adopted highway, which includes the approach to the subway, the subway itself, and the ramp on the far side. As part of the area is outside the red line of the application the developer will have to take advice as to whether the stopping up can be done under Section 247 of the Town and Country Planning Act, or would require a S116 Highways Act order.

The path through the site is to be upgraded. This is not currently a Public Right of Way and TDM recommend that it be classed as a walkway under Section 35 of the Highways Act. This therefore should be included in the S106 Agreement. It will require a degree of lighting, but this need not be to full highway standard.

Any new area of pavement created on the site perimeter should be adopted under S38 of the Highways Act. This and the upgrade of existing pavement can be included in the S106 Agreement. The paving material used on the pavement at the end of the walkway should reflect the material used on the adjacent pavement, in order to differentiate between publicly and privately maintained land. Doors should not open out onto any public areas of pavement as this would contravene S153 of the Highways Act.

In addition to the above, it is likely that works occurring around the perimeter of the site and the carriageway will necessitate adjustments to existing traffic regulations and therefore a planning obligation will be required to fund the implementation of any adjustments to Traffic Regulation Orders (TROs) resulting from this development."

THE CITY DESIGN GROUP recommend refusal of planning permission and comment as follows; (the numerical references made in the text relate to the applicants Views Analysis).

"The site lies within the Bedminster town centre adjacent to the extended Bedminster Conservation Area outside the City Centre. It is acknowledged that the principle of residential and commercial development in this part of Bedminster has the potential to aid the process of regeneration of the area and commend the developer for their continued commitment and investment in this part of the city. We support the demolition of existing buildings including the DSS building, identified as having a negative impact on views within the Bedminster Conservation Area. We also accept that the site

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is in a sustainable location, close to the city centre with good public transport infrastructure including a train station connecting Temple Meads Station and hence support a high density proposal. The acceptability of a tall building in this location, outside the promoted area within the city centre is dependent on its compliance with SPD1 including its effect on the historic environment, townscape/landscape at a citywide as well as local level.

Whilst there may be scope for a high density proposal in accordance with core strategy policy BCS20, the proposals for a tall building of such height, scale, massing of such intensity does not satisfy criteria i, ii, iv, and x of SPD1 for a tall building and hence this application cannot be supported. It is acknowledged that the proposal through the pre-app stage has reorganised its built form to create a more direct public route through the site which is positive.

Urban Design Framework

SPD1 puts the onus on the scheme promoter to prepare an urban design framework and agree this with relevant stakeholder that can guide a co-ordinated pattern of land-use, transport, streets blocks, building heights etc. (Pg. 27, SPD1). This framework would be essential to set the context, bigger vision, basic parameters for this and future developments in this area. The proposals put forward are not based on such a framework but only concerned with the area in its ownership although not as part of any outline application or formal guidance.

The framework would not only help inform the benefits of reinstatement of lost historic street pattern to the setting of the Conservation area but also the appropriate response to the context in terms of its scale massing and disposition of built form. The proposals fails to take the opportunity to enable improvements to the areas by clearly defining public /private areas, improving safety by reinstating historic north south Routes (identified in the Character appraisal) and proposing buildings of appropriate height, scale and massing within a wider framework.

It is not evident from the design and access statement why a building of such a scale is the best means of implementing positive change. A detailed evaluation of providing a similar density level in an alternative urban form would be required to meet SPD1 criteria x

Impact of development

Height Scale and Massing and impact on views

It is recognised that there would need to be a substantial amount of built form to bring a viable development replacing the seven storey DSS building in this sustainable location. The predominant building height in the immediate surroundings is of buildings of 2 to 3 storeys. A tall building in this location is 6+ storeys or above (SPD1). The disposition of built form on both phases of the application, from 7 storeys to 16 storeys in a predominantly low scaled area (two-three storey) has a dramatic and negative effect on the receptor (people) and townscape including

1. The setting of the conservation area from: Views 27, 29 and 24, 26

The recently adopted Character Appraisal notes that negative features of the CA to include the destruction of the historic route structure north of Dalby Avenue, 1960s tower blocks and the redevelopments around East Street and Dalby Avenue and loss of views or sense of the local topography through over-scaled buildings. The proposals serve to reinforce and increase the negative features and harm key views identified in the Conservation Area Character Appraisal.

2. The character of the townscape/skyline of Bristol City or Centre affecting the city skyline and Windmill hill terraces in views from adjacent areas such as Windmill Hill area, Bedminster Station and Victoria Park: views 21, 24, 35, 07, and 04. The proposals present a visual

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barrier/ detractor in the foreground to views of the cityscape/ landscape and interrupts views of windmill hill terraces protruding significantly above the general townscape respectively.

This advice is in accordance with English Heritage, CAP, Bristol Civic Society, and substantiates concerns expressed in the BUDF letter (25th Feb 14) on the scale and form of the development. Further views are also requested to ascertain the impact from Dame Emily Park, St Johns Street, and footpath through green space near Bedminster Railway Bridge, Stillhouse Lane and entrance to Polden house on Alfred Road, Royal Crescent and Victoria Park Play area (other side of the trees).

Architectural Excellence

The development proposes a dramatic change of scale of 7 to 16 storey high buildings next to existing 2/3 storey buildings reinforcing the negative feature of the conservation area (including the former DSS building), the lack of coherency, juxtaposition and non-contextual adjacencies of built form. This would be evident in views along the Malago, Dalby Avenue, Stafford Street, Mill lane, St Catherine's place and the adjacent green space linking Windmill Hill. The proposal does not effectively step down its massing to its neighbours or create a built form compatible with the existing adjacent buildings when perceived or experienced from street level. The scheme replaces the large unattractive DSS block with much larger and bulkier buildings disregarding its context.

Notwithstanding the negative impact on the historic environment, townscape and views, the disposition of massing, its height and scale does not provide an elegant form, shape or silhouette that towers above the adjacent buildings, creating a negative landmark icon of the area. It appears bulky, blocks views of the city/ Windmill Hill terraces and is symbolic of a barrier with a harsh, uninviting edge.

Whilst the architectural articulation of its facades has a rationale of repetition, the combination of the organisation of its built form, height, large facades, materials, repeating details do not produce a building of architectural excellence or landmark qualities that may enhance or contribute positively to the townscape of the city or the setting of the conservation area. The northern and western elevation with extensive metal cladding is also of concern.

The proposals do not conform to SPD1 on Tall Buildings, the NPPF, Core Strategy BCS21, BCS22, DM26, DM27, DM29 and DM31. We urge the scheme promoter to reconsider their development proposals in line with this advice to bring forward a well-considered high density proposal that is based on a wider urban design framework, takes account of the immediate context including views and setting of the conservation area.

The revisions submitted by the applicant to address archaeological issues raises the building by 1.8m higher. In the context of a 16 storey building previously submitted, this does not change the impacts of the proposal which still continue to harm the townscape setting and character of the conservation area due to its excessive scale height and mass.

THE CITY ARCHAEOLOGIST following most recent revision of the scheme is satisfied that his concerns could be dealt with an appropriate schedule of conditions;

His initial observations were made following registration of the planning application and identified the potential for the location and significance of the Bedminster Water Mill, repeating views expressed at the pre application stage, In March this year, he wrote

"The site has high archaeological potential, largely relating to the presence of a former mill, which may date to as early as the 12th century and possibly be the same as the royal mill mentioned in a

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12th century charter. The study suggested that later adverse impacts upon any surviving archaeology may be relatively slight, although there will clearly have been adverse impact from the construction of the present buildings in the 1960s. However, this impact may be limited to the foundations of these buildings since there is no evidence for a basement".

The City Archaeologist is satisfied that the archaeological remains of the Water Mill found beneath the site are worthy of preservation and relevant matters could be dealt with by means of planning conditions. Following completion of the most recent works of evaluation conducted upon the open areas of the site in June of this year (limited of necessity to the geographical area of Phase 2 because of the presence of the existing DHSS building on the phase 1 area of the site) and subsequent revision of the scheme by the removal of the lower ground floor element. Suitable conditions will be required, in the event of a subsequent appeal, to allow for further archaeological investigation to take place and the preservation in situ of the potentially nationally important remains of the medieval water mill

THE SUSTAINABLE CITIES TEAM comment on the varied elements is as follows;

1. BCS 13 Climate change

"Mitigation

The applicant has identified climate change mitigation measures to deliver a high energy efficiency development supported by a decentralised renewable low carbon energy supply.

Adaptation

The applicant has considered some elements of climate change adaptation such as built form, water conservation measures and minimising the impact of surface water flooding.

2. BCS 14 Sustainable energy

Energy efficiency

The applicant has considered and addressed the energy hierarchy, choosing optimal insulation and a combined heat & power district heating scheme fed by biomass, a renewable fuel. This should be commended and is welcomed in line with BCS 14. The applicant has submitted an energy table detailing the energy efficiency savings (29%) which will be achieved, which meets Policy. The applicant proposes U values which go beyond the current Building Regulations 2010 Part L requirements which meet Policy.

Renewable energy generation

The applicant plans to install a biomass fuelled CHP plant. The biomass CHP is treated both as an energy efficiency measure and as a renewable energy measure and therefore meets Policy. Following this morning's meeting, we welcome the plans to include a district heating network with possibilities of linking to South Bristol Baths.

We strongly recommend the applicant undertakes future proofing of the roof structures to enable the provision of solar PV in years to come (if not sooner).

1. BCS 15 Sustainable construction

By achieving the Code for Sustainable Homes Level 4 target, the applicant will address a number of the requirements for BCS15

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Flood resilience

The development demonstrates flood resilience through the location of less vulnerable services on the ground floor with residential above. The ground floor will be raised approximately 150mm above ground level to provide adequate protection from surface water flood risk"

THE SUSTAINABLE CITIES TEAM has also considered the existing and likely future incidence of air borne pollution allied to the location of the site and the scheme design and has no objection to the scheme on these grounds.

"I have reviewed the air quality assessment for this development which was carried out by Air Quality Consultants Ltd. The assessment methodology is robust and has followed appropriate national air quality assessment guidance in reaching the conclusions. The air quality at both existing receptors and the proposed receptors (i.e. location of residents in the proposed development) has been taken into account in the assessment.

A small worsening is being predicted in some locations within the air quality management area. Due to the uncertainty in the future vehicle emissions and the robust nature of the without emissions reduction assessment carried out, it is likely that in reality, all of the potential air quality impacts would be described as negligible for all modelled receptor locations. On balance, when looking at the sustainable location of the development in terms of access to the city centre and the negligible magnitude of the predicted impact, I would not object to the proposal on the grounds of impact on air quality. I would however support the requirement for provision of electric vehicle charging points in the proposed car park and provision to allow easy installation of additional charge points in the car park in the future"

THE POLLUTION CONTROL OFFICER has commented as follows;

"As discussed my main concerns are regarding the very high Laeq (Average) noise levels at the site and especially the Lamax levels which are consistently over 80dB and even as much as 100+ on some occasions.

They have outlined in the report that the Front Façade falls within the old PPG Category of C where permission should not normally be granted however with appropriate conditions and Sound Insulation and an Attenuated Ventilation Scheme (more details will be required) they may be able to be overcome these issues.

I understand that you are recommending refusal on other issues at this time and therefore specific condition are not required at this time. I feel that the Application make a good start at looking at the issues with noise at the site, however we will need further details on Sound Insulation especially to the windows. They may also wish to think about the layout of the premises so they keep habitable rooms away from the noisy front façade to protect the amenity of the proposed resident".

THE FLOOD RISK MANAGER has no objection and has commented as follows:-

"The applicant bases the proposed drainage on the assumption that the existing site is drained to the public sewer. This should be confirmed through a drainage survey. The use of lined permeable paving in car parking areas should be explored in order to provide water quality benefits and reduce the size of attenuation tank required.

If permission is granted please apply our standard condition to require a detailed drainage design to be approved before development begins"

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RELEVANT POLICIES

National Planning Policy Framework – March 2012**Bristol Local Plan, Adopted December 1997**

ME4 Controlling the Impact of Noise
 ME5 Protection of Groundwater Supplies

Bristol Core Strategy (Adopted June 2011)

BCS1 South Bristol
 BCS5 Housing Provision
 BCS7 Centres and Retailing
 BCS8 Delivering a Thriving Economy
 BCS10 Transport and Access Improvements
 BCS11 Infrastructure and Developer Contributions
 BCS13 Climate Change
 BCS14 Sustainable Energy
 BCS15 Sustainable Design and Construction
 BCS16 Flood Risk and Water Management
 BCS17 Affordable Housing Provision
 BCS18 Housing Type
 BCS22 Conservation and the Historic Environment
 BCS20 Effective and Efficient Use of Land
 BCS21 Quality Urban Design
 BCS23 Pollution

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

DM1 Presumption in favour of sustainable development)
 DM4 Wheelchair accessible housing)
 DM7 Town centre uses)
 DM8 Shopping areas and frontages)
 DM9 Local centres)
 DM10 Food and drink uses and the evening economy)
 DM14 The health impacts of development)
 DM12 Retaining valuable employment sites)
 DM19 Development and nature conservation)
 DM15 Green infrastructure provision)
 DM16 Open space for recreation)
 DM35 Noise mitigation)
 DM23 Transport development management)
 DM26 Local character and distinctiveness)
 DM27 Layout and form)
 DM28 Public realm)
 DM29 Design of new buildings)
 DM31 Heritage assets)
 DM32 Recycling and refuse provision in new development)
 DM33 Pollution control, air quality and water quality)
 DM34 Contaminated land

Supplementary Planning Documents

SPD1 Tall Buildings (January 2005)
 SPD5 Sustainable Design and Construction (February 2006)
 SPD6 Economic Benefits from New Development (October 2005)
 SPD7 Archaeology and Development (March 2006)

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Planning Obligations - Supplementary Planning Document - Adopted 27 Sept 2012

Supplementary Planning Guidance

PAN 15 Responding to Local Character - a Design Guide (1998)

Bedminster Conservation Area Character Appraisal

KEY ISSUES

(A) ARE THE PROPOSALS SATISFACTORY IN LAND USE TERMS?

The loss of existing employment use

Policy DM12 states that employment sites should be retained for employment use unless it can be demonstrated that:

- i. There is no demand for employment uses; or
- ii. A net reduction in floorspace is necessary to improve the existing premises; or
- iii. It is to be used for industrial or commercial training purposes.

The supporting text to the policy DM12 explains that that there are situations in which it would be inappropriate to retain employment sites because, as in this case, there is no proven demand for employment use. This is particularly so if the site has remained empty or vacant for a period of time has been actively marketed for employment use and no longer serves the needs of businesses(s). In spite of a marketing campaign undertaken by a number of leading property agents the existing office building has remained vacant for at least 7 years. The re-use of the building as a modern office space is not considered viable given the physical constraints of the existing floorplates and limited floor to ceiling heights that inhibits the installation of services such as air conditioning. The resultant cost of renovating and converting the building into premium office space is likely to be prohibitive. This conclusion is drawn with the knowledge that the Invest West website identifies the potential availability of over 3.5 million sq. ft. of 'B1' office space a figure which amounts to almost ten year's supply. The terms of Policy DM12 are met.

Ground floor mixed uses

Though the range of possible commercial uses is specified the precise combination of those uses is (as yet) unknown. The City Councils Supplementary Advice Planning 1 Tall Buildings (SPD1) also calls for varied and mixed use at ground floor level. Each of the uses specified, including the intended new public conveniences are appropriate in kind to a town centre location. Without exception they would complement rather conflict with the intended residential uses intended upon the upper floor(s). It is not considered necessary to restrict the combination of land use(s) nor the hours of trade.

Residential Use

The principle of residential use is accepted. The site is not allocated for any single use on the 2014 Development Management Map. Both commonly used titles of "brownfield" and "windfall" are applicable to development aspirations. The principle of residential development is not judged to be essential i.e. the City Council's 5 year supply of available housing land is to be found elsewhere in the city. Policy BSC18 requires 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. The site is located within the Southville ward of the City where currently approximately 52% of all house types are family housing and 46.4% of household accommodation is in apartment based accommodation, with the remainder in shared

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accommodation. In the neighbouring Bedminster Ward, 77.5% of all housing is in the form of houses or bungalows (22.4% apartments); whilst in Windmill Hill 68.8% of accommodation is in the form of houses (30.4% apartments). A closer examination of the housing statistics for the Southville ward and, neighbouring ward(s) is required to aid an appraisal of the existing housing mix in the locality.

To aid collection and appraisal of census data every ward in the City is divided geographically into Super Output Area(s) SOA's are typically based on a 400 household(s) cell. The application site is located within the confines of the East Bedminster SOA and the prevailing pattern of land use in this area includes commercial buildings and a few large scale apartment blocks. 89% of the residential accommodation currently found in the Bedminster East SOA is apartment based and not generally suitable for families with older children. This residential use mix contrasts with the adjoining Windmill Hill and Victoria Park SOA's area(s) that comprise 77% and 87% family housing respectively. If constructed, assuming no other changes were made to the available housing stock current proposal which represents a 3.1% change. I.e. the resulting new balance across the Southville ward would be 48% of all accommodation as apartments and 50.9% housing, in the form of houses or bungalows. This is considered a reasonable balance. The size and range of unit sizes proposed would have the potential to positively address an imbalance of housing with the provision of smaller, more affordable unit sizes in the Bedminster area. The intended density of the proposed residential units also accords with the aspirations of Policy BCS7 to achieve higher residential densities in Town Centres. Proposals are judged satisfactory in land use terms.

- (B) WOULD THE PROPOSALS HARM TOWNSCAPE; WOULD THEY PRESERVE AND OR ENHANCE HERITAGE ASSETS; TO INCLUDE BOTH CITYWIDE AND LOCAL VIEWS TOGETHER WITH THE SETTING AND THE CHARACTER OF THE BEDMINSTER CONSERVATION AREA?

Relationship to context, including topography, built form, and skyline

The site lies within the Bedminster town Centre adjacent to the Bedminster Conservation area.

Fundamental architectural principles of scale, height, and massing, are key components of successful design solutions. The development proposes a dramatic change of scale up to a maximum of 16 storey high building(s) replacing the DSS Building, a 7 storey building having a modest footprint. This change would sit next to existing 2/3 storey buildings. Hence the combined massing of block A and B creates a form that is bulky, more than twice that of the DSS building creating a barrier totally out of context, insensitive and out of scale with the immediate neighbours. From the immediate locality the massing is not well articulated and does not mitigate the impact of height but rather appears monolithic in its massing. As the building rises significantly above the surrounding, the design of the form does not take account of the distinctive townscape of Bristol interrupting and thereby harming views of the distinctive terraces within the townscape, views of the distinctive cityscape and reinforce the negative non contextual taller buildings in the townscape. The proposal does not respond positively to the built form, townscape negatively impacting the setting and character of the adjacent conservation area unsatisfactorily addressing the criteria within SPD1. Whilst more related to and commonly used in city centre location(s) the varied criteria listed in SPD1 also assist the appraisal of tall buildings intended elsewhere in the city.

In the course of discussion at the pre application stage officer's made a request for compilation by the applicant of a formal landscape and visual impact assessment (LVIA). The work that has been carried out aids appraisal of the scheme. The selected view locations chosen to appraise the scheme were initially informed by a list of viewpoints provided by officers to the applicant in September 2013. In the intervening period each of these view location(s) have been visited both separately and jointly by officers; agent and applicant. Thereafter other locations were added to the initial list and these too have also been tested. As a result a total of 41 separate viewpoints are

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identified in the supporting documents that accompany the drawing(s) Appendix 1 Rev M refers.

Explanatory text: *The terms used in appraising the view(s) below are those employed in the formal Guidelines relating to the preparation of a Landscape and Visual Impact Assessment (GLVIA), Third Edition 2013. Two terms used are of note “Magnitude of Effect” and “Sensitivity”. ‘Magnitude of effect’ refers to the nature of the effect likely to occur arising from the development on the key features or character of the existing views. The effects range from total alteration - ‘very high’ – through ‘high’, ‘medium’, ‘low’, ‘very low’ to ‘none’ – no change. ‘Sensitivity’ gauges the effect on receptors – people - depending on their circumstances in relation to the development. ‘Very high,’ for instance, would relate to those viewers who are highly attuned to their surroundings with prolonged viewing opportunities, for example from designed viewing points at recognised locations. ‘High’ might refer to views from public parks or private views from a large group of dwellings. These too range from ‘high’ through to ‘none’*

In the assembly of (any) GLVIA each of these terms is represented graphically to provide an assessment of the ‘Visual Significance’. The resultant point on the graph for each Viewpoint corresponds with a range of outcomes rated from No Change to Severe with the terms; ‘Negligible’, ‘Minor’, ‘Moderate’ and ‘Substantial’ between these two extremes.

Tables explaining the criteria above are set out in the applicant’s document – Appendix 01 Views Analysis.

City wide there are two viewpoints from which demonstrable harm to cityscape would be apparent. (In each case the numbers refer to those identified in the LVIA document).

Where differences occur between the stated outcomes attributed to the findings of the LVIA document and the text that follows they relate to differences in the conclusions and appraisal drawn by officers and applicant.

View 4 Royal York Crescent

Selected as a representative view initially, this viewpoint was not one for which a photomontage was provided. Re-examination of this viewpoint suggests that though the proposed building will be partially hidden by the high rise flats on Catherine Mead Street, its height and mass may be sufficient for it to be visible above and to the sides. This has the potential to increase the combined impact of the built form on the view of the Windmill Hill terraces and increasing the developments none-contextual dominance

View 7 Top of Cabot Tower

This view features in the City Councils published advice SPD1 and the proposed development interrupts the prevailing view of the Windmill Hill terraces a strongly horizontal and characterful urban form which defines the distinct identity of Bristol’s townscape. The magnitude of effect is medium and the overall impact would be substantial

Townscape

Bedminster Parade to the north of the site is representative of the old route into the city of Bristol which is itself a continuation of East Street. Both addresses are within the confines of the Bedminster Conservation Area, a designated heritage asset.

The Glossary of terms to the National Planning Policy Framework NPPF provides a definition of the term heritage assets.

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“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

The advice contained in paragraph 129 of the NPPF is also relevant;

“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s Conservation and any aspect of the proposal”

This commercial route is today recognizably the centre of Bedminster and characterised by ground floor retail set within a range predominantly Victorian buildings. Key buildings include the former Wills Factory at the Southern end of the parade, Former Bedminster Police Station, and Grant Bradley (Former Free Library). The neighbouring East Street area forms the western continuation of the historic route out of Bristol towards West Street and the southwest. The street is the major retail and commercial hub for Bedminster, lined by shops and pubs in a continual terrace. It has restricted vehicular access which was created when Dalby Avenue was punched through at the Lombard Street/East Street junction to join Malago Road. Dalby Avenue serves to divert vehicular traffic away from East Street and onto Malago Road. The road is characterised by a range of trade counters, residential blocks and small industrial units on the Northern edge. On the southern edge there is a predominance of car parks and open space with one large vacant site at the Malago Road. Given this context any new form of development intended on the site must successfully manage the transition between varied townscapes. Any judgement made upon the merit of any replacement building(s) on the site must be properly informed by an appraisal of its effect upon varied heritage assets; to include the historic environment, townscape and landscape; at a citywide as well as local level.

Overall the intended height scale and massing to development would reinforce the prevailing negative features and resultant harm to the townscape neighbouring the Bedminster Conservation area (including the former DSS building). The proposal does not effectively step down its massing to its neighbours nor would it create a built form compatible with the existing adjacent buildings. This dichotomy would be apparent when experienced from street level. The scheme would replace the large unattractive DSS block with much large and bulkier buildings disregarding its context. The wider lack of coherency, juxtaposition and non-contextual adjacencies of built form would be evident in views along the Malago, Dalby Avenue, Stafford Street, and Mill lane, as well as St Catherine’s Place and the adjacent green space linking Windmill Hill. There are a total of 10 local viewpoint(s) from which demonstrable harm to townscape and city views would be most immediately apparent.

View 21 St. John’s Road/ Malago Road

From this point the visual significance of the impact is judged as substantial because the existing building sits within the landscape of the view, only slightly breaking the skyline. The proposed building is significantly out of scale within this context. The magnitude of effect is therefore high.

View 24 Bedminster Station

Both from the platform(s) and rail line the visual significance of the impacts is judged as severe due to the sensitivity of the location as a transport hub and the magnitude of the effect resulting from the height scale and mass of the proposed building. It dominates the skyline, is closer to the receptor

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site and reinforces the visual barrier thereby impacting the perception and appreciation of the townscape. The existing view provides winter vistas to the west through tree canopies – this will be lost if the proposal goes forward.

View 26 Bedminster Parade

From this point the highest part of the new building would appear over the roofline of shops on the south side of Bedminster Parade that are in the Bedminster Conservation Area. The rating for magnitude of effect should be medium rather than low as the impact of the building is better appreciated when viewed on site. Also in this case the conservation area is directly affected and this increases the sensitivity towards a high rating. Whilst this keeps the visual significance rating within the moderate zone, the proposals would still cause harm to the Bedminster Conservation area setting.

View 27 East Street Approach

The view is located within the Bedminster Conservation Area. The street layout at the junction forms an opening to the visually constrained streetscape of East Street and Bedminster Parade and provides views to Windmill Hill terraces. This increases the sensitivity to the proposal at the junction to high. The magnitude of effect is high due to its non-contextual scale and massing, proximity to the conservation area and interruption of winter views. These considerations push the visual impact into higher substantial.

View 29 Mill Lane

Due to the location of the site within the Bedminster Conservation Area and heightened awareness of receptors to views to the south of the East Street corridor the sensitivity rating is high. The rating for magnitude of effect is judged as high and the visual significance as substantial. The highest part of the development is not visible from the chosen vantage point. If the chosen viewpoint was altered just marginally to include the 16 storey element of the scheme the magnitude of effect would then be very high and the visual significance severe.

View 17 Emily Park, Morely Road Entrance

This viewpoint faces directly onto the proposed building at the high point of a popular and well used park and is one of the key views mentioned in the Bedminster Conservation Area Appraisal. The proposed building rises above the skyline to a significant degree above a generally low townscape forming a cluster. This form is uncharacteristic of the other taller buildings within the view. Both sensitivity and magnitude of effect indicated on the image provided by the applicant are medium and we conclude that the visual impact of the proposal from this location is higher moderate.

View 19 St. John Street/ Diamond Street

The view is from within the Bedminster Conservation area and is of high sensitivity. It shows the highest 5 floors of the proposed building appearing prominently above the roofline of the Cameron Balloon building and suggests a medium rating for magnitude of effect. The visual significance is judged as moderate to substantial. The proposals would still cause harm to the conservation area setting.

View 23 Footpath through green space near Railway Bridge

Views to the proposal site are heavily screened by mature trees. The site visit indicated that the dense lattice provided by trunks, branches and twigs would sufficient to substantially screen views of the upper parts of the proposed building. With leafing out of the canopies only the ground floor

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would be visible. No further view requested.

View 25 Stillhouse Lane

Stillhouse Lane lies within the conservation area and forms part of the historic street structure, albeit a secondary route therefore the sensitivity is considered high. The magnitude of effect in relation to this viewpoint is high. The image shows that there is a substantial increase in proposed building height increasing its prominence and affecting the character and setting of the conservation area. The visual significance is therefore substantial.

View 30 Windmill Hill

This is a revision to the location of the initial view taken from the open space to the east of Polden House. The location is now from the vehicle entrance to the Polden House car park on Alfred Road, on the steep north facing hillside of Windmill Hill. The image provided shows the impressive vista above the typically 'bristolian' Eldon Terrace blocked to a marked degree by the mass of the proposed building, with partial loss of a section of the townscape/ skyline containing the Brandon Hill Tower. Sensitivity of the location is high due to the quality of view. The magnitude of effect is similarly high to very high. The visual significance of the proposals from this location is therefore severe.

View 35 Victoria Park

The viewpoint is compromised by the mature lime avenue running between the viewpoint and the proposal site. Views from this location are therefore seasonal, the building visible for those months that the trees carry no canopy. During those months when the building will be visible the users of footpaths on the north facing slope of Victoria Park will be sensitised to the views and the sensitivity will be medium/high. Magnitude of effect is medium to high – the building breaks the skyline - and the visual significance is substantial

If taken individually the impact of development upon each of the above mentioned views would have a marked and very discernable harmful consequence for townscape. When viewed collectively the damaging effect is immediately apparent upon the city's historic environment at either a city-wide or local level or sometimes a mixture of the two. As a consequence the scheme fails to comply with the criteria (i and ii) listed in SPD1. The negative impact of the scheme is not however limited to the city's familiar and cherished historic environment, townscape and or views. The intended disposition of the scheme its excessive bulk, massing, its height and scale would not provide an elegant form, shape or silhouette within the confines of neighbouring post war modern building(s). Instead the new structures would tower above the adjacent buildings, creating at once a negative landmark. It would appear bulky, blocking views of the city/ Windmill Hill terraces with a harsh, uninviting edge. Again a clear cut failure to meet the terms of SPD1 (iv)

Though the larger quotient of the scheme is presented in outline form sufficient information is presented within the confines of Block A and the illustrative material that accompanies Block B to confirm that the intended architectural articulation of its facades has a rationale of repetition. The, intended combination of the organisation of its built form, height, large facades, materials, repeating details would not produce a building of architecture excellence of landmark qualities that may enhance or contribute positively to the townscape of the city or the setting of the conservation area. The northern and western elevation with extensive metal cladding is also of concern. The Dalby Avenue carriageway is heavily trafficked and offers a substantial contrast to the historic pedestrianized environs and more domestic scale of East Street and environs. Achieving successful infill along this northern stretch of established street frontage requires, whatever its style, new architecture, that displays a far greater understanding of the local neighbouring built form, in terms of height scale and massing than does the proposed scheme.

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Your officers share many of the concerns expressed over the resulting detriment to varied heritage assets; by English Heritage, the Bristol Civic Society, the Conservation Advisory Panel as well as local groups and residents in what are often lengthy and detailed written response(s) to public consultation. The most revision(s) made to the scheme would raise the new building 1.8m beyond that originally intended to protect one particular heritage asset, the Bedminster Water Mill found beneath the site. The willingness to protect the Bedminster Water Mill (see Key issue C below) is acknowledged and in itself welcome. The resultant change to the overall height makes no significant change to the above mentioned conclusions.

These significant effects are considered to be harmful to the existing character and appreciation of a broad swathe of the Bristol townscape skyline, to include the setting and character of the Bedminster Conservation Area. In collective terms the resultant harm derived to city views available from varied vantage points would be substantial. The prevailing and substantial positive contribution made by older townscape to the local scene would be compromised. Changes have been made to the initial scheme to improve the permeability of the scheme and in particular the pedestrian route between Dalby Avenue and East Street SPD1(vii) refers. The overriding issue remains the excessive height, scale, bulk and massing to development. This constitutes a demonstrable failure to integrate development that responds to this character. Refusal of planning permission is recommended.

(C) WOULD THE PROPOSED DEVELOPMENT SATISFACTORILY ADDRESS THE ESTABLISHED ARCHAEOLOGICAL INTEREST WITHIN THE SITE?

Paragraph 139 of the NPPF states

“Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets”.

The City Council's strategy for dealing with archaeology as part of development is set out under BCS22; SPD7.and DM31 There is a presumption in favour of the physical preservation of nationally important archaeological remains. Where in situ preservation cannot be justified an appropriate mitigation strategy needs to be agreed following a proper evaluation of the archaeological potential within the site. This should seek to minimise any damage to surviving archaeological features. Appropriate recording of any features should also take place prior to their destruction ('preservation by record'). In some cases it may also be desirable for development proposals to interpret the archaeological interest within the site.

The archaeological evaluation carried out in June this year on the applicant's behalf by Bristol and Region Archaeological Services (BaRAS) has revealed an extremely complex series of archaeological remains. These are associated with a watermill that was demolished in the late 19th century. The remains are tentatively dated from the late 17th or early 18th century, with later structures added. Within the constraints of the work completed to date it could not be determined whether the recorded remains overlay earlier phases of the mill, although probing indicated that there are earlier phases of the mill underlying those exposed to date. The City Archaeologist agrees with the finding(s) of the evaluation report that expresses the view that there is a 'strong probability' that this is the location of the medieval mill first recorded in the Domesday Survey of 1086 and subsequently recorded as the Royal mill in the second half of the 12th century. The exposure of structures of 17th to 19th century date should not, therefore, preclude the strong probability of earlier structures surviving beneath. The discovery of 11th century unbranded pottery in a second evaluation trench in close proximity may well be an indicator of contemporary activity in the immediate area.

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The top of the recorded archaeology was found between 8.28m aOD (above Ordnance Datum) and 8.71 aOD – i.e. between 0.38 and 0.45m below the present ground surface. Any intent to construct the originally proposed lower ground floor, at 7.5 m aOD, with a likely sub-base of c500mm, would cause significant damage to both the recorded remains of the post-medieval mill and to as yet unrecorded remains of earlier phases of the mill. In discussion with the City archaeologist It was suggested that a solution might be found where the lower ground floor was removed and the finished floor level of the building was raised by 1.7m to 9.2m aOD, which, with a sub-base of c500mm, would reduce the impact from the ground floor slab to 8.7m aOD, a level which is likely to be clear of most of the recorded structure. A suitable foundation design would be needed once a more complete plan of the mill had been obtained, this could be secured by suitable planning conditions Following most recent revision of the scheme it is concluded that the revised hybrid scheme, subject to compliance with varied and detailed planning condition(s), could be delivered whilst giving due protection to the substantial and on-going the archaeological interests of the site. These would necessarily need to be agreed if proposals were to make the subject of any planning appeal.

(D) DOES THE PROPOSAL SATISFACTORILY ADDRESS TRANSPORT AND MOVEMENT ISSUES?

Fundamental transport and movement objectives include the maintenance of highway safety together with promotion of sustainable transport choices to include cycling, walking, and public transport. Policy DM23 and SPD1 is particularly relevant in achieving these objectives. Dalby Avenue routes traffic away from East Street. Dalby Avenue/Malago Road forms part of the proposed Bus Rapid Transit route. Improvements are proposed to the route to accommodate the service. In this context the site is judged to be in a sustainable location being within a designated town centre and close to varied transport routes. The nearest bus stops are currently located approximately 50m east of the site on Dalby Avenue (for south/west bound travel) and on Bedminster Parade (for city centre travel) 250m distant. To the South of the site Bedminster is bounded by the West Coast mainline railway which connects Bristol Temple Meads and the East with Weston Super Mare and the West. The cycle route, the Malago Greenway crosses Dalby Avenue at the Western Boundary of the site before entering Bedminster and East Street via Little Parade.

The transport development management team have agreed the findings of the applicants Traffic Impact Assessment, TIA; that accompanies the scheme. Comparison has been drawn between the existing A1 retail use trip generation, assuming the space were occupied, (using the 'local shops' category) and the development proposal (using 'convenience store' and 'restaurant' categories). The impact of the development has been assessed using the weekday AM and PM peak periods of 08:00-09:00 and 17:00-18:00. Two calendar years have been assessed, 2016 as an estimated year of opening and 2021 as five years on, in line with the requirements of Department for Transport Guidance on Transport Assessment. The work completed to date concludes that in this 2021 scenario, following the addition of the development traffic the junction of Dalby Avenue/Stafford Street would be expected to be operating within capacity. The existing signalised pedestrian crossings are currently well used and the arrangement is considered adequate to serve the future pedestrian demand that would arise following occupation of the site. This conclusion is informed by the intended closure of the pedestrian subway beneath Dalby Avenue. In this new context *the intended* new pedestrian route through the site would present a more convenient and attractive access or shoppers and residents from Dalby Avenue to East Street than does the status quo.

The site is located within the geographical area of the proposed Bedminster East Residents' Parking Zone RPZ. The likely terms of operation of the RPZ, are the subject of on-going public consultation. Future residents of the scheme would not be expected to be eligible for a car parking permit. At the time of writing the incidence of on street parking is restricted on the roads surrounding the site. Double yellow lines are in place on both the A38 Dalby Avenue and along

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Stafford Street to the west of the site .On-street parking is limited to approximately five cars at any single time each limited to stays of one hour with no return for two hours. This arrangement is in operation Monday to Saturday 8am to 6pm on the western side of Stafford Street. If development were to proceed a total of 109 on site car parking spaces would be provided, within Block B. This is equal to 54% provision, down from the originally intended 58% provision because of the loss of 7 parking spaces resulting from the most recent revision to the scheme. This car parking ratio is considered satisfactory given the town centre location and the high frequency/standard of available alternative sustainable transport options. If planning permission was obtained and development were to be undertaken in a phased manner transitional car parking arrangements would need to be provided. This scenario is judged practical as there are currently a number of public car parks located in close proximity to the site. An NCP surface level car park is located on the A38 Dalby Avenue to the east of the site. The car park has a capacity of 170 spaces and is open Monday to Saturday. To the south of the site and accessed from Hereford Street, surface car parking is available for 52 vehicles operated. The car park is open 24 hours a day, seven days a week. A third surface car park is located on the A38 Sheene Street to the west of the site. The car park has space for 36 vehicles and is open 24 hours a day, seven days a week

Assuming all the intended mitigation measures were in place, to include the intended pedestrian subway closure, the proposed access to the site for motorist cyclists and pedestrians would be both safe and suitable. In the same circumstance the proposed development need not have a detrimental impact upon the safety nor efficiency of the highway network, The management of vehicle parking for the disabled would need regulation and a car club space, would be required. Also necessary as detailed in the adopted Site Allocations and Development Management Policy document (SA&DMP) the provision of electric charging points within the development.

Further detail of total of 320 cycle parking spaces would be provided to serve the residential units, which is equal to 170% provision. Parking for 12 cycles, in excess of BCC policy, will be provided on the public realm to serve the retail elements of the proposal. All these provisos would require completions of an s106 legal agreement and varied detailed and regulatory conditions. Without such provision proposals would be unsatisfactory in highway and transport terms. The absence of any such agreement is grounds for refusal of planning permission.

(E) DO THE PROPOSALS CONSTITUTE A SUSTAINABLE FORM OF DEVELOPMENT?**Energy efficiency and Climate change**

Policies BCS13 to BCS15 of Bristol's Core Strategy, require new developments to mitigate against climate change impacts by means of building design and or incorporation of renewable energies and low carbon energy sources. SPD1 also requires attention to best practice in sustainable design and construction. In this case the greatest contribution made to energy efficiency and reduction in CO2 emissions would be derived from the introduction of a Biomass boiler. Use of this technology would give a projected saving of energy as 39% and an expected CO2 emissions reduction of 71% The initial specification for the boiler installation involves the intended use of wood pellets with a mains gas supply intended only as a backup. As a result proposals would accord with Policy BCS 14 of the Core Strategy. The use of photovoltaic was considered at the outset but as there would be insufficient roof area to accommodate the area of panels used to reduce the energy levels by 20%. Photovoltaic could serve as a secondary but not the primary means of reducing energy use and or cost.

Policy BCS 15 requires the applicant to demonstrate proper consideration of a number of sustainable design & construction elements within the application. These can be met in part through implementation of the Code for Sustainable Homes CSH, with additional elements to BCS15 that lie beyond CSH addressed individually. Following discussion and revision of its content officers have agreed the varied findings of the applicant's Code for Sustainable Homes pre-

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assessment report .To achieve Code level 4 status a minimum of 69% must be achieved throughout the range of categories. The scheme has been so designed to exceed the minimum points necessary to achieve the standard as this would then give flexibility at a later date. Appraisal of the pre-assessment stage of Code for Sustainable Homes is generally followed by a further two-stage process of assessment; these are referred to as the design stage assessment and the post-construction stage assessment. Any completion of these stages would require collation of further evidence to support the claims made in each of the mandatory optional categories where points have been projected. If planning permission were granted it is essential that any changes in the specification of the main elements then be reviewed as part of the CSH process to ensure that no negative results occur. Indicative figures have been calculated to establish the variation in the different property types together with this a number of assumptions have been proposed

The applicant would also be required to comply with the terms of a Site Waste Management Plan SWM. The need is to set and record targets for SWM. Within the plan the contractor would need to set out plans for dealing with diverting waste to landfill and clearly examine how they would sort materials for disposal. The CSH pre assessment report also identifies varied water conservation measures such as water efficient taps, low flow showers, small baths and some rain water harvesting. Further opportunities may also exist for the inclusion of green roofs with additional planting to deliver multiple benefits to both ecology and biodiversity in combination with reducing surface run off e.g. rain gardens, tree pits, Proposals should make provision for high speed broadband and enable provision of Next Generation Broadband. Smart meters should be included to enable residents to manage energy & water consumption effectively. If planning permission were granted these measures could all be reasonably addressed by means of planning conditions to include further appraisal of the scheme at the Reserved Matters stage. With all the above mentioned provisos proposals could deal satisfactorily with sustainability issues.

(F) AMENITY CONSIDERATIONS OF THE FUTURE OCCUPIERS OF THE SITE AND THOSE OF NEIGHBOURING OCCUPIERS

Good design and protection and enhancement of the environment are critical components of central government guidance, as identified in the NPPF. Adopted Bristol Core Strategy Policy BCS18 makes specific reference to residential developments providing sufficient space for everyday activities and space which should be flexible and adaptable. In addition, Policy BCS21 sets out criteria for the assessment of design quality in new development and sets standards against the established national assessment methodology 'Building for Life'. Development will be expected to safeguard the amenity of existing developments and create a high-quality environment for future occupiers. Core Strategy Policy BCS15 requires development to address issues of flexibility and adaptability, allowing future modification of use or layout, facilitating future refurbishment and retrofitting. DM Policies DM26, DM27, 28 and DM29 together with SD1 are also applicable.

Living Environment to Proposed Accommodation-Air Quality

The NPPF places a general presumption in favour of sustainable development, stressing the importance of local development plans, and states that the planning system should perform an environmental role to minimise pollution. One of the twelve core planning principles notes that planning should "*contribute to...reducing pollution*". To prevent unacceptable risks from air pollution, planning decisions should ensure that new development is appropriate for its location.

The Air Quality Strategy published by the Department for Environment, Food, and Rural Affairs (Defra) provides the policy framework (Defra, 2007) for air quality management and assessment in the UK. It provides air quality standards and objectives for key air pollutants, which are designed to protect human health and the environment. The strategy describes the Local Air Quality Management (LAQM) regime that has been established, whereby every Local authority has to carry out regular reviews and assessments of air quality in its area to identify whether the objectives have

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been, or will be, achieved at relevant locations, by the applicable date. If this is not the case, the authority must declare an Air Quality Management Area (AQMA) the site is located in a designated Air Quality Management Area.

Concentrations of nitrogen dioxide have been calculated at a number of locations both within, and close to, the proposed development. Appraisal has been carried out with reference to two years, the baseline year (2012), and the proposed year of first opening (2016). For 2016, predictions have been made using two different scenarios, the first assumes that the development does proceed and the second that it does not. A 2016 sensitivity test has been carried out to account for future nitrogen dioxide levels that assume no likely reduction in emission factors for road traffic. This is to address the issue and concern identified by Defra that often measured road traffic emissions have not been declining in recent years, as it had previously been expected they would.

Particular attention was paid to assessing impacts close to junctions, where vehicular traffic may become congested, and where there is a combined effect of several road links. The receptors were located on the façades of the properties closest to the sources. Concentrations have been predicted at the façades of 23 existing properties, and at the façades of 19 properties within the proposed development, at a range of heights. To provide a worst-case approach, it has been assumed that the intended Combined Heat and Power Plant CHP intended on the site would run continuously at full (100%) load. Using this scenario air quality for future residents within the development would be judged acceptable.

Space Standards

Core Strategy Policy BCS18 requires residential development to provide sufficient space for everyday activities and to enable flexibility and adaptability by meeting appropriate space standards (those of the Homes and Community Agency - HCA). The units proposed would meet the minimum Homes and Community Agency Standards, The external space provided is acceptable given that the site is in a sustainable location with reasonable access to other open space including Victoria Park.

Overlooking/Privacy to Buildings Adjacent to the Site

Whilst the outlook from surrounding buildings will be significantly altered, given the distances involved and the orientation and position of both existing and new building(s) it is not considered that any significant detrimental loss of privacy or amenity would occur to adjacent occupiers. New windows would face away from existing residential façades. The nearest existing residential accommodation is located above the existing neighbouring retail space also within the confines of the St Catherines retail precinct. Views from these close quarters and the likelihood of further development on neighbouring sites along Dalby Avenue also fairly anticipated in the alignment of the current scheme. Overall, given the urban context and the constraints of the site, the privacy distance between existing and proposed buildings is considered to be acceptable.

Daylight/Sunlight

The proposed redevelopment of the site results in buildings significantly taller than the structures they replace, which will result in a varying impact on light levels to adjacent buildings. The applicant has submitted a Daylight and Sunlight Assessment. The shadow study is comprehensive involving appraisal of the Spring Equinox, Summer and Winter Solstice. Particular concern has been expressed in varied responses to public consultation over the possible prejudice to Windmill Hill Farm as well as to existing neighbouring residents within the St Catherines precinct. Computer modeling of the scheme demonstrates that would be a modest increase in shade within the confines of the Farm. The issue is reasonably illustrated with reference to the incidence of shade associated with the Spring Equinox. At that hour of the day and season additional shadow, beyond

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that present with the status quo, may be evident for a maximum of 20 minutes duration. At 16:50 the shadow is not on City Farm and at 17:10 the shadow is not on City Farm There are 370 daylight hours in March. Current Met office records average sunshine hours in March as 112. If these figures are employed a shadow would be evident within the confines of the Farm, on average, 30% of the time. By 17:10 the shadow would have tracked around and be clear of City farm. The figures for the Farm equate to an average of 6.6 minutes loss of sunlight attributable to an area of approximately 30m². Overall the effect of shadows of the development in any single location at any given time of day must be balanced with the consequence and benefits of removal of the existing building. Within and beyond the confines of the St Catherines precinct the duration to shadowing cast by the existing buildings is already substantial. For example, at 9am upon the Spring Equinox with the status quo East Street is in shadow and the new arrangement does not change this fact. The square at the heart of the scheme and the precinct shows very little change in the pattern of shadowing derived from the scheme. Around the Square the resultant change in the pattern of shadowing would be characterised by a shift in the varying times at which different areas were overshadowed i.e. by when areas have and have not got direct sunlight. Though discernable in terms of the incidence of shadowing from the arrangement and disposition of the new buildings this is not considered substantial or significantly harmful for existing occupiers of the precinct.

Noise

Policies BCS23 and DM35 each require consideration to be given to noise pollution. Where proposed development is sited in areas of existing noise, such as commercial areas or near electricity sub-stations, sound insulation measures may be necessary. The site is close to a busy road system. In common with many urban sites both vehicular traffic and the movement of trains are contributory factors that explain the prevailing relatively high background noise levels., The Pollution Control Team has confirmed that they are satisfied that the submitted acoustic report offers a reasonable account of prevailing background levels. Additional information would be required in respect of the chosen means of attenuation and ventilation. The report acknowledges the need to minimise the likely incidence of noise transmission through the building for both Block A and Block B and explores some of the possible methods of doing so Conditions would be required in the submission of noise insulation measures particularly in relation to the composition of the Dalby Avenue façades.

With regard to the proposed commercial uses, whilst these would increase the activity of the buildings street frontage, given the lack of detail submitted at this stage, there is concern over the potential size of the units and the cumulative impact on surrounding residential uses (including the accommodation proposed on upper floors) in terms of noise and disturbance from people entering and exiting the building at late night. In the absence of any operational information submitted with the application, conditions requiring the submission of full details of the mechanical ventilation refuse, recycling and servicing arrangements as well as odours control and management statements regarding the commercial units would be required.

Construction

As with any redevelopment scheme construction works are likely to result in some disturbance to local occupiers. Construction is an expected occurrence in urban areas and detrimental levels of disturbance to properties cannot be assumed or controlled through the planning process. However, given that the existing building is to be demolished and that major bus routes and other commercial businesses are located either side of the site, a construction management plan would be required in this instance to ensure satisfactory access is retained amongst other considerations. Any relevant plan would need to be submitted and agreed with the Council's Street Works Team

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Odours

There is also potential for odours nuisance generated by the proposed A3/A4/A5 uses to surrounding occupiers and the future occupiers to upper floors. Conditions would therefore be required to detail odours control. Any flues or external alterations other than those shown on the submitted plans as a result of such measures may generate the need for further planning permissions.

Conclusion

Overall proposals would not give rise to significant detriment to existing occupiers and would meet the reasonable needs of future occupants. This conclusion is drawn with the proviso that an appropriate and proportionate schedule of appropriate regulatory condition(s) was the subject of agreement and attached to any grant of planning permission.

(G) DO PROPOSALS DEAL SATISFACTORILY WITH THE INCIDENCE OF GROUND CONTAMINATION

Policy BCS23 of the Core Strategy 2011 requires remedial measures to be included in any proposal for development upon contaminated land. The Pollution Control Contamination Team has reviewed the site investigation report and has concluded that an intrusive investigation should be undertaken prior to any works commencing. Initial indications indicate the presence of significant heavy metal contamination at the site with some elevated readings of arsenic, cadmium, lead, nickel, copper and zinc. Risks from hydrocarbons do not appear to be a problem. Asbestos was encountered in some of the soil samples. The ground gas sampling to date does not indicate a major risk but sampling conditions have not been ideal (i.e. when pressure is falling) Overall the testing undertaken to date is limited spatially so further assessment would be necessary if planning permission were granted, once the existing buildings were demolished. Subsequent foundation design would need to take this into account as well. Conditions would require further intrusive investigation and risk assessments as well as the reporting of unexpected contamination with all of the above mentioned provisos proposals need not be to the detriment of neighbouring occupiers of future occupants of the site.

(H) 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 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:

- *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.*

Core Strategy Policy BCS11 together with the Planning Obligations SPD sets out the City Councils approach to planning obligations. This deals principally with affordable housing provision and site-specific obligations necessary to make development acceptable in land use terms. Previous tariff based obligations for Park & Ride, Education, Library and Recreation Facilities ceased as of 1 January 2013, as these matters are now covered by the Community Infrastructure Levy (CIL).

The proposed development would be required to provide the following obligations:

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- Affordable housing in accordance with Core Strategy policy BCS17. This requires the provision of up to 30% affordable housing subject to scheme viability.
- highway improvements in accordance with Core Strategy Policy BCS11, Development Management Policy DM23 and DM24 and the Planning Obligations Supplementary Planning Document

Affordable Housing

The applicant has claimed that the proposed development is unable to provide affordable housing, and has submitted viability information in support of this claim. Officers have commissioned Alder King to assess the viability information and advise the Council as to whether any affordable housing could be provided. Due to the specific characteristics of the proposal (i.e. the construction of a 15 storey building) Alder King commissioned specialist cost consultants, Ward Williams Associates to provide advice on construction costs.

In simple terms, a development is considered to be viable if the Residual Land Value (RLV) of the development is greater than the existing use value of the site. 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.

Analysis by Alder King, which incorporated the cost advice provided by Ward Williams Associates, concluded that the RLV of the proposed development would be significantly less than the existing use value of the site, meaning that the proposed development is currently not viable. Officers are therefore satisfied that under current market conditions, the proposed development would not be able to provide any affordable housing.

As mentioned elsewhere in this report, this is a hybrid application. Full planning consent is being applied for in respect of Block A, but outline consent only is being applied for in respect of Blocks B and C. Consequently, this is a multi-phase scheme, and construction of Blocks B and C may not commence for a number of years, by which time market conditions may have changed significantly. Therefore, officers are of the view that Block A should not have an affordable housing obligation attached to it. However, a review of viability should be undertaken prior to the commencement of Block B to examine whether market conditions have changed sufficiently to enable affordable housing to be provided in the later phases of the development.

This approach is considered to be in accordance with the RICS Professional Guidance “Financial Viability in Planning” which states:

Re-appraisals may be appropriate for longer term / multi phased schemes and should be undertaken prior to the implementation of a scheme or phase

It is also in accordance with NPPF paragraph 205, which states:

Where obligations are being sought or revised, local planning authorities should take account of changes in market conditions over time and, wherever appropriate, be sufficiently flexible to prevent planned development being stalled

In addition, this approach is consistent with the advice provided by Alder King. Therefore, it is recommended that the applicant should be required to enter into a planning obligation under Section 106 of the 1990 Town and Country Planning Act (as amended) to undertake a review of viability prior to the commencement of Block B, in order to ascertain whether market conditions have changed sufficiently for affordable housing to be provided.

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Highway Works

Obligations in respect of Highway Infrastructure Works are required where there is a requirement to improve existing, or construct new, highway infrastructure in order to access development in a safe and appropriate manner. The requirement to infill the existing pedestrian subway that runs beneath Dalby Avenue falls into this category. The exact nature of other required works is yet to be concluded, but they could range from amendments to Traffic Regulation Orders, small-scale footway reinstatement and kerb build-outs up to the construction of new junctions or access roads.

Policy DM27 states that development upon routes that provide connections with transport interchanges and or radial routes that provide connection with surrounding areas should enhance pedestrian access with appropriate contributions in scale and kind at this stage costs would be unknown. The applicant has yet to agree to enter into a Section 106 Agreement to secure the above obligations, though discussions have been held. In the absence of any agreement to enter into the planning obligation, refusal of planning permission is recommended.

(I) WOULD THE PROPOSAL SATISFACTORILY ADDRESS RELEVANT CRIME AND DISORDER ISSUES WITHIN THE SITE AND SURROUNDING AREA?

It is important that, where appropriate, the built form of new development recognises the issue of crime prevention and helps create a safer, more secure environment. Policy is relevant in this respect. With the proviso that due care and diligence is taken with the future management of the Public Right of Way are appropriately addressed the proposals would adequately address public safety and security issues.

(J) CONCLUSION

The most recent change(s) to height and disposition of the scheme may safeguard the archaeological remains of Water Mill beneath the site; if suitable a foundation design can be agreed. This fact make no significant difference to the overall conclusion in relation to the substantial harm derived to townscape and city views from the excessive scale, height and massing to intended development. At the time of writing proposals also lack an agreed and appropriate planning obligations package with which to mitigate the effects of development. The content to any such package would include highway works and a claw back clause that would enable a review of affordable homes at a later date. At the present time, the possible provision of affordable homes is proven to be not viable. That being the case the first phase, Block A could precede without any provision being made. The purpose of the claw back clause would be to determine whether or not an affordable homes could reasonably and fairly be delivered.as part of Phase B. Proposals are therefore contrary to policies; BCS11, BSC17, BCS21 and BCS22 of the Core Strategy and Development Management Policies DM26, 27, 29 and 31 of the Development Management Policies (July 2014). Refusal of planning permission is recommended.

(K) WHAT COMMUNITY INFRASTRUCTURE LEVY WOULD BE PAYABLE?

The total CIL Liability for the scheme as whole is estimated at £801,097.38. The total sum is divided in 2 parts. The CIL Liability for Block A is £269, 629.82.; the indicative CIL Liability for Block B is £531,467.56. As Block B is in outline form the calculation assumes that the floorspace elements would not change if and or when the relevant reserve matters applications were submitted. The existing floorspace of 4,941 square metres is all currently in lawful use and is located on the Block B site. This floorspace is therefore offset against the Block B CIL Liability.

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The following reason(s) for refusal are associated with this decision:

The proposed development by reason of the combination of its excessive height, scale and massing results in a built form that would fail to relate to the context of the area's character, identity and local distinctiveness, to the detriment of the townscape of Bristol and views across the city. Furthermore it fails to preserve or enhance the setting and character of the adjacent Bedminster Conservation Area. The proposals are contrary to policy BCS21, BCS22, of the Bristol Development Framework: Core Strategy (June 2011) DM 26, DM 27, DM29 and DM 31 of the Bristol Local Plan, Site Allocations and Development Management Policies (Adopted July 2014), SPD1 Tall buildings (adopted January 2005) and the Bedminster Conservation Area Character Appraisal (adopted Dec 2013) and Section 7 and 12 of the NPPF.

The proposed development does not include an appropriate package of obligations to mitigate its impact on the highway network and to provide for a viability review in respect of the provision of affordable housing. The proposals are therefore contrary to the following policies: Core Strategy Policy BCS11 – Infrastructure and Developer Contributions' Core Strategy Policy BCS17 – Affordable Housing Provision, Development Management Policy DM23 – Transport Development Management, Development Management Policy DM24 and Planning Obligations Supplementary Planning Document

Reason(s)

1. The proposed development by reason of the combination of its excessive height, scale and massing results in a built form that would fail to relate to the context of the area's character, identity and local distinctiveness, to the detriment of the townscape of Bristol and views across the city. Furthermore it fails to preserve or enhance the setting and character of the adjacent Bedminster Conservation Area. The proposals are contrary to policy BCS21, BCS22, of the Bristol Development Framework: Core Strategy (June 2011) DM 26, DM 27, DM29 and DM 31 of the Bristol Local Plan, Site Allocations and Development Management Policies (Adopted July 2014), SPD1 Tall buildings (adopted January 2005) and the Bedminster Conservation Area Character Appraisal (adopted Dec 2013) and Section 7 and 12 of the NPPF.
2. The proposed development does not include an appropriate package of obligations to mitigate its impact on the highway network and to provide for a viability review in respect of the provision of affordable housing. The proposals are therefore contrary to the following policies: Core Strategy Policy BCS11 - Infrastructure and Developer Contributions' Core Strategy Policy BCS17 - Affordable Housing Provision, Development Management Policy DM23 - Transport Development Management, Development Management Policy DM24 and Planning Obligations Supplementary Planning Document

Advice(s)

1. Refused Applications Deposited Plans/Documents

The plans that were formally considered as part of the above application are as follows:-
 Planning Statement, received 14 February 2014
 Design and Access Statement, received 14 February 2014
 Air Quality, received 14 February 2014
 Arboriculture, received 14 February 2014
 Archaeological, received 14 February 2014
 Contamination and Geotechnical, received 14 February 2014
 Drainage, received 14 February 2014

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Energy, received 14 February 2014
Flood Risk, received 14 February 2014
Noise, received 14 February 2014
Sustainability, received 14 February 2014
Travel, received 14 February 2014
Transport, received 14 February 2014
Planning Supporting Statement, received 14 February 2014
Statement of Community Involvement, received 14 February 2014
Economic Statement, received 14 February 2014
Health Impact Statement, received 14 February 2014
Affordable Housing Statement, received 14 February 2014
Heads of Terms, received 14 February 2014
Appendix 1 - Views Analysis, received 14 February 2014
L(00)001 Site location plan, received
L(00)003 B Phase 01 site boundary, received 14 February 2014
L(00)004 B Phase 01 & 02 site boundary, received 14 February 2014
L(00)010 IJ Ground floor layout, received 15 July 2014
L(00)020 D Site elevations, received 15 July 2014
L(00)021 B Site elevations, received 15 July 2014
L(00)100 H Block A - ground floor plan, received 14 February 2014
L(00)101 H Block B - first floor plan, received 14 February 2014
L(00)102 F Block A - second floor plan, received 14 February 2014
L(00)103 D Block A - third floor plan, received 14 February 2014
L(00)104 D Block A - fourth floor plan, received 14 February 2014
L(00)105 D Block A - fifth floor plan, received 14 February 2014
L(00)106 G Block A - sixth floor plan, received 14 February 2014
L(00)107 D Block A - seventh floor plan, received 14 February 2014
L(00)108 D Block A - eighth floor plan, received 14 February 2014
L(00)109 B Block A - roof plan, received 14 February 2014
L(00)110 C Block A elevations north, received 14 February 2014
L(00)111 C Block A elevations north east, received 14 February 2014
L(00)112 B Block A elevation south east, received 14 February 2014
L(00)113 B Block A elevation west, received 14 February 2014
L(00)114 B Block A elevation east, received 14 February 2014
L(00)150 A Block A - section AA, received 14 February 2014
L(00)151 A Block A - section BB, received 14 February 2014
L(00)200 C Block B - ground floor plan, received 15 July 2014
L(00)201 B Block B - first floor level, received 14 February 2014
L(00)202 C Block B - second floor level, received 14 February 2014
L(00)203 C Block B - third floor level, received 14 February 2014
L(00)204 C Block B - fourth floor level, received 14 February 2014
L(00)205 C Block B - fifth floor level, received 14 February 2014
L(00)206 C Block B - sixth floor level, received 14 February 2014
L(00)207 C Block B seventh floor level, received 14 February 2014
L(00)208 C Block B eighth floor level, received 14 February 2014
L(00)209 C Block B ninth floor level, received 14 February 2014
L(00)210 C Block B tenth floor level, received 14 February 2014
L(00)211 C Block B eleventh floor level, received 14 February 2014
L(00)212 C Block B twelfth floor level, received 14 February 2014
L(00)213 C Block B thirteenth floor plan, received 14 February 2014
L(00)214 C Block B fourteenth floor plan, received 14 February 2014
L(00)215 C Block B fifteenth floor level, received 14 February 2014
L(00)216 A Block B roof level, received 14 February 2014
L(00)220 A Block B lower ground level, received 14 February 2014

Development Control Committee B – 27 August 2014**Application No. 13/05616/P: St Catherines Place Shopping Centre East Street Bedminster
Bristol**

L(00)230 B Block B elevation north, received 14 February 2014
L(00)231 C Block B elevation south, received 15 July 2014
L(00)232 C Block B elevation east, received 15 July 2014
L(00)233 C Block B elevation west, received 15 July 2014
L(00)250 B Block B - section AA, received 15 July 2014
L(00)251 B Block B - section BB, received 15 July 2014
L(00)252 B Block B - section CC, received 15 July 2014
L(00)253 A Block B - section DD, received 14 February 2014

BACKGROUND PAPERS

Aspect360 Ltd (Agent)	6 September 2014
Air Quality	8 August 2014
Archaeology Team	19 March 2014
Contaminated Land Environmental Protection	29 July 2014
English Heritage	6 March 2014
Civil Protection Unit	27 February 2014
Flood Risk Manager	20 March 2014
Highways Agency	27 February 2014
Pollution Control	13 August 2014
Sustainable Cities Team	8 August 2013
Transport Development Management	8 August 2014
Urban Design	13 August 2014
Bristol Civic Society	10 March 2014

BRISTOL URBAN DESIGN FORUM

Bristol Urban Design Forum

c/o The Architecture Centre
Narrow Quay, Bristol BS1 4QA
Tel: 0117 922 1540
Email:
budf@architecturecentre.co.uk
www.budf.org.uk

Origin 3 Studio
8-10 Whiteladies Road
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For the attention of Mr David Rhodes

25 February 2014

Dear Mr Rhodes

**Re: Bristol Urban Design Forum, Design Review 10 February 2014 – Review No. 01/14
St Catherine’s Place Shopping Centre, East Street, Bedminster**

Thank you for bringing your scheme to the Panel for a third review. We understand that the current version is now being submitted for planning consideration.

Whereas the scheme is large scale, representing a significant volume of development - similar to that of the Robinson Building, Asda and the Library - the Panel were unanimous in their view that this level of ambition may well be appropriate for this site. There were concerns, however, which we discussed with you, with the scale of the blocks and consequent over-shadowing of the site.

Your proposal is a challenging intervention both close to the new Conservation Area and in clear view of a large number of houses and businesses in the area and beyond.

It was felt, nonetheless, that it has the potential to create a much-needed ‘sense of place’ around St Catherine’s Place. It could have therefore the potential to kick-start similar levels of investment and development along this unloved boundary to Bedminster.

Our letter, following the previous presentation on the 14 October 2014, called for a ‘movement strategy’. Whereas you did not present this, the Panel was of the opinion that your response in relation to the pedestrian domain is now satisfactory.

In addition, the Panel felt that your architect had responded well to the points made in the letter and wish to record the following:

- The Panel welcomed your thoughts about the future of the remainder of this site and how this scheme could establish a regenerative effect on nearby sites, to the economic and physical benefit of the area. It would appear that the regenerative effect on the local economy could thereby be further enhanced.

ctd over/

BRISTOL URBAN DESIGN FORUM

2/

- The particular reason for the above is that this scheme, though audacious, has a place-making effect, which will bring a new identity to an otherwise forgotten hinterland that sits between the boundary of the recently created Conservation Area, a green corridor and a railway line. It also has a 'gateway' effect as traffic enters the city and begins to overcome the all-too-evident feeling of Malago Road/Dalby Avenue as a 'back-lands bypass'.
- The enhanced pedestrian route through the site is good in that it is inviting, will have new shops (plus the existing supermarket on a renewed lease) and directly relates to East Street. However, it would be beneficial for this latter relationship to be enhanced in the form and location of the entrance in the future if possible. It is understood that the area will be open to the public at all times in future.
- The quality of the architecture is evident in your presentation, which is welcomed. However, the Panel is keen that this clarity and boldness is not eroded through the design development and construction process.

You referred to other key features, which add benefit to the scheme. These include the relocation of the public toilets; extensive landscape improvement; a CHP scheme with biomass boiler; and a broadening of the shopping offer. As before, the design quality of these elements needs to be of the highest order.

The fact that you are aiming to create new homes and several extra shop units in this area will no doubt have a major impact and it could be envisaged, if your design evolves along its current lines, that this will reinforce the efforts being made by the local business community to regenerate the area.

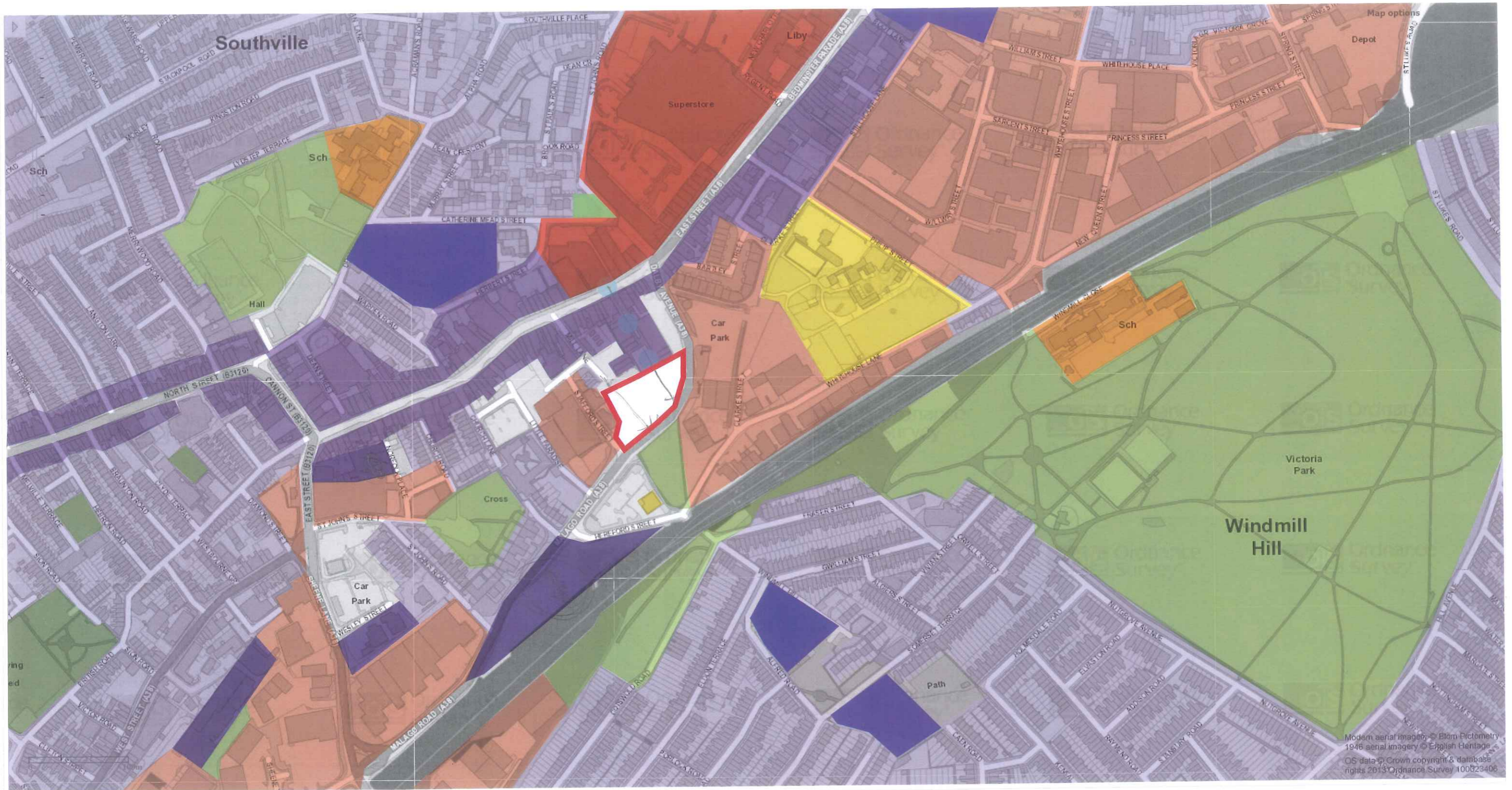
However, the scale and form remain contentious issues. Whereas the Panel was accepting of your efforts to ensure the architecture was both attractive and of reasonable quality, the 'viability' argument per se is not sufficiently convincing in itself. Therefore key questions remain to be addressed, including how this scheme relates to and enhances the Conservation Area and why building at such a scale is the best means of implementing positive change in this fragmented neighbourhood.

Yours sincerely

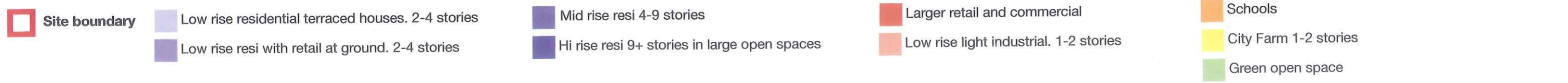
Geoff Haslam RIBA
Co-Chair Design Review Panel, Bristol Urban Design Forum

cc: Bristol City Council Planning
BUDF website

2.2 SITE AND CONTEXT APPRAISAL



LAND USE AND INDICATIVE HEIGHT DIAGRAM



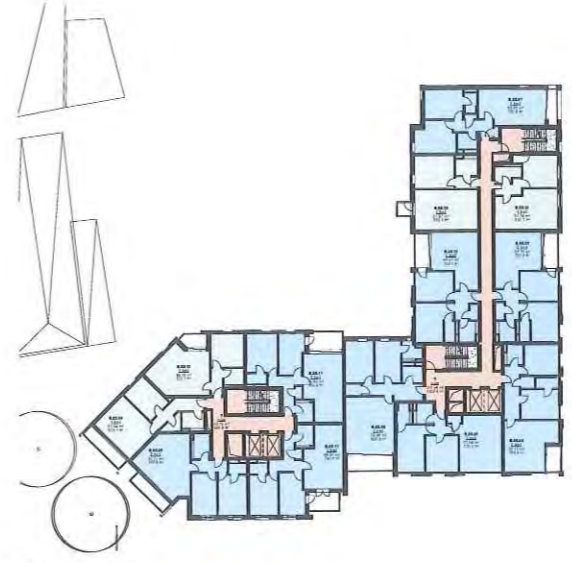
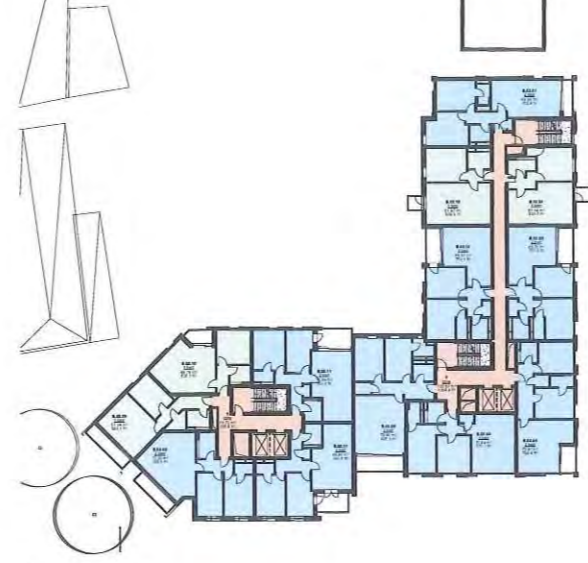
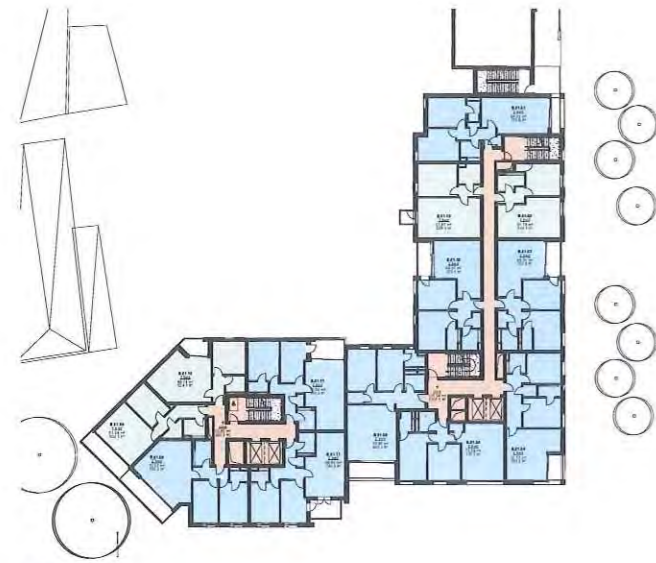


5.3 USE AND AMOUNT

- One Bed Units
- Two Bed Units
- Duplex 2 bed units

- Ancillary
- Commercial
- Plant

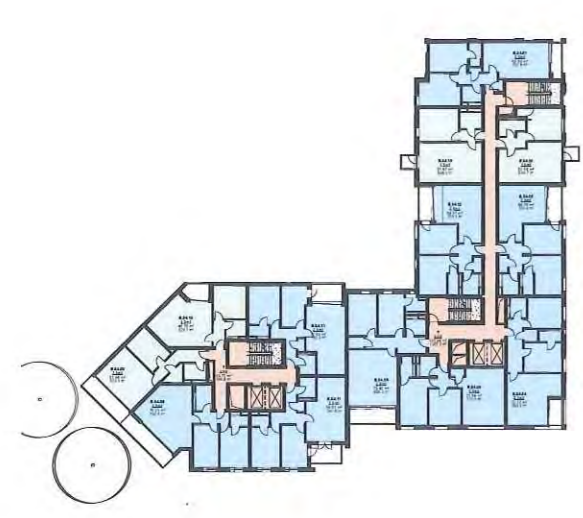
- Car Parking and storage



First Floor

Second Floor

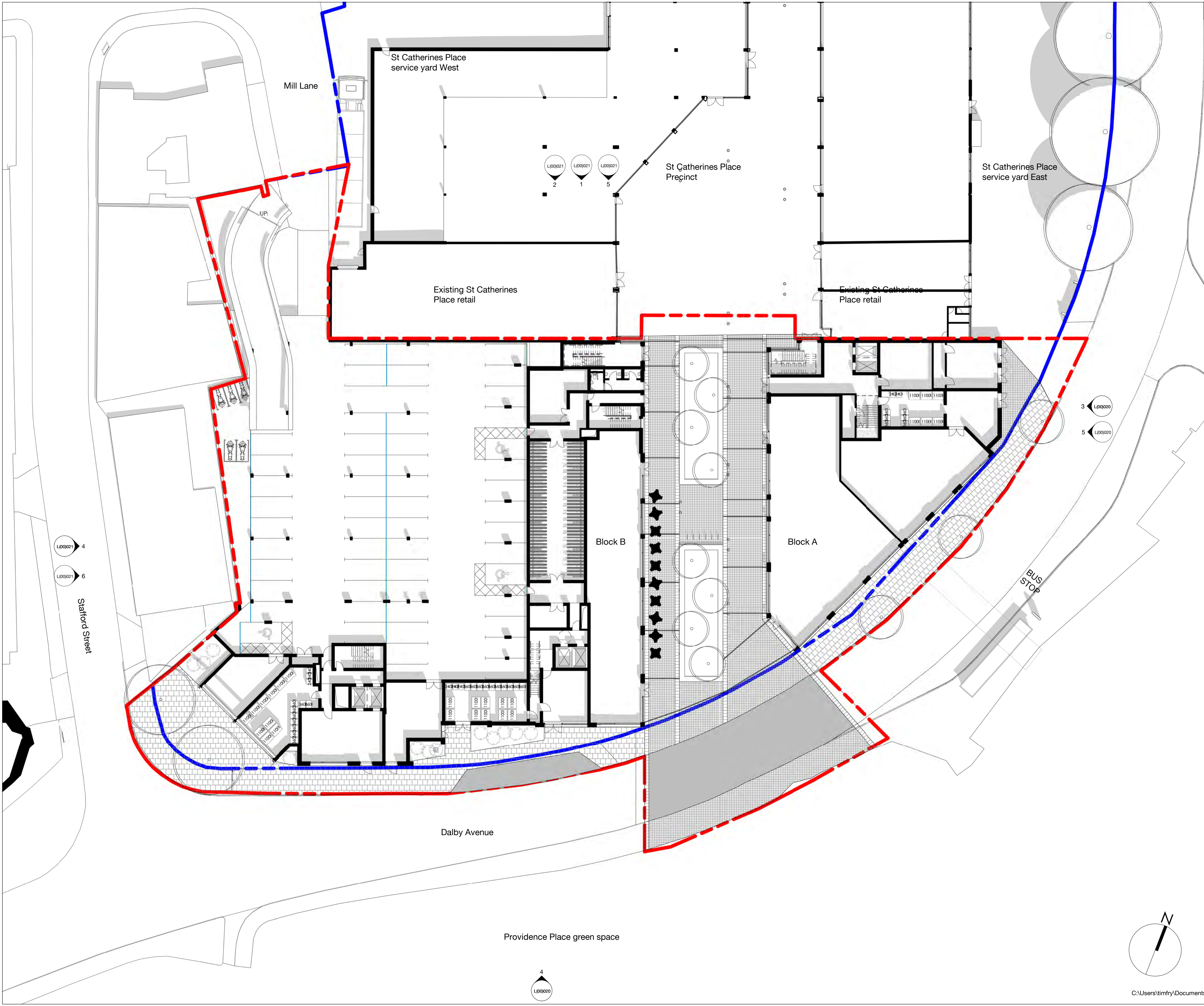
Third Floor



Fourth Floor

Fifth Floor

Sixth Floor



Notes:

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 SITE BOUNDARY

J	Block B raised 1800mm	TF	23/06/14
I	Planning	TF	16.12.13
H	Pre planning issue	TF	28.11.13
G	issue to hydroc	TF	18/11/13
F	General update	DR	06.08.13
E	updated to comments	DR	12.09.12
D	service and carparking revised	DR	07.09.12
C	updated to comments	DR	23.08.12
B	design development	DR	07.08.12
A	Large retail unit amended to 4500sqft	RG	06.07.12

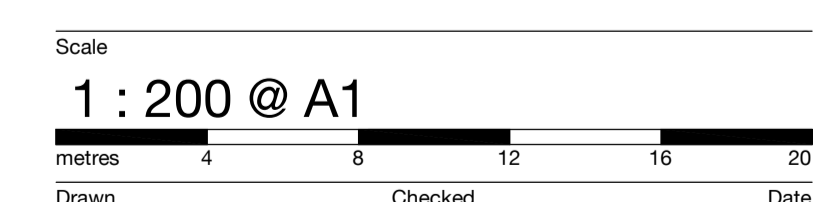
Rev	Revision Details	Dr	Date
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 8 - 10 Whiteladies Road
 Bristol
 BS8 1PD
 www.origin3studio.co.uk
 mail@origin3studio.co.uk

Client's Name
Urbis Development

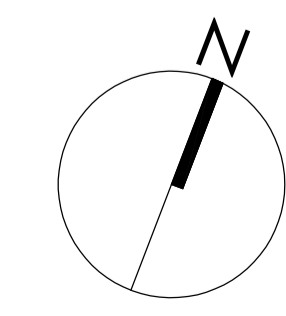
Job Title
St Catherines Place

Drawing Title
Ground Floor Layout



Drawn	Checked	Date
RG	RG	29.06.12
Job No	Drawing No	Rev
3025	L(00)010	J
Status		

Stage 3 - Concept Design





Site Elevation - East

1 : 250



Site Elevation - South

1 : 250

Notes:

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D	Block B raised 1800mm	TF	23/06/14
C	Planning	TF	16.12.13
B	General update	DR	06.08.13
A	updated to comments	DR	23.08.12

Rev	Revision Details	Dr	Date
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RIBA 
Chartered Practitioner

Client's Name
Urbis Development

Job Title
St Catherines Place

Drawing Title
Site Elevations

Scale
1 : 250 @ A1


Drawn	Checked	Date
RG	RG	08.07.12
Job No	Drawing No	Rev
3025	L(00)020	D

Status
Stage 3 - Concept Design



Site Elevation - North

1 : 250



Site Elevation - West

1 : 250

Notes:

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B	Block B raised 1800mm	TF	23/06/14
A	Planning	TF	16.12.13
Rev	Revision Details	Dr	Date

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RIBA #
Chartered Practitioner

Client's Name
Urbis Development

Job Title
St Catherines Place

Drawing Title
Site Elevations

Scale
1 : 250 @ A1
metres 5 10 15 20 25

Drawn	Checked	Date
Author	Checker	Rev
Job No	Drawing No	Status
3025	L(00)021	B

Stage 3 - Concept Design



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Area Schedule (NIA)		
Unit No	Areas	
	SQM	SQF
common	17.84 m ²	191.99 ft ²
retail	327.24 m ²	3,522.43 ft ²
	203.91 m ²	2,194.87 ft ²
	548.99 m ²	5,909.30 ft ²

- Room Name Legend**
- bike store
 - public wc
 - bin store
 - retail
 - corridor
 - stair
 - lift shaft
 - water & sprinkler
 - lobby
 - lsg
 - maisonette stair
 - Plant

C	Block B raised 1800mm	TF	23/06/14
B	Planning	TF	16/11/13
A	design development	TF	07.11.13

Rev	Revision Details	Dr	Date

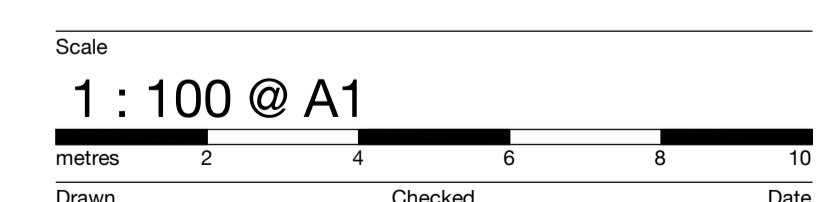
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RIBA
 Chartered Practise

Client's Name
Urbis Development

Job Title
St Catherines Place - Building B

Drawing Title
Block B - Ground Floor Plan



Drawn	Checked	Date
DR	DR	06.08.13
Job No	Drawing No	Rev
3025	L(00)200	C

Status
Stage 2 - Concept Design

Notes:

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MATERIAL KEY:

- 1. Brick 1
- 2. Brick 2
- 3. Brick 3
- 4. Metal Clad 1
- 5. Metal Clad 2
- 6. Metal Clad 3
- 7. Timber Clad
- 8. Aluminium Window
- 9. Aluminium Door
- 10. Aluminium Sliding Door
- 11. Galvanised Balcony
- 12. Galvanised Balustrade
- 13. Glazed Aluminium Curtain Walling

B	Block B raised 1800mm	TF	23/06/14
A	Planning	TF	16/11/13

Rev	Revision Details	Dr	Date
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Client's Name

Urbis Development

Job Title

St Catherines Place - Building B

Drawing Title

Block B - Section AA

Scale

1 : 100 @ A1



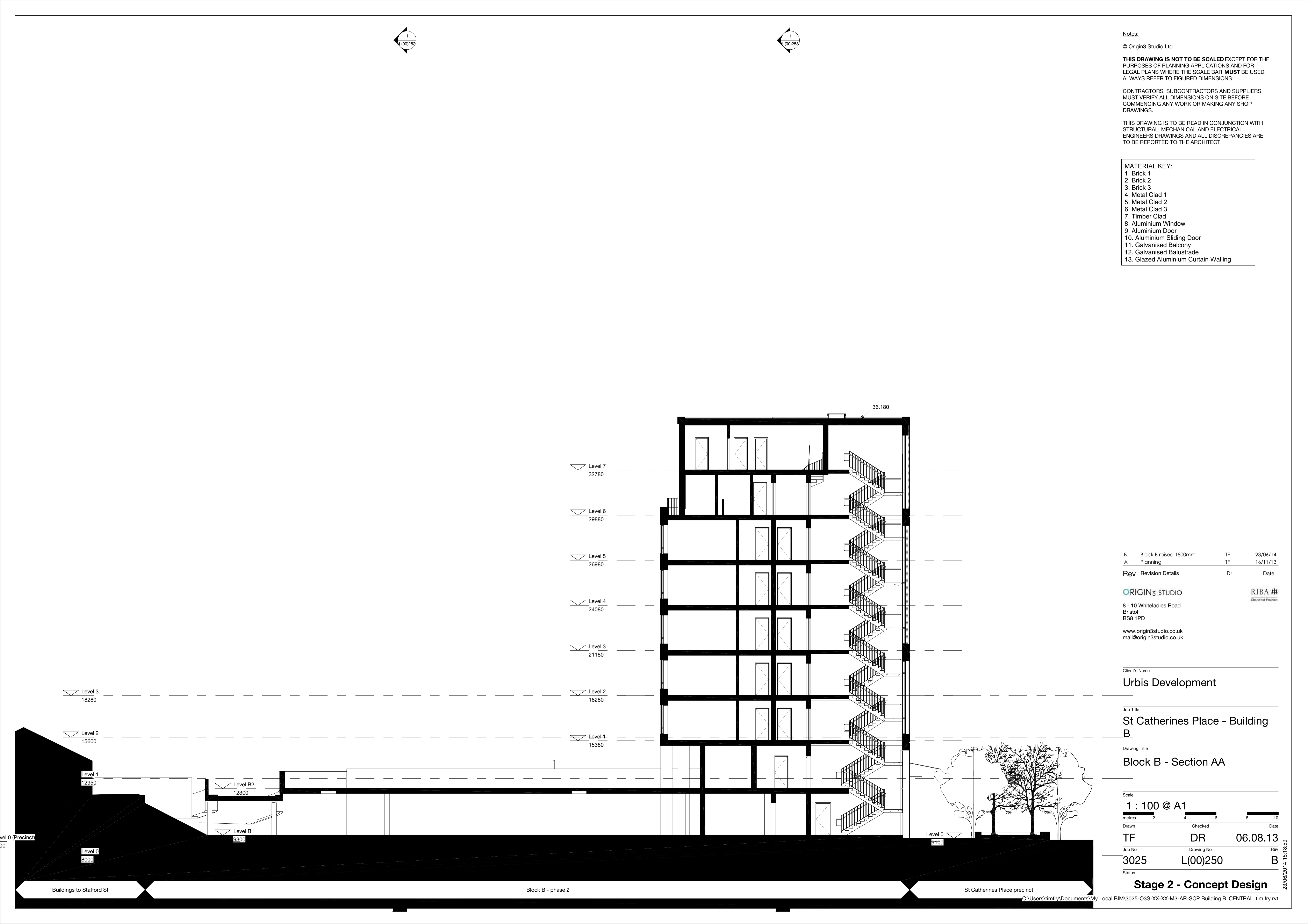
metres 2 4 6 8 10

Drawn TF Checked DR Date 06.08.13

Job No 3025 Drawing No L(00)250 Rev B

Status

Stage 2 - Concept Design





This view has been sized in accordance with the Landscape Institute TAN 01/11 cross referenced to SNH Guidance, Para 129: Image height 14cm, which equates to a viewing distance of 30cm.

LOCATION: St Johns Road / Malago Road

BRIEF DESCRIPTION: Typical view approaching Bristol along the A38 Malago Road with St Catherines Court to the left and the future development site, formally Pring and St Hill, on the right (previously consented for 6 storey residential perimeter block). The existing DHSS building on the site is clearly visible.

LEVEL OF SENSITIVITY: low
 TYPE OF VIEWPOINT: illustrative
 VOLUME OF RECEPTORS: high
 TYPE OF RECEPTORS: public

TOWNSCAPE

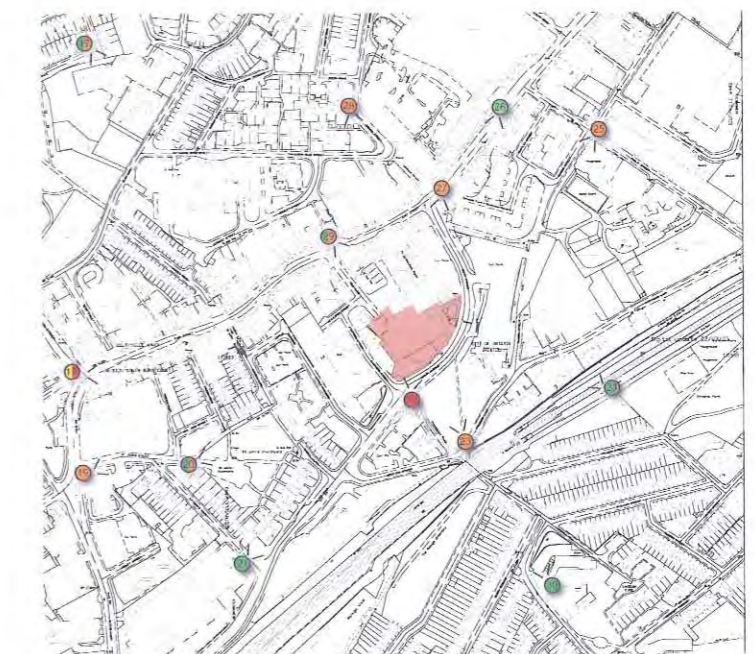
Topography	Land Use	Period	Townscape Sensitivities	Landcover	Hydrology	Infrastructure	Massing
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VISUAL ASSESSMENT CRITERIA

Pattern: <input type="checkbox"/> Scale: <input type="checkbox"/> Texture: <input checked="" type="checkbox"/> Colour: <input type="checkbox"/> Complexity: <input type="checkbox"/> Remoteness: <input type="checkbox"/> Unity: <input type="checkbox"/> Form: <input type="checkbox"/> Enclosure: <input type="checkbox"/> Visual Dynamic: <input type="checkbox"/>	<input type="checkbox"/> dominant <input type="checkbox"/> intimate <input checked="" type="checkbox"/> smooth <input type="checkbox"/> monochrome <input type="checkbox"/> uniform <input type="checkbox"/> wild <input type="checkbox"/> unified <input type="checkbox"/> straight <input type="checkbox"/> expansive <input type="checkbox"/> sweeping	<input type="checkbox"/> strong <input type="checkbox"/> small <input type="checkbox"/> textured <input checked="" type="checkbox"/> muted <input type="checkbox"/> simple <input type="checkbox"/> remote <input checked="" type="checkbox"/> interrupted <input type="checkbox"/> angular <input type="checkbox"/> open <input type="checkbox"/> spreading	<input checked="" type="checkbox"/> broken <input type="checkbox"/> medium <input type="checkbox"/> rough <input type="checkbox"/> colourful <input type="checkbox"/> diverse <input type="checkbox"/> vacant <input type="checkbox"/> fragmented <input type="checkbox"/> curved <input type="checkbox"/> enclosed <input checked="" type="checkbox"/> dispersed	<input type="checkbox"/> weak <input type="checkbox"/> large <input type="checkbox"/> very rough <input type="checkbox"/> garish <input type="checkbox"/> complex <input checked="" type="checkbox"/> active <input type="checkbox"/> chaotic <input checked="" type="checkbox"/> sinuous <input type="checkbox"/> constrained <input type="checkbox"/> channelled
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SKYLINE

Built Form: <input checked="" type="checkbox"/> residential <input type="checkbox"/> commercial <input type="checkbox"/> industrial <input type="checkbox"/> retail <input type="checkbox"/> civic <input type="checkbox"/> community	Landcover: <input type="checkbox"/> industrial <input checked="" type="checkbox"/> residential <input type="checkbox"/> public open space <input type="checkbox"/> commercial <input type="checkbox"/> ecclesiastical	Features: <input checked="" type="checkbox"/> trees <input type="checkbox"/> pylons <input type="checkbox"/> chimneys <input type="checkbox"/> ecclesiastical <input type="checkbox"/> monument <input checked="" type="checkbox"/> tower block	Range: <input checked="" type="checkbox"/> close <input type="checkbox"/> mid range <input type="checkbox"/> distant
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CAMERA: 5D full size sensor 50mm fixed lens
 PHOTOGRAPH DATE: 24/10/2013
 GRID REFERENCE: 358515 - 171285
 DISTANCE FROM SITE: 0.28km
 ORIENTATION:
 VIEWPOINT ELEVATION: 15m
 FIELD OF VIEW (+/-5°):

VIEW NUMBER: 21

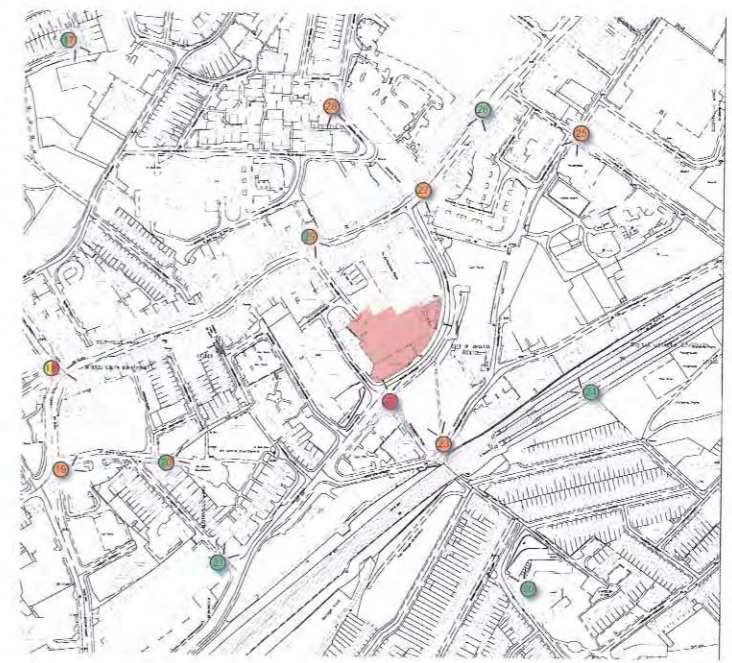
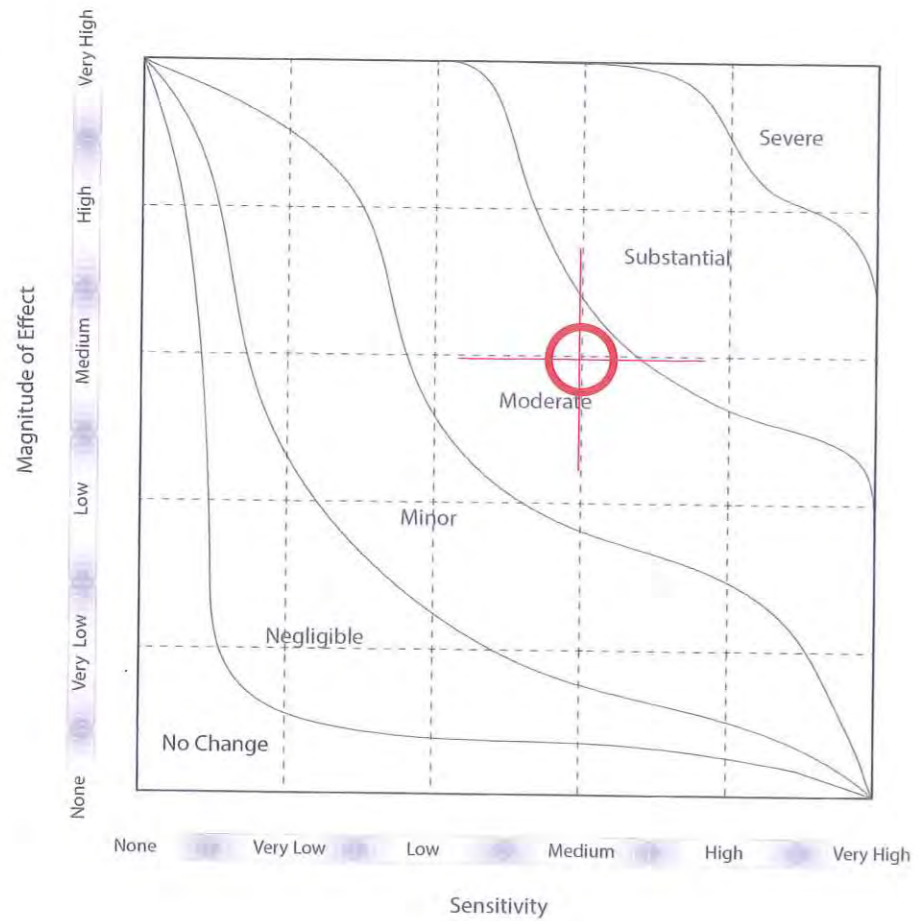


This view has been sized in accordance with the Landscape Institute TAN 01/11 cross referenced to SNH Guidance, Para 129: Image height 14cm, which equates to a viewing distance of 30cm.

LOCATION: St Johns Road / Malago Road

DESCRIPTION OF EFFECT: The development is prominent in this view from a significant gateway into the city from the south. The development that replaces an existing larger feature building in the townscape adds character and texture to the urban environment and is not uncharacteristic of other buildings in the area either in terms of scale or materials.

VISUAL SENSITIVITY: Medium
 MAGNITUDE OF EFFECT: Medium





LOCATION: Bedminster Station

BRIEF DESCRIPTION: View from Bedminster station platform was taken to show how the site would appear approaching or leaving Bristol along the elevated railway line. The view is currently dominated by the foreground clutter of light industrial and workshops buildings. The DHSS building is prominent, as is the Northfield House beyond.

LEVEL OF SENSITIVITY: medium

TYPE OF VIEWPOINT: specific

VOLUME OF RECEPTORS: high

TYPE OF RECEPTORS: public

TOWNSCAPE

Topography	Land Use	Period	Townscape Sensitivities	Landcover	Hydrology	Infrastructure	Massing
<input type="checkbox"/> floodplain <input type="checkbox"/> undulating <input type="checkbox"/> rolling <input type="checkbox"/> steep <input checked="" type="checkbox"/> rolling lowland <input type="checkbox"/> scarp slope <input type="checkbox"/> hills	<input type="checkbox"/> residential <input checked="" type="checkbox"/> commercial <input type="checkbox"/> industrial <input type="checkbox"/> workshops <input type="checkbox"/> school <input type="checkbox"/> shops <input type="checkbox"/> public buildings <input type="checkbox"/> P.O.S	<input type="checkbox"/> late 20C <input checked="" type="checkbox"/> modern <input type="checkbox"/> pre war <input type="checkbox"/> victorian <input type="checkbox"/> pre victorian	<input type="checkbox"/> conservation area <input type="checkbox"/> SAM <input type="checkbox"/> listed buildings <input type="checkbox"/> NE9 & historic <input type="checkbox"/> parks & gardens <input type="checkbox"/> terraces <input type="checkbox"/> ecclesiastic <input type="checkbox"/> monument	<input type="checkbox"/> escarpments <input type="checkbox"/> park <input type="checkbox"/> rough grassland <input checked="" type="checkbox"/> urban built form <input type="checkbox"/> woodland <input type="checkbox"/> allotment	<input type="checkbox"/> harbour <input type="checkbox"/> river <input type="checkbox"/> cut <input type="checkbox"/> stream <input type="checkbox"/> pond <input type="checkbox"/> drainage ditch	<input type="checkbox"/> A road <input type="checkbox"/> B road <input type="checkbox"/> residential road <input checked="" type="checkbox"/> industrial road <input type="checkbox"/> lane <input type="checkbox"/> track <input type="checkbox"/> footpath <input checked="" type="checkbox"/> railway	<input type="checkbox"/> 2 storey <input checked="" type="checkbox"/> 2-5 storey <input type="checkbox"/> 5 storey plus <input type="checkbox"/> 10 storey plus <input type="checkbox"/> bridges <input type="checkbox"/> pylons

VISUAL ASSESSMENT CRITERIA

Pattern: <input type="checkbox"/> dominant <input type="checkbox"/> intimate Texture: <input type="checkbox"/> smooth Colour: <input type="checkbox"/> monochrome Complexity: <input type="checkbox"/> uniform Remoteness: <input type="checkbox"/> wild Unity: <input type="checkbox"/> unified Form: <input type="checkbox"/> straight Enclosure: <input type="checkbox"/> expansive Visual Dynamic: <input type="checkbox"/> sweeping	<input type="checkbox"/> strong <input type="checkbox"/> small <input checked="" type="checkbox"/> textured <input type="checkbox"/> muted <input type="checkbox"/> simple <input type="checkbox"/> remote <input type="checkbox"/> interrupted <input checked="" type="checkbox"/> angular <input type="checkbox"/> open <input type="checkbox"/> spreading	<input checked="" type="checkbox"/> broken <input type="checkbox"/> medium <input type="checkbox"/> rough <input type="checkbox"/> colourful <input type="checkbox"/> diverse <input type="checkbox"/> vacant <input checked="" type="checkbox"/> fragmented <input type="checkbox"/> curved <input type="checkbox"/> enclosed <input type="checkbox"/> dispersed	<input type="checkbox"/> weak <input checked="" type="checkbox"/> large <input type="checkbox"/> very rough <input type="checkbox"/> garish <input type="checkbox"/> complex <input checked="" type="checkbox"/> active <input type="checkbox"/> chaotic <input type="checkbox"/> sinuous <input type="checkbox"/> constrained <input type="checkbox"/> channelled
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SKYLINE

Built Form: <input checked="" type="checkbox"/> residential <input type="checkbox"/> commercial <input type="checkbox"/> industrial <input type="checkbox"/> retail <input type="checkbox"/> civic <input type="checkbox"/> community	Landcover: <input checked="" type="checkbox"/> industrial <input type="checkbox"/> residential <input type="checkbox"/> public open space <input type="checkbox"/> commercial <input type="checkbox"/> ecclesiastical	Features: <input checked="" type="checkbox"/> trees <input type="checkbox"/> pylons <input type="checkbox"/> chimneys <input type="checkbox"/> ecclesiastical <input type="checkbox"/> monument <input checked="" type="checkbox"/> tower block	Range: <input checked="" type="checkbox"/> close <input type="checkbox"/> mid range <input type="checkbox"/> distant
--	---	--	--



CAMERA: 5D full size sensor 50mm fixed lens
 PHOTOGRAPH DATE: 31/10/2013
 GRID REFERENCE: 358871 - 171470
 DISTANCE FROM SITE: 0.2km
 ORIENTATION:
 VIEWPOINT ELEVATION: 19m
 FIELD OF VIEW (+/-5°):

VIEW NUMBER: 24

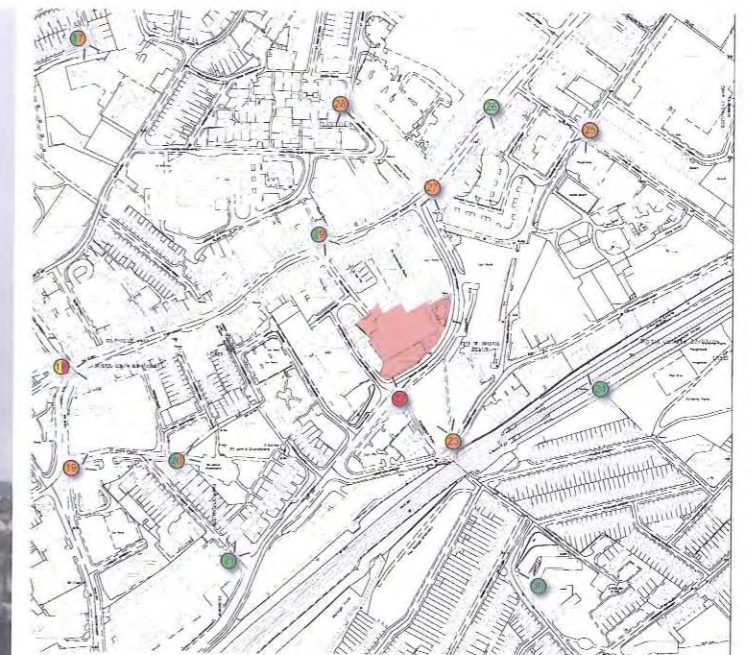
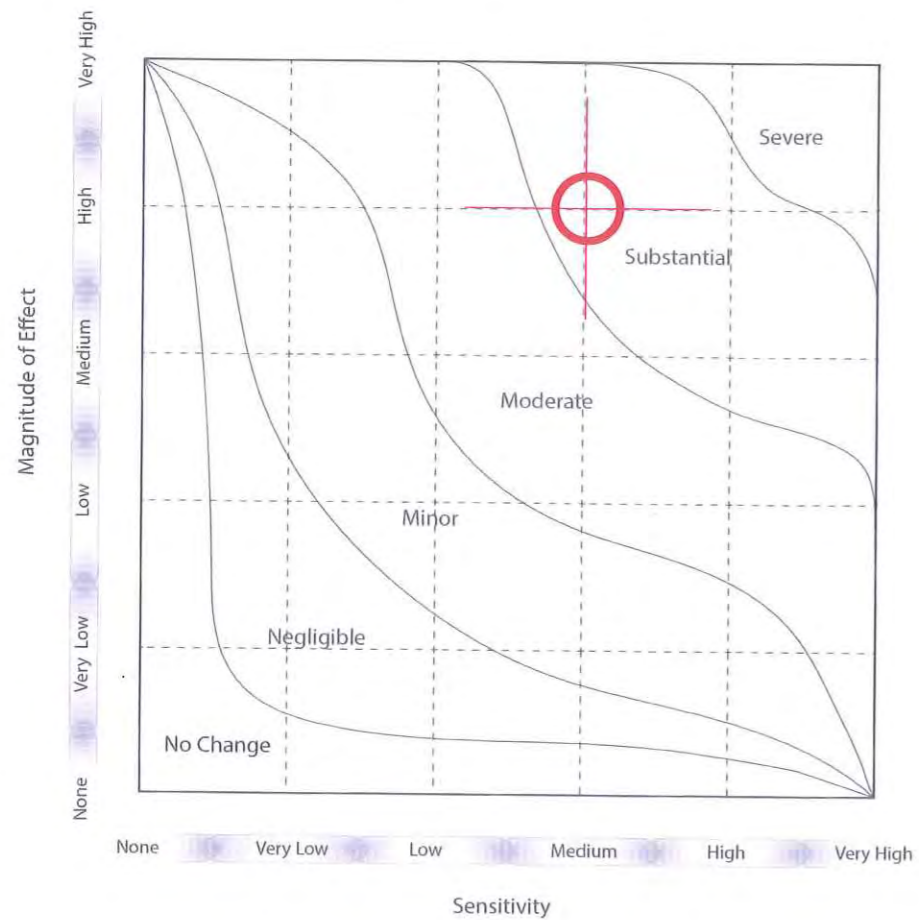


LOCATION: Bedminster Station

DESCRIPTION OF EFFECT: The development is prominent in this view from a significant gateway into the city from the south. The development that replaces an existing larger feature building in the townscape adds character and texture to the urban environment and is not uncharacteristic of other buildings in the area either in terms of scale or materials.

VISUAL SENSITIVITY: Medium

MAGNITUDE OF EFFECT: High



The view to the right has been sized in accordance with the Landscape Institute TAN 01/11 cross referenced to SNH Guidance, Para 129: Image height 14cm, which equates to a viewing distance of 30cm.



This view has been sized in accordance with the Landscape Institute TAN 01/11 cross referenced to SNH Guidance, Para 129: Image height 14cm, which equates to a viewing distance of 30cm.

LOCATION: Windmill Hill and the spaces adjoining Polden House

BRIEF DESCRIPTION: One of the few open spaces near to the site on Windmill Hill that provides a representative view. On the green space adjacent to Polden House there is a clear view across Bristol towards Clifton with Cabot Towers and Wills Memorial Tower visible to the centre and right of the view.

LEVEL OF SENSITIVITY: medium
 TYPE OF VIEWPOINT: representative
 VOLUME OF RECEPTORS: medium
 TYPE OF RECEPTORS: public

TOWNSCAPE

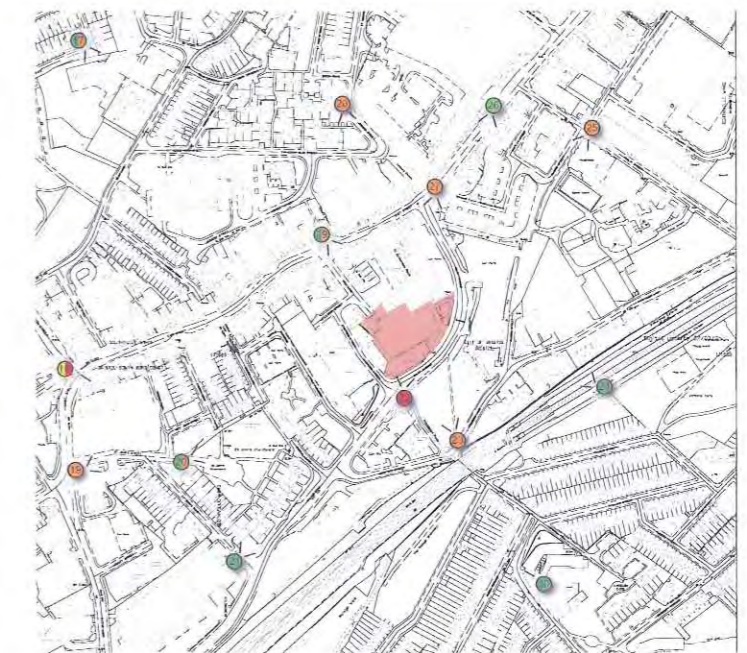
Topography	Land Use	Period	Townscape Sensitivities	Landcover	Hydrology	Infrastructure	Massing
<input type="checkbox"/> floodplain <input type="checkbox"/> undulating <input type="checkbox"/> rolling <input type="checkbox"/> steep <input type="checkbox"/> rolling lowland <input checked="" type="checkbox"/> scarp slope <input type="checkbox"/> hills	<input checked="" type="checkbox"/> residential <input type="checkbox"/> commercial <input type="checkbox"/> industrial <input type="checkbox"/> workshops <input type="checkbox"/> school <input type="checkbox"/> shops <input type="checkbox"/> public buildings <input type="checkbox"/> P.O.S	<input type="checkbox"/> late 20C <input checked="" type="checkbox"/> modern <input type="checkbox"/> pre war <input type="checkbox"/> victorian <input type="checkbox"/> pre victorian	<input type="checkbox"/> conservation area <input type="checkbox"/> SAM <input type="checkbox"/> listed buildings <input type="checkbox"/> NE9 & historic parks & gardens <input type="checkbox"/> terraces <input type="checkbox"/> ecclesiastic <input type="checkbox"/> monument	<input checked="" type="checkbox"/> escarpments <input type="checkbox"/> park <input type="checkbox"/> rough grassland <input checked="" type="checkbox"/> urban built form <input type="checkbox"/> woodland <input type="checkbox"/> allotment	<input type="checkbox"/> harbour <input type="checkbox"/> river <input type="checkbox"/> cut <input type="checkbox"/> stream <input type="checkbox"/> pond <input type="checkbox"/> drainage ditch	<input type="checkbox"/> A road <input type="checkbox"/> B road <input checked="" type="checkbox"/> residential road <input type="checkbox"/> industrial road <input type="checkbox"/> lane <input type="checkbox"/> track <input type="checkbox"/> footpath <input type="checkbox"/> railway	<input type="checkbox"/> 2 storey <input type="checkbox"/> 2-5 storey <input type="checkbox"/> 5 storey plus <input checked="" type="checkbox"/> 10 storey plus <input type="checkbox"/> bridges <input type="checkbox"/> pylons

VISUAL ASSESSMENT CRITERIA

Pattern:	<input type="checkbox"/> dominant	<input checked="" type="checkbox"/> strong	<input type="checkbox"/> broken	<input type="checkbox"/> weak
Scale:	<input type="checkbox"/> intimate	<input type="checkbox"/> small	<input type="checkbox"/> medium	<input checked="" type="checkbox"/> large
Texture:	<input type="checkbox"/> smooth	<input checked="" type="checkbox"/> textured	<input type="checkbox"/> rough	<input type="checkbox"/> very rough
Colour:	<input type="checkbox"/> monochrome	<input type="checkbox"/> muted	<input checked="" type="checkbox"/> colourful	<input type="checkbox"/> garish
Complexity:	<input type="checkbox"/> uniform	<input type="checkbox"/> simple	<input type="checkbox"/> diverse	<input type="checkbox"/> complex
Remoteness:	<input type="checkbox"/> wild	<input type="checkbox"/> remote	<input type="checkbox"/> vacant	<input checked="" type="checkbox"/> active
Unity:	<input type="checkbox"/> unified	<input checked="" type="checkbox"/> interrupted	<input type="checkbox"/> fragmented	<input type="checkbox"/> chaotic
Form:	<input type="checkbox"/> straight	<input type="checkbox"/> angular	<input type="checkbox"/> curved	<input type="checkbox"/> sinuous
Enclosure:	<input type="checkbox"/> expansive	<input type="checkbox"/> open	<input type="checkbox"/> enclosed	<input type="checkbox"/> constrained
Visual Dynamic:	<input type="checkbox"/> sweeping	<input checked="" type="checkbox"/> spreading	<input type="checkbox"/> dispersed	<input type="checkbox"/> channelled

SKYLINE

Built Form:	<input checked="" type="checkbox"/> residential	<input type="checkbox"/> industrial	<input type="checkbox"/> trees	<input type="checkbox"/> close
	<input type="checkbox"/> commercial	<input checked="" type="checkbox"/> residential	<input type="checkbox"/> pylons	<input type="checkbox"/> mid range
	<input type="checkbox"/> industrial	<input type="checkbox"/> public open space	<input type="checkbox"/> chimneys	<input checked="" type="checkbox"/> distant
	<input type="checkbox"/> retail	<input type="checkbox"/> commercial	<input type="checkbox"/> ecclesiastical	
	<input type="checkbox"/> civic	<input type="checkbox"/> ecclesiastical	<input checked="" type="checkbox"/> monument	
	<input type="checkbox"/> community		<input type="checkbox"/> tower block	



CAMERA: 5D full size sensor 50mm fixed lens
 PHOTOGRAPH DATE: 25/10/2013
 GRID REFERENCE: 358867 - 171255
 DISTANCE FROM SITE: 0.35km
 ORIENTATION:
 VIEWPOINT ELEVATION: 40m
 FIELD OF VIEW (+/-5°):

VIEW NUMBER: 30



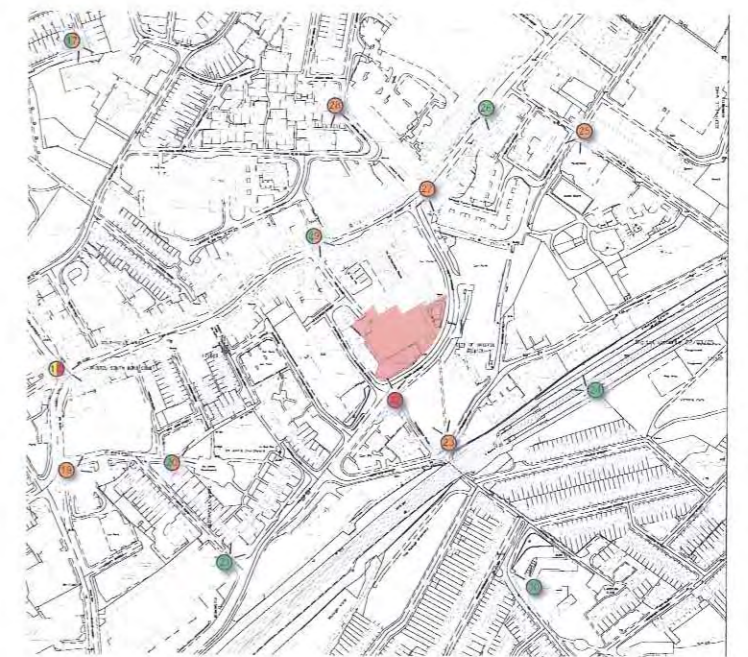
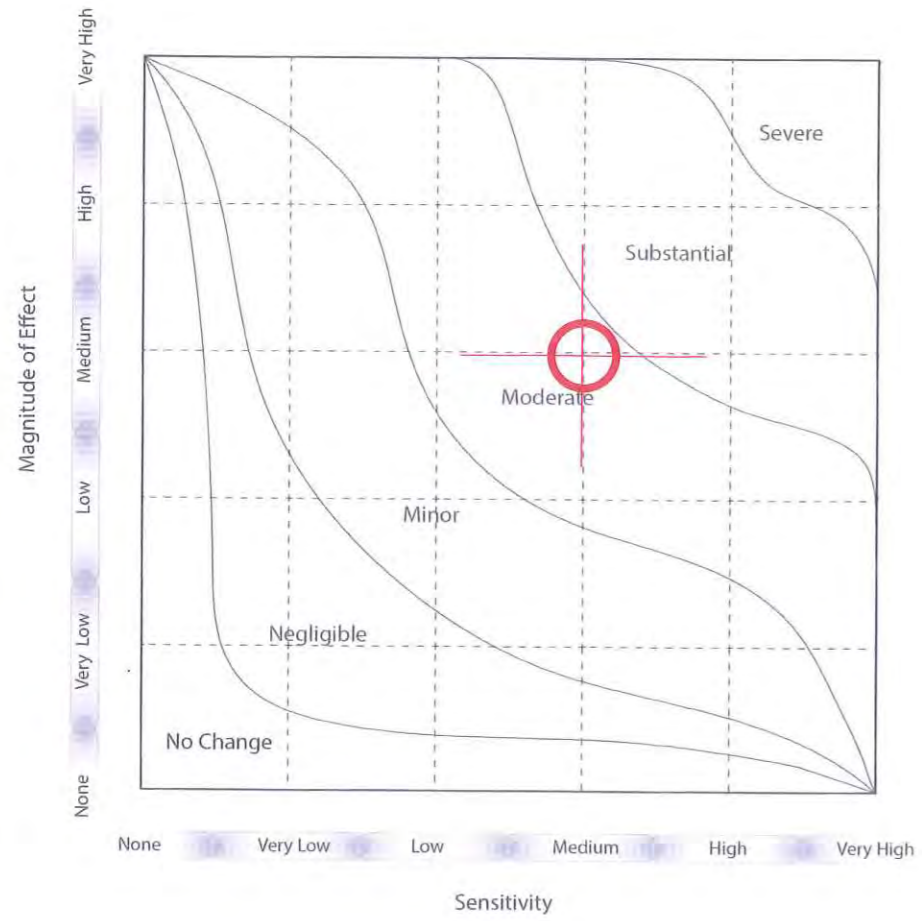
This view has been sized in accordance with the Landscape Institute TAN 01/11 cross referenced to SNH Guidance, Para 129: Image height 14cm, which equates to a viewing distance of 30cm.

LOCATION: Windmill Hill and the scar parking spaces adjoining Polden House.

DESCRIPTION OF EFFECT: The development is a prominent feature in the view that closes off views towards Cliftonwood but retains views towards Cabot Tower and the City Centre.

VISUAL SENSITIVITY: Medium

MAGNITUDE OF EFFECT: Medium



VIEW NUMBER: 30