Development Control Committee B – 1 October 2014

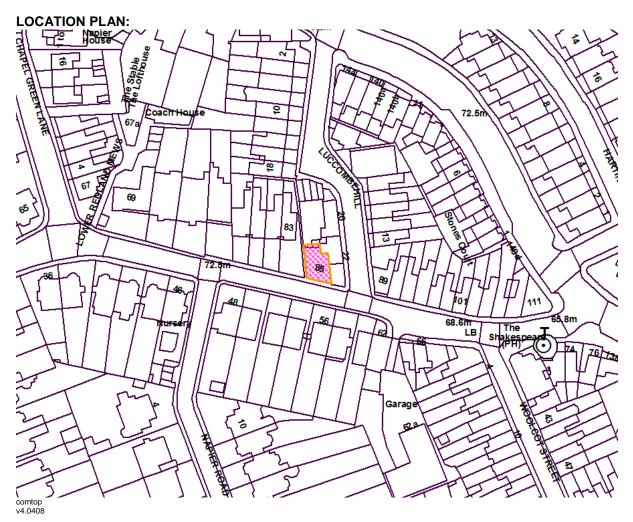
ITEM NO. 2

WARD:	Cotham	CONTACT OFFICER:	Andrew Cross		
SITE ADDRESS:	85 Lower Redland Road	Bristol BS6 6SP			
APPLICATION NO:	14/02781/F	Full Planning			
EXPIRY DATE:	4 August 2014				
Substantial demolition of existing building and construction of 2 no. dwellings.					
RECOMMENDATION: Grant subject to Condition(s)					

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

Mr A Grzybowski C/o Agent

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



SITE DESCRIPTION AND APPLICATION

The application relates to 85 Lower Redland Road, which at present is in use as a bakery, and is twostoreys in height, although the extent of ground floor is significantly greater than the upper floor. The site is located within the Cotham and Redland Conservation area.

The application proposes the demolition of the bakery building and re-development to create two selfcontained dwellings of a modern design.

See plans and photographs for full details.

RELEVANT HISTORY

13/05436/PREAPP - Demolition of existing building and construction of two Use Class C3 selfcontained houses with off-street car parking. CLOSED.

RESPONSE TO PUBLICITY AND CONSULTATION

Consultation was undertaken via site notice along with letters sent to 55 properties surrounding the application site. 18 written responses were received, including representation from Councillor Anthony Negus, and from the Redland and Cotham Amenities Society.

Councillor Anthony Negus has commented as follows:

My observations are made as one of the councillors for Cotham ward although the Design and Access Statement wrongly refers to the site being in Redland ward. I was a qualified architect and conservation architect throughout my working life.

I note that the application makes no reference to the emerging Site Allocations and Development Management Policies document which is imminently to go before the city council for ratification. That document refers to retail areas that cannot be justifiably defended and so an objection to the principle of residential use in this location would be difficult to sustain even in view of the popularity of the displaced bakery shop and the length of time it has been trading. However, the site does seem to be overdeveloped with special measures needing to be taken to provide adequate light particularly to the rear, and the absence of on-site amenity space.

This proposal is in a much-loved mixed-use street within the Redland and Cotham Conservation Area, whose appraisal was only refreshed three years ago. I do not object in principle to the contrast of a modern approach in the midst of solid small-windowed neighbouring properties with pitched roofs, if the outcome is that the insertion is a subservient good neighbour within the overall street scene. The form is alien but the approach in terms of overall massing would be just satisfactory, if it were not clearly split in two.

Despite this, and the designers belief that the resulting building is subservient, the architectural solution appears too assertively brazen with excessive use of glass, and unsympathetic metal and timber elements. These combine to create an open, gaping appearance with resulting poor architectural scale and this will be worsened as the glass catches the light for much of the day.

There is mention in the text of potential solar panels that are not shown on the submitted drawings. If these are not to be flat to the roof they should be subject to a clear condition that requires details to be submitted for approval, as inclined they would make a further detrimental impact on the overall appearance.

The Redland and Cotham Amenities Society has commented as follows:

While the Redland & Cotham Amenities Society regrets the loss of the bakery, it does not object to the use of this site as residential. However it does have concerns that this application, though ingeniously planned, would be an over-development of this site, resulting in dwellings with inadequate external amenity space. We do object to the proposed use of metal cladding, which would be visually intrusive. Render would be more sympathetic to the character of the conservation area.

The comments received from local residents can be summarised as follows:

Principle (See Key Issue A)

o Loss of the bakery would impact the mix of uses in the area

Residential Amenity (See Key Issue B)

- o Loss of light to bathroom at 22 Luccombe Hill
- o Impact upon roof terrace (only outdoor space) at 22 Luccombe Hill
- o Loss of privacy
- o Lack of garden space for the new dwellings
- o Main living rooms have to rely on roof light to get enough daylight
- o Overshadowing by virtue of increased width of first floor roof line
- o Overlooking from proposed rear facing window
- o Overbearing impact of two-storey so close to the street
- o Overlooking of properties opposite

Highways (See Key Issue C)

- o Lack of parking
- o Increased pressure for on-street parking

Design/Character (See Key Issue D)

- o Finishing materials are out of keeping for the area
- o Cramped
- o Over development of the site
- o Metal cladding would be visually intrusive
- o The proposed density is too high, a single house would be more appropriate
- o Provision of screen planting, in accordance with the character of the street, is unclear
- o Excessive use of glass
- o Visual impact of solar panels

Other

- o Disruption during demolition/construction works
- o Loss of views

The final two points above are not planning considerations and as such cannot be material to the outcome of the application assessment. Disruption during works represents only a temporary situation rather than a long-term effect of the development. Loss of views is not a reason to refuse planning consent, although regard is given to the creation of any unacceptable overbearing impact. The other points raised will be discussed within the key issues section of this report.

Urban Design has commented as follows:-

Looking at the content of the response letter to the pre-application submission, the key issues raised appear to have been generally addressed. The proposal is contemporary, and more refined than the pre-app illustration. The only visual representation in the pre-app scheme appears to be the cover perspective looking along Lower Redland Road, shown as a 'before and after' view. The new proposal is a curved plan profile, compared to the previous, more box- like form. The parking spaces have been removed as suggested, though the 'slim' front spaces appear left-over spaces and awkward in shape. Front doors should preferably open onto the street to maximise surveillance; the side location of front doors is unfortunate. Check that the potential impact on neighbours described in the pre-app response have been addressed, in terms of any overbearing / overlooking issues. A number of large scale details should be conditioned, including roof edging, windows and spandrel relationship, window and door details (in relation to external walls). Condition samples of the wood and metal cladding

RELEVANT POLICIES

National Planning Policy Framework – March 2012

Bristol Core Strategy (Adopted June 2011)

- BCS5 Housing Provision
- BCS7 Centres and Retailing
- BCS10 Transport and Access Improvements
- BCS13 Climate Change
- BCS14 Sustainable Energy
- BCS15 Sustainable Design and Construction
- BCS16 Flood Risk and Water Management
- BCS18 Housing Type
- BCS20 Effective and Efficient Use of Land
- BCS21 Quality Urban Design
- BCS22 Conservation and the Historic Environment

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

- DM23 Transport development management
- DM26 Local character and distinctiveness
- DM27 Layout and form
- DM29 Design of new buildings
- DM31 Heritage assets
- DM32 Recycling and refuse provision in new development

KEY ISSUES

(A) IS THE REDEVELOPMENT OF THE SITE ACCEPTABLE IN LAND USE TERMS?

The application site has no specific land use designation, as defined by the Site Allocations and Development Management Policies (July 2014). The context is however predominantly residential in character.

Core strategy policy BCS7 expresses that local shopping service provision in smaller frontages or single shops away from the identified centres should be retained where it remains viable and provides an important service to the local community. It has been expressed as part of the application submission that the size of the premises and the work required to bring it up to a modern standard is such that the bakery use of the site is no longer viable. Furthermore, it should be noted that there is good shopping and service provision within walking distance, including the offer available within the

designated centre along Whiteladies Road. The loss of the retail unit is therefore not resisted in principle.

Core Strategy policy BCS5 aims to deliver new homes within the built up area to contribute towards accommodating a growing number of people and households in the city. The policy states that the development of new homes will primarily be on previously developed sites across the city, but some new homes will be developed on open space which does not need to be retained as part of the city's green infrastructure provision.

Policy BCS20 encourages the efficient use of land, but in doing so acknowledges the need to achieve high quality well designed environments, and the need for development to be informed by local context, accessibility and the characteristics of the site. This is furthered by policy BCS21.

The development of the site to provide two additional residential dwellings is not precluded in land use terms. Issues of residential amenity, design, movement and sustainability must however be appropriately addressed, which will be discussed within the following key issues.

(B) WOULD THE PROPOSAL CAUSE ANY UNACCEPTABLE HARM TO THE RESIDENTIAL AMENITY OF NEIGHBOURING OCCUPIERS OR FUTURE OCCUPIERS OF THE SITE?

A number of concerns were raised in third party representations in relation to potential impacts upon the residential amenity of neighbouring occupiers, particularly regarding issues of overshadowing and overlooking.

The vicinity of the site has a relatively tight urban grain and as such the existing and proposed buildings have close relationships with adjoining properties. Immediately to the rear (north) of the site is the rear garden serving 20 Luccombe Hill; to the west is the front garden at 83 Lower Redland Road, although the layout is such that this appears as a principle outdoor amenity space associated with that property. Two obscure glazed windows, apparently serving bathrooms at adjoining properties, are set adjacent to an area of flat roofing, with first floor works beyond, at the rear of the site.

The application submission was accompanied by a shadow analysis of existing and proposed development on the site, with shadow illustrations at equinoxes and solstices throughout the year. The development has been designed such that there would be no additional overshadowing of surrounding garden spaces and windows, although it is noted that in the case of the front garden at 83 Lower Redland Road, at certain times of the year there would be a slight change to the part of the garden in shadow, although the extent of shading is similar. The stepped form at first floor level to the rear prevents overshadowing of adjacent windows to the rear of the site. Although the extent of works at first floor is greater than existing, the overall height is lesser than existing, which prevents additional shading to the rear garden at 20 Luccombe Hill. Concern was raised by a neighbouring resident of overshadowing of the roof terrace at 22 Luccombe Hill, however the proposed works are below the level of the aforementioned terrace, and as such overshadowing would not occur. On this basis, the proposal is considered acceptable when considering issues relating to overshadowing.

With the exception of a rear-facing bathroom window, the development proposed is single-aspect, with all main windows facing the street. Roof lights would also be used to provide natural light to the rear areas of the dwellings proposed. As such available views from the dwellings would be restricted to the front. Concern has been raised by a neighbouring resident opposite on Lower Redland Road in relation to overlooking, expressing that the relationship would be closer than when considering neighbouring properties on the northern side of Lower Redland Road, which are set further back from the street. Front-facing windows within the development proposed would be positioned between approximately 17 metres and 25 metres from front windows of the nearest properties opposite. It is acknowledged that this distance of separation is lesser than that found immediately to the west on Lower Redland Road, but is not considered unacceptable or out of context, being similar to existing

relationships to the east on Lower Redland Road, and a greater degree of separation than can be found nearby on Luccombe Hill and Woolcot Street.

Overlooking was also raised as a concern in relation to the rear-facing bathroom window proposed at first floor level. The provision of a condition requiring this window to be obscure glazed and either non-opening or top-hung quarter-light only would be adequate to protect the residential amenity of neighbouring occupiers to the rear. An appropriate condition will be attached to any permission granted preventing the introduction of additional windows within sensitive elevations without consent from the Local Planning Authority.

The building proposed would be low-lying for a two-storey structure by virtue of the flat roof form proposed, with the majority of full height works being set in from side and rear boundaries, such that the proposal would not be unacceptably overbearing upon neighbouring occupiers.

The smaller of the two dwellings proposed is of adequate dimensions to meet the space standards requirements for a two-bedroom, three bed-space unit, while the larger is meets the requirements for a four bed-space unit. Concern was raised within third party representations in relation to the levels of natural light in the dwellings proposed. The extent of glazing, including roof lights is considered adequate to achieve an acceptable level of natural light within the dwellings proposed, such that refusal on this basis is not warranted.

A lack of garden space associated with the dwellings was also raised as a concern. While some semi-private space is provided to the front/side of each property there is no private outdoor space proposed. The semi-private outdoor space could be used for outdoor seating if future residents desire, with areas adjacent to the entrance doors being relatively concealed from the street, especially given the provision of planting as illustrated. While the lack of private outdoor amenity space is not ideal, this does not outweigh the benefits of providing two smaller housing units in the area, especially given the availability of public open space within close proximity, including Redland Green and the Downs. As such, refusal due to a lack of private outdoor amenity space is not considered to be warranted.

The submitted scheme includes a dedicated storage area for refuse/recycling facilities within the curtilage of the site. This would prevent these facilities from being stored on the highway, except on the day(s) of collection, which is acceptable. This dedicated storage area would be provided and retained through a planning condition.

On the basis of the above, and given the imposition of appropriate planning conditions, it is concluded that the proposed works would not cause any unacceptable harm to the residential amenity of neighbouring occupiers or future occupiers of the site.

(C) DOES THE PROPOSAL ADDRESS MOVEMENT, TRANSPORT AND HIGHWAY SAFETY ISSUES?

The provision of secure cycle parking is included within the proposed design. This would take the form of an internal store within each dwelling proposed. If the development is permitted, the provision and retention of cycle storage facilities proposed will be conditioned to that effect.

No off-street parking is proposed. Despite objection from local residents in this regard, no designated parking is required by policy for a development of this scale and type in this location. Furthermore, the development site is considered to be sustainably located, with good access to shops, services and public transport links.

On this basis the proposal is found to be acceptable in terms of transport and movement issues.

(D) WOULD THE PROPOSED DESIGN BE ACCEPTABLE?

A number of concerns were raised within third party comments in relation to the design of the proposal, particularly in relation to an over development of the site and finishing materials that are out of character for the area. One comment also expressed that the building proposed would be of a poor architectural scale.

As previously mentioned, the locality has a tight urban grain, and as such relatively high densities are characteristic of the area, as well as being supported by current policy. The existing building on the site represents 100% site coverage, which is reduced by the development proposed through the provision of some semi-private space to the front/side of the dwellings, and although the extent of first floor works is greater than existing, the extent of proposed built form on the site is not significantly more intensive than that existing. It must also be noted that under current central government policy, the change of use of the existing building to residential use through the prior approval process is likely to be allowed, and hence can be considered the fall back position for residential use. Overall therefore, the proposal is not considered to represent an unacceptable overdevelopment of the site in this instance.

The context of building stock within the locality is that of predominantly historic properties, but with variety in property sizes and detailed design. There is also variety in external finishing materials, although predominant materials are brickwork and render to elevations, with stonework detailing. The variety in built form within the area is such that there is not a defined building type to be replicated, and as such the modern built form is considered acceptable in principle, which would add to the varied character of building within the locality.

Despite the modern form proposed, the scale and positioning of the proposed development in relation to surrounding development are such that the development would be relatively recessive within the street scene, and only limited views of the development would be afforded from the public realm in the vicinity of the site. The external finishing materials must however be carefully chosen to ensure that they are appropriate in the context of the modern style of development proposed, without being visually jarring within the conservation area context. The proposal for metal cladding has given rise to concern within objection comments received, and while this may be acceptable in principle, a finish should be provided that will weather well and bed-in age. The provision of excessively shiny/reflective surfaces should be avoided. The timber cladding should also be chosen to have a finish that will be complimentary to the existing materials finishes of the immediate area. To this end, if permission is granted, the detailed finishing materials will be reserved by condition for later agreement following the provision of samples on site, to ensure an acceptable finished appearance of the building.

Areas of soft landscaping have been indicated on the elevation details submitted, and are considered important in softening the edges of the building proposed, and assimilating it into the context, with soft landscaping to the front of properties characteristic for the majority of properties within the area. Landscaping details will therefore also be reserved by condition if permission is granted.

On the basis of the above, and given the imposition relevant planning conditions, the proposed design is found to be acceptable.

(E) WOULD THE PROPOSAL BE ACCEPTABLE IN RELATION TO ISSUES OF SUSTAINABILITY AND FLOOD RISK MITIGATION?

Current planning policy within the adopted Bristol Development Framework, Core Strategy (2011) requires new development to be designed to mitigate and adapt to climate change and meet targets to reduce carbon dioxide emissions. This should be achieved, amongst other measures, through efficient building design, the provision of on-site renewable energy generation to reduce carbon dioxide emissions by at least 20% based on the projected residual energy demand of new buildings

and extensions to existing buildings, and for new development to mitigate against the risk of flooding, including rainwater soak-away drainage. The approach proposed should also be supported by the provision of a sustainability statement and an energy strategy.

On site renewable energy generation is provided as part of the proposal, adequate to reduce CO2 emissions from the residual energy demand of the dwellings by in excess of 20%, in accordance with current policy requirements.

The application site is set within flood zone 1 and as such is at low risk from tidal and fluvial flooding. The site, at present, is entirely covered by the existing buildings, and the proposed development, which integrates some soft landscaped areas, is such that a net reduction in rainwater run-off would occur. New external paved surfaces will also be required by condition to be permeable, in accordance with current policy, in order to mitigate against rainwater run-off.

Given the imposition of appropriate planning conditions, the proposal is found to be acceptable when considering issues relating to sustainability and flood risk.

COMMUNITY INFRASTRUCTURE LEVY

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

The CIL liability for this development is £296.25

RECOMMENDED GRANT subject to condition(s)

Time limit for commencement of development

1. Full Planning Permission

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

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

Pre commencement condition(s)

2. Sample panels before specified elements started

Sample panels of al external finishing materials are to be erected on site and approved in writing by the Local Planning Authority before the relevant parts of the work are commenced. The development shall be completed in accordance with the approved details before the building is occupied.

Reason: In order that the external appearance of the building is satisfactory.

3. Submission and approval of landscaping scheme

No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of hard and soft landscaping, which shall include indications of all existing trees and hedgerows on the land, and details of any to be retained, together with measures for their protection, in the course of development. The approved scheme shall be implemented so that planting can be carried out no later than the first planting

season following the occupation of the building(s) or the completion of the development whichever is the sooner. All planted materials shall be maintained for five years and any trees or plants removed, dying, being damaged or becoming diseased within that period shall be replaced in the next planting season with others of similar size and species to those originally required to be planted unless the council gives written consent to any variation.

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

4. Further details before relevant elements started

Detailed drawings at the scale of 1:5 of the following shall be submitted to and be approved in writing by the Local Planning Authority before the relevant parts of work are begun. The detail thereby approved shall be carried out in accordance with that approval.

- a) roof edging
- b) windows and spandrel relationship
- c) window and door details, including their relationship with external walls

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

Pre occupation condition(s)

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

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

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

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

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

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

7. Renewables

No building hereby permitted shall be occupied or the use commenced until the scheme of onsite renewable energy generation for the dwellings hereby approved has been completed in accordance with the approved details. Once completed, the on-site renewable energy generation shall be retained as such thereafter.

Reason: To ensure that the development includes adequate provision of on-site renewable energy generation.

8. SUDS

All new paving on the site shall be permeable and shall be completed prior to the occupation of the dwellings hereby approved and retained as such thereafter.

Reason: To ensure that the principles of sustainable drainage are incorporated into this proposal.

Post occupation management

9. No further extensions

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and/or re-enacting that Order) no extension or enlargement (including additions to roofs) shall be made to the dwellinghouse(s) hereby permitted, or any detached building erected, without the express permission in writing of the council.

Reason: The further extension of this (these) dwelling(s) or erection of detached building requires detailed consideration to safeguard the amenities of the surrounding area.

10. Obscured glazed window

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and/or re-enacting that Order) the proposed rear-facing first floor bathroom window shall be non-opening or top hung quarter light opening only, and glazed with obscure glass to a specification to be agreed with the Local Planning Authority and shall be permanently maintained thereafter as such.

Reason: To safeguard the amenities of the adjoining premises from overlooking and loss of privacy.

11. No Further Windows

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and/or re-enacting that Order) no windows, other than those shown on the approved plans shall at any time be placed in the building hereby permitted without the grant of a separate planning permission from the Local Planning Authority.

Reason: To safeguard the amenities of the adjoining premises from overlooking and loss of privacy.

List of approved plans

12. List of approved plans and drawings

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

1564(L)11 Site location plan, received 9 June 2014
1564(L)03 Existing floor plans, received 9 June 2014
1564(L)04 Existing front elevation, received 9 June 2014
1564(L)05 Existing side elevation and section A, received 9 June 2014

1564(L)06 Demolition drawings, received 9 June 2014 1564(L)10 Existing and Proposed site block plan, received 9 June 2014 1564(L)20 Proposed floor plan, received 9 June 2014 1564(L)21 Roof plan, received 9 June 2014 1564(L)22 Front and side elevations, received 9 June 2014 1564(L)23 Section A-A and B-B, received 9 June 2014 1564(L)24 Section C-C and D-D, received 9 June 2014 Shadow study, received 9 June 2014 Sustainability Statement, received 9 June 2014

Reason: For the avoidance of doubt.

BACKGROUND PAPERS

Urban Design

27 June 2014

Proposed Residential Development at:

85 Lower Redland Road

Redland, Bristol BS6 6SP



Heritage, Design & Access Statement

PR0546 June 2014

Prepared on behalf of:

Mr A. Grzybowski

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01 Introduction

1.1 Overview

This Statement has been prepared as part of the supporting information accompanying the planning application which proposals to redevelop 85 Lower Redland Road with 2no. self-contained dwellings.

The purpose of this statement is to explain the scheme and its relationship to the local context. It follows a pre-application submission to the City Council as detailed within this statement.

The Statement should be read in conjunction with the following supporting information:

- Application form and Ownership Certificate;
- Site Location Plan;
- Sustainability & Energy Statement (Energy Saving Experts);
- Community Infrastructure Liability Questions Form; and
- Architectural drawings (105 West Architects).

02 The Location

2.1 Location

The site (figure 1) is located in Redland residential suburb, a short distance from Whiteladies Road and The Downs public open space. It is also only 4km (2.5 miles) from the city centre.



Figure 1. The Site Location

03 The Site & Context

3.1 Local Context

The local built context now comprises a mix of domestically scaled buildings, typically 2 to 3 storeys in height, laid out in short terraces, pairs or as detached properties.

The local pattern of development has buildings fronting roads which either run parallel with the contours of the rising ground or directly up the hillside to the upper extent of Redland at Redland Green. The local context has a tight urban grain and the density of development is generally high.

There is evident a variety of architectural styles, but a unifying theme is the use of locally quarried rubblestone and Bathstone for ornamental features. As part of the local vernacular is the use of painted render and traditional Cattybrook brick. Most buildings have pitched roofs and clay tiles are extensively used for roof coverings.

The area falls within the boundaries of the Cotham & Redland Conservation Area, the quality of the townscape a contributing aspect. Also near to the application site nos.69 to 75 Lower Redland Road and no.20 Luccombe Hill 'Ye Olde Cottage' are all included on the Statutory List of Building of Special Architectural or Historic Interest as Grade II listed buildings.

3.2 The Site's Historic Development

The 125sqm site is entirely developed and comprises two distinct elements, a two storey section located towards the rear of the site and a single storey 'U' shaped section which extends across the frontage, down the western side boundary and across part of the rear. Mapping evidence indicates the site was developed in a series of phases, as shown in figures 2-5.

The Westbury & Horfield Tithe Map from 1841-3 (figure 2) illustrates the original two storey section which is faced in brick and has a modern pan-tiled pitched roof over. The map indicates that at this time it was not an inhabited building, but one which had an ancillary function, such as a barn or coach house. It is also shown to adjoin what is now The Old Barn at 22 Luccombe Hill. Ashmead's plan of 1855 (figure 3) illustrates a similar situation.

By the first edition of the Ordnance Survey c.1880 (Figure 4) the building has been extended across its frontage up to the back edge of pavement. It is also shown on the mapping to have become a residential dwelling.

By the second edition of the Ordnance Survey c.1900 (figure 5) a further extension had been built on the west side of the site frontage. A final extension as shown on the 1946 Ordnance Survey (figure 6) had been built across the rear of the site completing the site's development.

In terms of use, we understand the property was used for car sales up until the early 1980s when it was converted to the current shop use.



Figure 2. Westbury & Horfield Tithe Map from 1841-3



Figure 3. Ashmead 1855

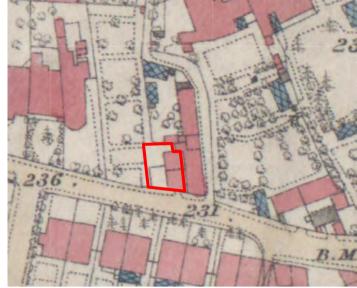


Figure 4. First Edition Ordnance Survey Map c.1880

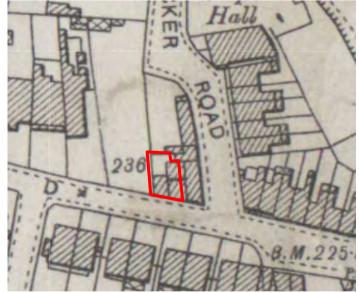


Figure 5. Second Edition Ordnance Survey Map c.1900

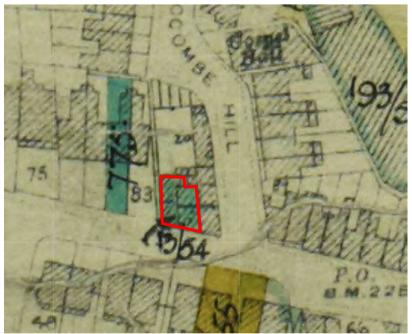


Figure 6. 1946 Ordnance Survey

3.3 The Existing Building

The building sits at the back edge of pavement and has a 9.95m wide frontage spanned by a single storey shop unit. On its eastern side it adjoins 'Ye Olde Cottage' and to the west is a pedestrian access leading to the rear of nos.77-83. Adjacent to this is the end of terrace property at no.83. At the rear the site backs onto the private garden of no.20 Luccombe Hill.

The building's ground floor is used as a Use Class 'A1' retail shop which is currently occupied by a bakery. Adjacent to the plate glass shopfront is a vehicle cross-over and double door entrance which provides access into the building and which allows a couple of cars to park in tandem or a larger delivery vehicle to off-load goods. The vehicle crossover and footway are formed from insitu-concrete which has been patch repaired and is now in a poor condition.

The first floor is accessed via a short flight of modern stairs leading up from the shop and into a single room used for storage. This has two front windows and a small single obscure glazed window on the rear. The majority of the original load bearing walls below this two storey element have been removed and replaced with steel beams to create and open plan retail space. Plate 8 clearly indicates that much of the upper section of the two storey element was rebuilt in the second half of the 20th century, this may well of occurred when the lower walls were removed.

When seen from the public realm the building appears as an assembly of discordant elements which have been poorly altered and maintained. The site is mostly covered by single storey development which is covered by a bituminous felt membrane flat roof hidden behind parapets. The two storey portion of the building sits towards the rear of the site, and as such, the scale of the building appears diminutive when seen in the wider townscape, against the buildings fronting Luccombe Road and the larger terrace of properties adjacent to the site at 77-83.

The existing building is structurally sound and water-tight, but its single skin brick walls and roofs are uninsulated, and it is in a generally rundown condition to the extent it requires major investment if it is to be brought up to modern building standards. The costs associated with such works are significant to the extent they make continued use unviable and as such, the owner is looking at redeveloping the site.

The following series of images illustrate the building and show its relationship with the surrounding townscape and contribution to the street scene.



Plate 1. The frontage, rear two storey and adjacent 'Ye Olde Cottage'.



Plate 2. The brick frontage and double door vehicle entrance.



Plate 3. The single storey frontage and glimpse of the rear two storey.



Plate 4. The frontage and adjoining 'Ye Olde Cottage'



Plate 5. View from the northern end of Luccombe Hill towards the rear of the site (white rendered wall with pitched roof above).



Plate 6. View west along Lower Redland Road with the site glimpsed on the right.



Plate 7. View east along Lower Redland Road towards the site (far right).



Plate 8. The flat roof of the single storey and rear 1^{st} floor.



Plate 9. The front flat roof, rear 1^{st} floor section and relationship with the adjoining 'Ye Olde Cottage'.



Plate 10. The west gable end/side elevation of the first floor.



Plate 11. The rear elevation and boundary window on the side of 'Ye Olde Cottage'.

04 Proposed Development

4.1 Pre-application Consultation

As a prelude to preparing detailed proposals for the site, an outline preapplication scheme was prepared and details submitted to the Council.

A detailed response was received from the planning officer accepting the principle of the development but identifying 'challenges of developing' the site relating to impact on neighbours amenity and the conservation area. The issue of car parking was also raised as a concern. In response the scheme has significantly evolved to address the issues.

Late in the process, informal discussions were held with representatives of the Redland & Cotham Amenity Society. Their planning committee also reviewed the scheme and their feedback focussed on concerns with the choice of cladding material and size of amenity space. It was accepted however that on a tight urban site more space couldn't be achieved without compromising the scheme.

4.2 Demolition and Redevelopment

The applicant operates a local bakery business based in Avonmouth and has several retail outlets in northwest Bristol. As the Redland site has had declining sales in recent years it has been decided to close the shop to reduce the number premises the company run in the Redland/Cotham area and to concentrate on shops Chandos Road and Cotham Hill. Staff currently working at the Redland site will be relocated to one or other existing retail premises.

Once the site is empty the building will be demolished but with the rear and side boundary walls retained.

4.3 Use and Amount

The proposal is to redevelop the site with 2no. Use Class 'C3' dwellinghouses. Unit 1 will have 2 bedrooms and a gross internal floorspace of 60sqm. Unit 2 will also be 2 bedrooms but also has small study/guest room giving it a total of 71.26sqm gsf.



Plate 12. The proposed development fronting Lower Redland Road

4.4 Architectural Design

The proposed houses are designed with a bold contemporary-modern appearance with simple crisp detailing. The curving walls, general built form and set back from the adjacent listed building will ensure its setting is preserved and it is given space to 'breathe'. The new houses will act as a foil to the heritage asset and allowing light deep into the site. The scale of the proposed development is significantly lower than all of the neighbouring properties, and therefore the development will appear visually subservient. It has been intentionally designed with a recessive mass, form and materials, and only glimpsed from the public realm when approaching the site from each end of the road.

Due to the restricted nature of the site care has been taken to ensure all the habitable rooms are flooded with natural daylight, without causing overlooking of the neighbours' gardens or windows. To achieve this, a double height space will be created at the rear of one of the houses over its living area. This space will be lit with a large plateau roof light. The other will have an increased floor to ceiling height of nearly 3 metres with a large plateaux roof light. The use of roof lights will prevent overlooking of the adjacent gardens, but allow views up Luccombe Hill to Redland Green. The materials selected for the project are crisp and high quality to reflect the stature of the neighbourhood. They include treated hardwood cladding, silver sinusoidal metal cladding and dark grey Velfac aluminium and wood composite windows.

The scale, form and massing has been carefully considered given the unusual juxtaposition of the adjoining and neighbouring properties. Careful thought has been given to ensure the amenity of these neighbours is preserved in terms of overlooking, loss of daylight or overshadowing. The design seeks to not only ensure there is no greater impact or loss of amenity than the existing situation, but also improve on it. Internally, the accommodation is designed purposely with flexibility depending on the requirements of the occupants. The ground floor of each property is primarily an open plan living space (kitchen, dining, living room) with a generous double bedroom facing south. At first floor level one property has two rooms which can be used as bedrooms or as one bedroom and lounge, study or guest room. The other property has a generous double bedroom. The accommodation has been designed to complying with the Council's space standards.

4.5 Sustainable Design

The houses will be designed to have excellent air tightness and high thermal efficiency which will surpass current Building Regulations. As the houses have flat roofs and a southerly orientation there is scope for the each house to have renewable energy. In this case solar panels are proposed which will generate 1.3Kw of electricity.

4.6 Highway Works

Along the frontage the footway will be reinstated with tar macadam surface dressing to match the existing finish either side of the site. The removal of the dropped kerb will result in additional on-street car parking becoming available for the general public.



Plates 13 and 14. The frontage of the development and relationship with 83 Lower Redland Road



Plates 14 and 15. The rear of the development and eastern side of the development adjacent to 22 Luccombe Hill







Plates 16-18. Photomontages showing the proposed scheme in context. The viewpoints are based on the real eye experience of a pedestrian walking east and west along Lower Redland Road.

05 Scheme Assessment

5.1 Demolition and Redevelopment

Following a careful review of the existing building, its condition and relationship with neighbouring properties, it was apparent a better long-term use of the site could be made through redevelopment. The proposed development will make far more efficient and effective use of the site, as well as complying with current building standards.

The adoption of the National Planning Policy Framework (NPPF) has resulted in a step change in Government planning policy and sustainable development being at the heart of the planning system. It states:

"Sustainable development is about positive growth – making economic, environmental and social progress for this and future generations. The planning system is about helping to make this happen. Development that is sustainable should go ahead, without delay – a presumption in favour of sustainable development that is the basis for every plan, and every decision."

It also identifies three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;

a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment,

with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and

an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

The proposed development will meet the sustainability agenda by creating housing that is particularly well located and assesible to employment opportunities, public transport, local shops and services.

Paragraph 14 of the NPPF alos states that the presumption in favour of sustainable development should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means approving development proposals that accord with the development plan without delay.

At Section 6: Delivering a wide choice of high quality homes the NPPF confirms that the provision of a good supply of housing is a key objective of the Government and that housing applications 'should be considered in the context of the presumption in favour of sustainable development.

Section 12 of the NPPF, 'Conserving and enhancing the historic environment', includes paragraphs 128-136 which are particularly relevant to the assessment of schemes which propose demolition within an historic context. The NPPF provides an expectation that where an asset makes a positive contribution to the area effort should be made to retain it (particularly if the asset is designated) with demolition being considered more of a last resort and in every case with a full justification. Section 12 also places an expectation that heritage assets (listed buildings and buildings in Conservation Areas etc) are assessed for their significance, importance and the contribution. In dealing with development regard also needs to be taken of the significance on the Heritage Asset. At paragraph 132 the NPPF states:

'Significance can be harmed or lost through alteration or destruction of a heritage asset or development within its setting. As heritage assets are irreplaceable, any loss or harm should require clear and convincing justification.'

At paragraph 133 the NPPF then states:

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

the nature of the heritage asset prevents all reasonable uses of the site; and

no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and

the harm or loss is outweighed by the benefit of bringing the site back into use."

It should be noted that in this case the designated heritage asset is the whole of the Conservation Area and so any harm should be judged in the wider context of the site.

5.2 Land Use: Principle of Residential Use

The site is within the Redland Ward of Bristol and is a previously developed site. It is not allocated for residential development on the adopted Local Plan or the emerging Site Allocations document and will therefore represent a 'windfall' housing development. Given the greater need for housing, it is highly likely that these units will be delivered immediately, and will therefore contribute towards meeting the Council's five year supply of housing land.

The only adopted local policy which 'resists' the loss of the existing retail uses is Bristol Core Strategy Policy BCS7: Centres and Retailing. This includes the following wording:

"Local shopping and service provision in smaller frontages or single shops away from the identified centres should be retained where it remains viable and provides an important service to the local community."

However, the Strategy includes Policy BCS5: Housing which demonstrates there is an need for housing:

"The minimum target will be 26,400 homes between 2006 and 2026".

The West of England Strategic Housing Market Assessment (SMHA) assesses future housing needs across the West of England. It identifies a particular need for larger family houses, and this proposal will clearly contribute towards meeting this need.

The NPPF is clear that Local Planning Authorities should approve planning applications for change to residential use and associated development from commercial buildings (currently in the 'B' use classes) where there is an identified need for additional new housing in that area, provided there are not strong economic reasons why such development would be inappropriate. This proposal, which includes 9 family houses, is fully in accordance with the Core Strategy Policy BCS1 which seeks to secure significant new homes in South Bristol. The proposal will provide a valuable contribution to this housing need and in this respect it is also considered to comply with Policy BCS18: Housing Type which seeks to ensure that new residential development provides a range of housing types to help support the creation of mixed, balanced and inclusive communities. It promotes new housing with flexible and adaptable accommodation. In support of the policy informal guidance Space Standards Practice Note (June 2011) has been published which provides a range of floor areas related to the number of bed spaces within a dwelling along with minimum sizes of storage. The creation of the nine large family houses will make a positive contribution to Bristol's range of housing available.

5.3 Design

The replacement building is designed to a high standard and will make a positive contribution to the townscape and wider conservation area setting. In this regard the scheme is considered to be compliant with Core Strategy Policies BCS20: Effective and Efficient Use of Land, BCS21: Quality Urban Design and BCS22: Conservation and the Historic Environment.

From a sustainable design and energy use perspective, the design of the scheme and use of solar panels will ensure the development accords with Policies BCS13: Climate Change, Policy BCS14: Sustainable Energy, Policy BCS15: Sustainable Design and Construction. Overall, the development will provide good quality accommodation that benefits from the site location and proximity to a range of shops, services and amenities. Given the proposal accords with the principles of sustainable development there are sound reasons for the application to be supported and approved by officers of the Council.

5.4 Access and Movement

The site is in a highly sustainable location within an urban area and in very close proximity to key public transport routes. It is thus likely walking or cycling will be mode of choice for the future residents.

Core Strategy Policy BCS10: Transport and Access Improvements identifies a number of development principles which promote in a sequential list sustainable forms of transport, prioritising walking and cycling over public transport and private motor vehicles. The policy also directs developments to locations where sustainable travel patters can be achieved and which are accessible. It also promotes safe streets and negative impacts of vehicular traffic. In assessing the scheme it is apparent that the proposal is within complete compliance with the policy.

5.5 Cycle Parking

The proposals accord with the Council's existing parking standards set out in the detailed schedule of parking standards attached to Policy M1 of the Local Plan, and similarly those within the Draft Development Management Policies.

5.6 Residential Amenity

As there is a close relationship with near neighbours, particular consideration has been given to ensure there is no greater impact than the existing situation in terms of overlooking, over-shadowing and the general prescence of built form. The architects have been able to design a scheme that ensures the exisitng amenity of near neighbours is preserved, if not a little improved.

5.7 Flood Risk

The Environment Agency's published Flood Maps have been consulted. The site is confirmed as being located in Flood Zone 1 where the annual probability of flooding with defences where they exist for rivers is 0.1% or less, and where the risk of flooding from fluvial or tidal sources is negligible. Flood Zone 1 areas have a low probability of flooding (less than 1 in 1000 annual probability of river or sea flooding in any year). Given the location of the site and fact it is fully developed it should be deemed as sequentially appropriate. The scheme therefore accords with Core Strategy Policy BCS16: Flood Risk and Water Management

5.8 Planning Balance / Conclusions

The proposed development represents an efficient use of a brownfield site and sustainable form of development. As made clear by the NPPF, where a proposed 'development' will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. In this case, the delivery of windfall housing meets with this agenda.

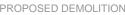
This statement and accompanying documents have provided a clear justification for the development and demonstrated how it will make a positive contribution to the character of the area. The development will importantly provide new, purpose built, residential accommodation in a sustainable urban location which is in close proximity to the local shops and services. The site also has very good access to public transport and is within walking distance of public amenity space.

The development complies with statutory planning policy, best practice guidance and addresses local housing demand. The development will provide an attractive and secure environment, whilst the building's architecture will compliment the mixed character of the local townscape and conservation area, at the same time having a creating a sense of quality.

We trust that with the above explanation and the drawn information the Council will look positively on the proposal and support the application. If however there is any doubt or concerns following an initial assessment then the planning officer is urged in the spirit of co-operation and professional working to contact the agent at the earliest opportunity so a discussion over the issues can take place and solutions found in accordance with paragraph 187 of the NPPF.



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Date



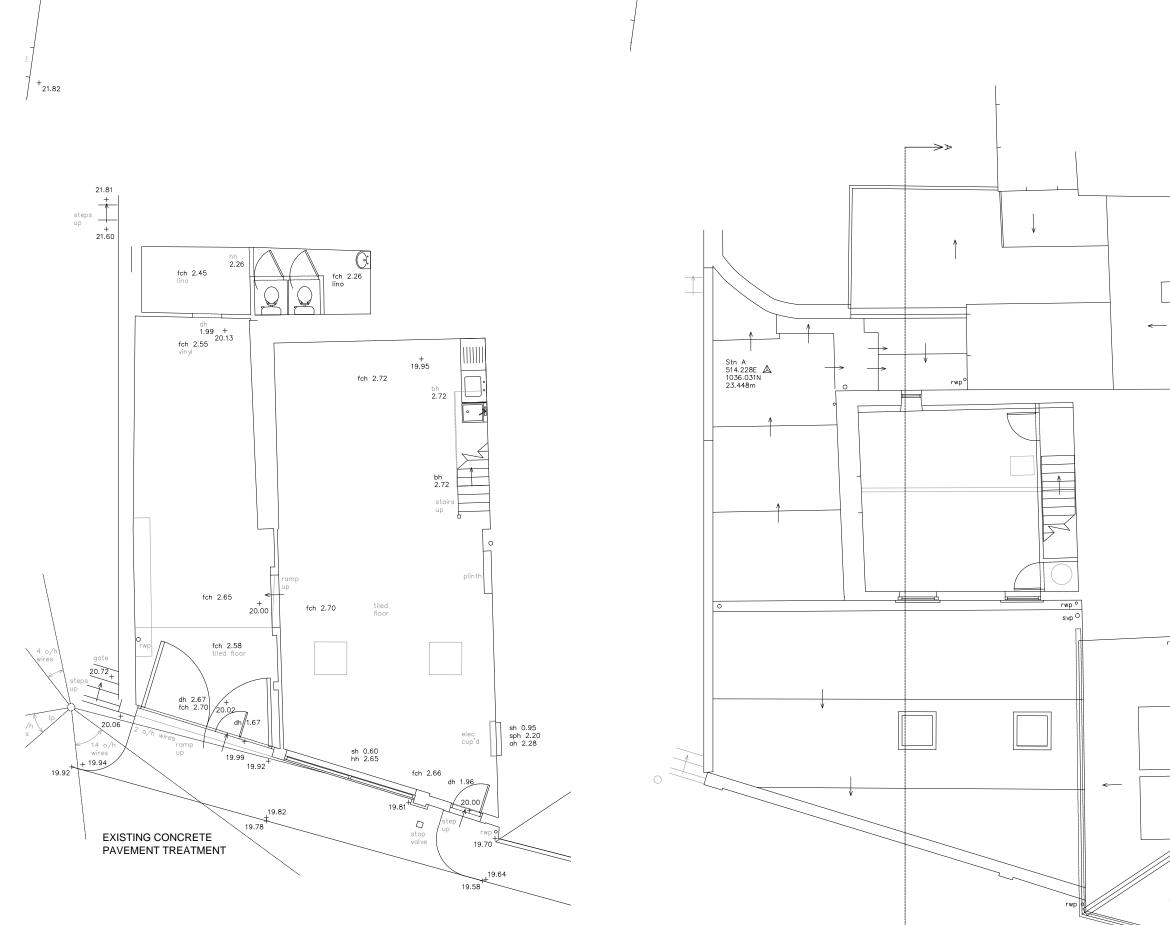


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REV Note

Project

Drawing Title

Drawing No.

85 Lower Redland Road

Existing Floor Plans

1564(L)03

Date

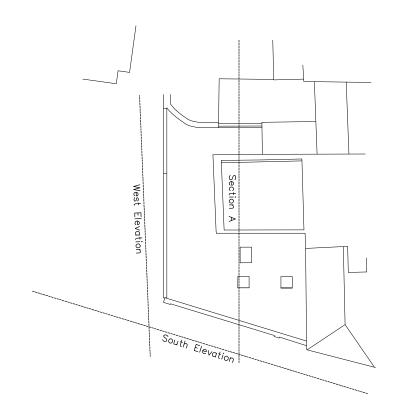




Date 16/04/14 Rev /



Existing Front Elevation, North Facing



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Project

Drawing Title

Drawing No.

Date

REV Note

85 Lower Redland Road

Existing Front Elevation

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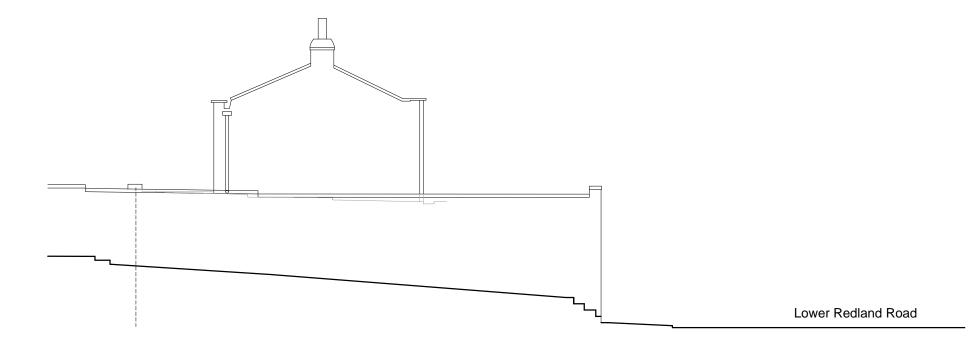
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Date 16/04/14

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Rev /



Existing Side Elevation, West Facing



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Date

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REV Note

Existing Side Elevation

Drawing Title



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Existing Block Plan



Proposed Block Plan

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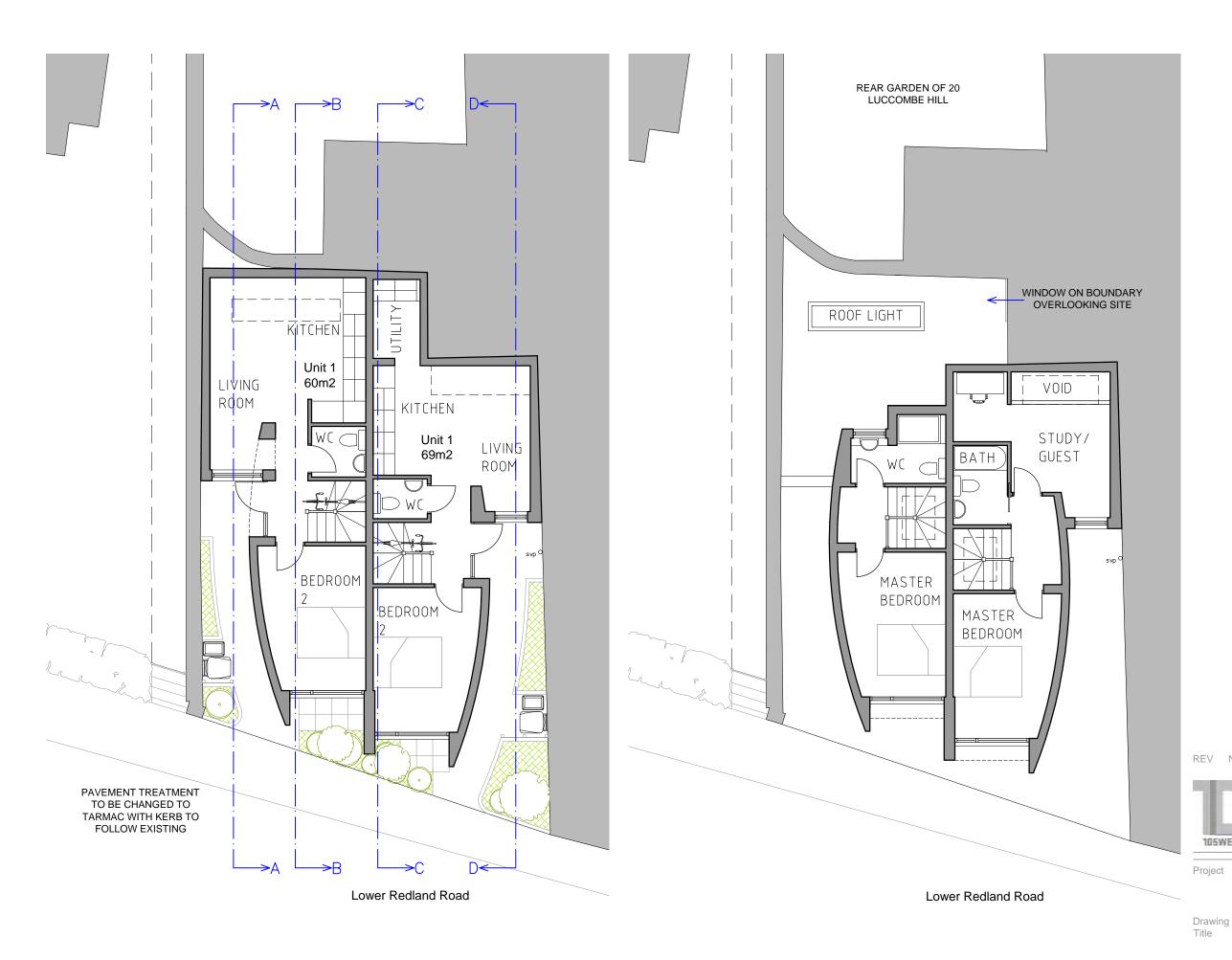
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Proposed Floor Plans

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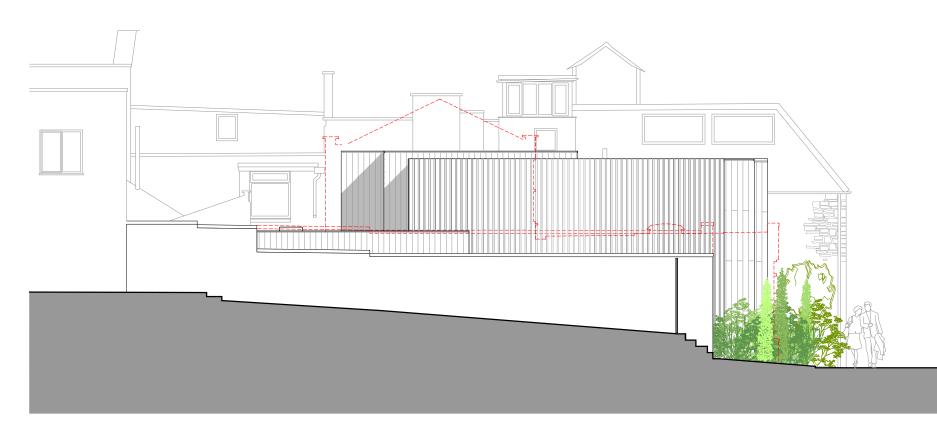
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Front Elevation, South Facing



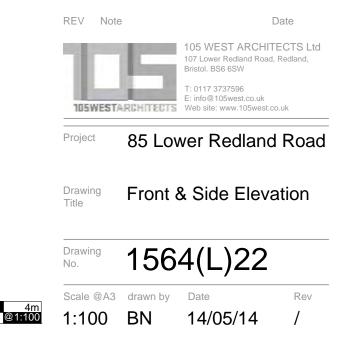
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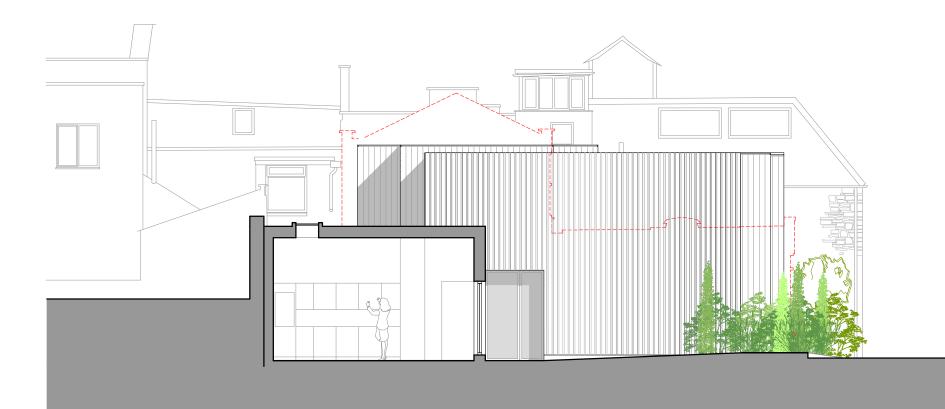
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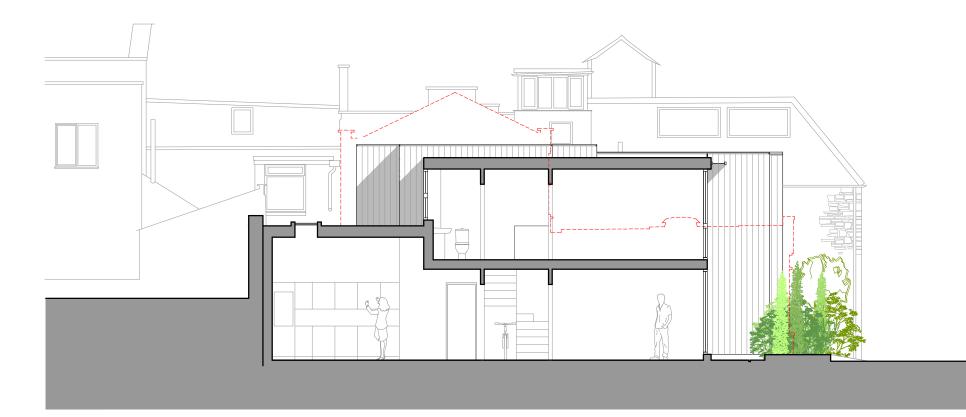
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PROPOSED DEMOLITION



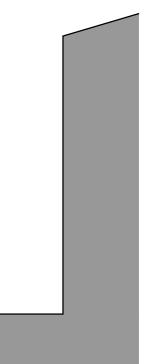


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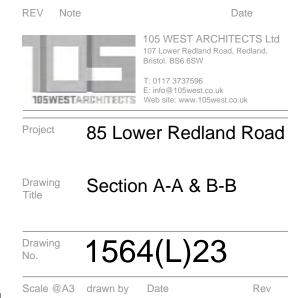


Lower Redland Road

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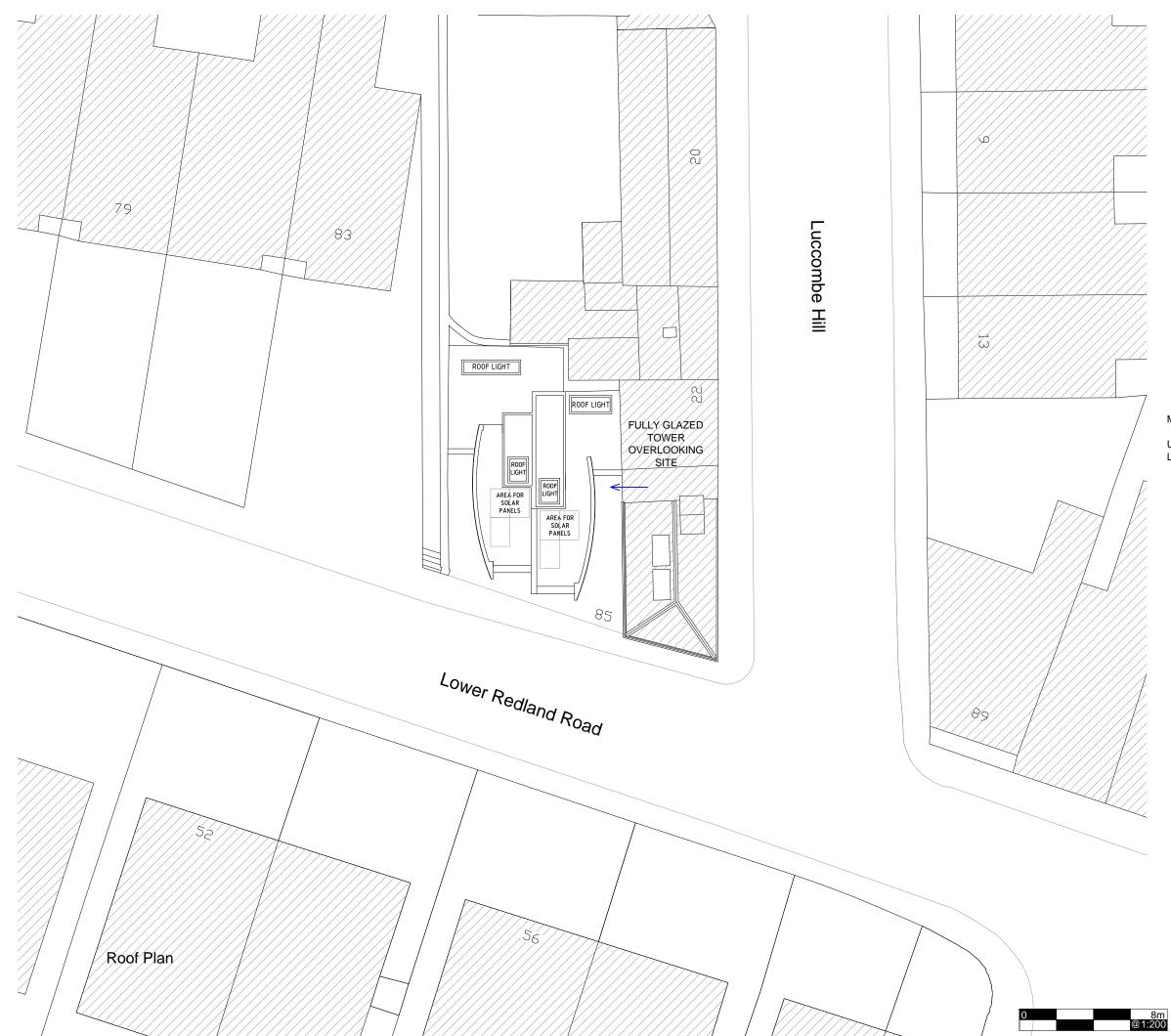


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UPPER ROOF: LOWER ROOF: SINGLE PLY MEMBRANE (GREY) GRASS ROOF



Date

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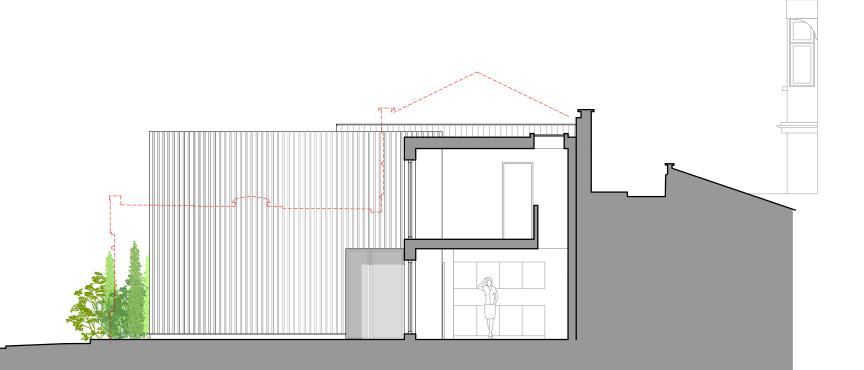






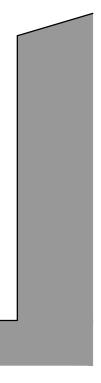


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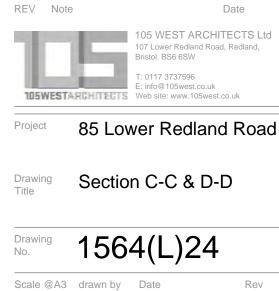


Lower Redland Road

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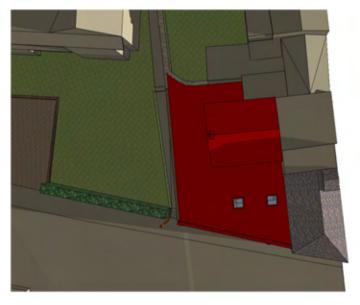
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Shadow study: 20th March, Equinox





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Proposed Building March 7am



Existing Building March 10am



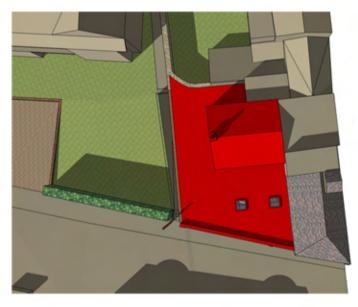
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Existing Building March 12am



Proposed Building March 12am



Existing Building March 3pm



Proposed Building March 3pm



Existing Building March 6pm



Proposed Building March 6pm

Shadow study: 20th June, Summer Solstice





Existing Building June 7am



Proposed Building June 7am



Existing Building June 10am



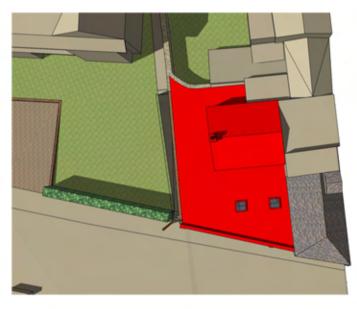
Proposed Building June 10am



Existing Building June 12am



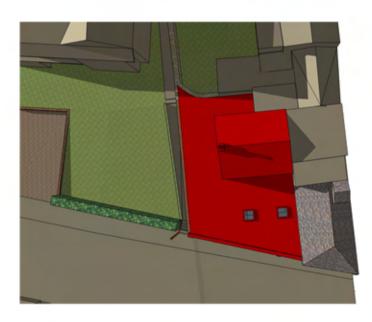
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Proposed Building June 6pm

Shadow study: 23rd September, Equinox





Existing Building September 7am



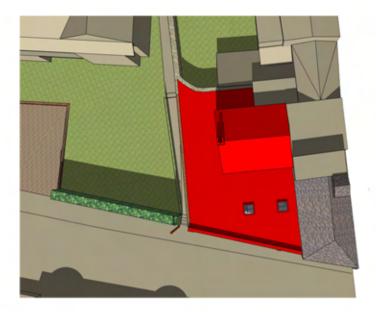
Proposed Building September 7am



Existing Building September 10am



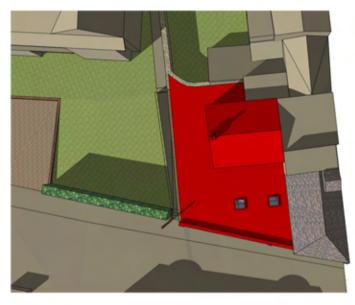
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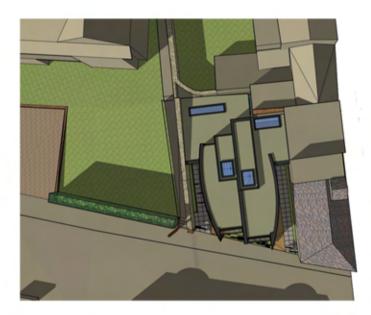
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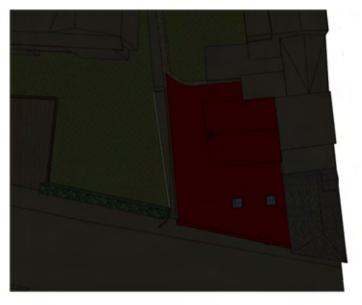
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Shadow study: 21st December, Winter Solstice





Existing Building December 7am



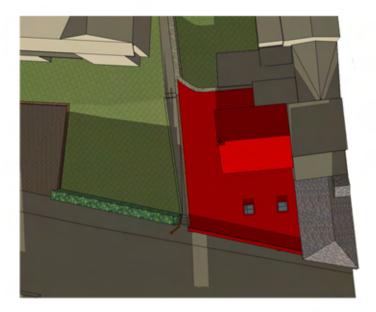
Proposed Building December 7am



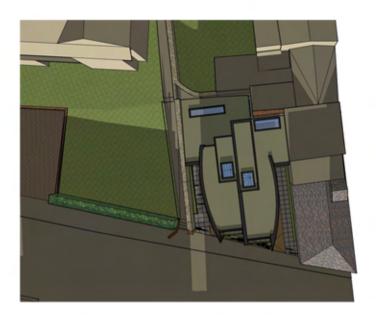
Existing Building December 10am



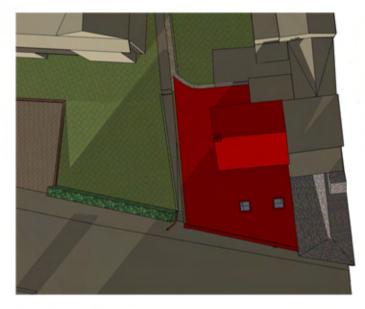
Proposed Building December 10am



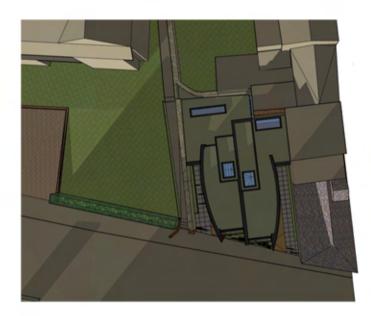
Existing Building December 12am



Proposed Building December 12am



Existing Building December 3pm



Proposed Building December 3pm



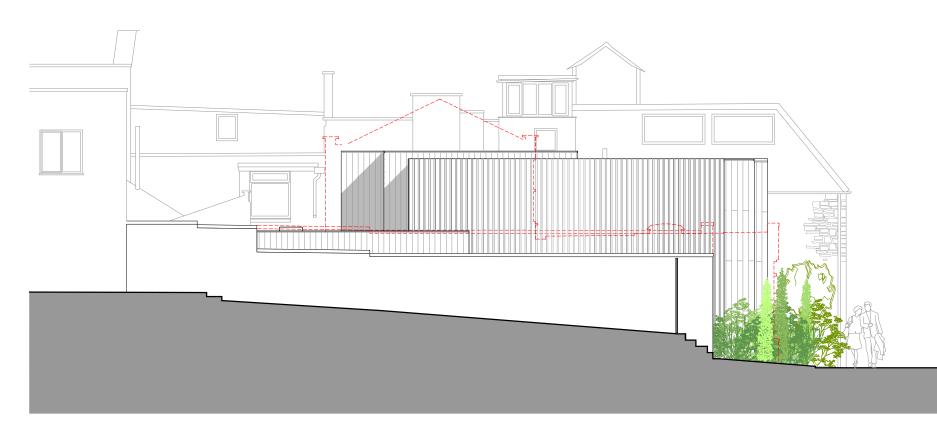
Existing Building December 6pm



Proposed Building December 6pm



Front Elevation, South Facing



MATERIALS

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PROPOSED DEMOLITION

