

WARD: Lawrence Hill **CONTACT OFFICER:** Kate Cottrell
SITE ADDRESS: Finzels Reach Bridge Hawkins Lane Bristol BS1 6JQ

APPLICATION NO: 14/03304/F Full Planning
EXPIRY DATE: 1 September 2014

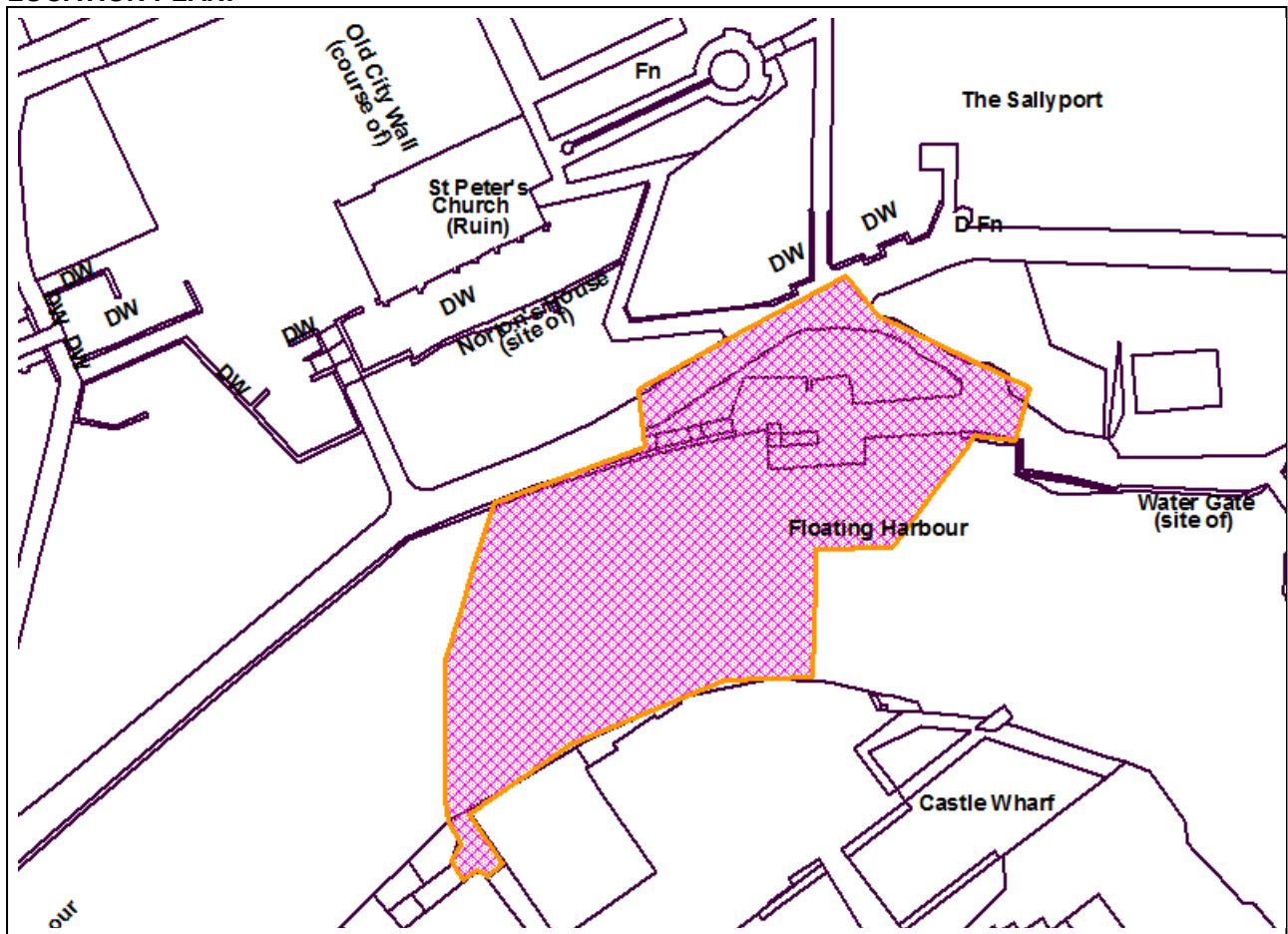
Proposed footbridge across the Floating Harbour, with associated landscaping and engineering works.

RECOMMENDATION: Refuse

AGENT: GVA Grimley Ltd
St Catherine's Court
Berkeley Place
Bristol
BS8 1BQ **APPLICANT:** Finzels Reach Property LLP
C/o Agent

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

LOCATION PLAN:



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SUMMARY

The approved development of the Finzel's Reach site (planning permission reference: 04/02177/F) was based on a comprehensive masterplan and comprised a compact, high density mixed-use scheme contained within converted historic buildings and a series of new buildings and also incorporating permeable and pedestrian friendly routes and spaces. The strong overall urban design structure, variety of uses and planned routes and spaces was seen to create a diverse and interesting public realm with good permeation and access. A bridge link (the Mobius Bridge) between the site and Castle Park on an alignment with Union Street was also approved. The Mobius Bridge was a clear span pedestrian footbridge springing from the first floor level within the Compressor Building on the site opposite St Peters Church in Castle Park.

Construction of the approved development was commenced in 2007 and some buildings were completed and occupied. However due to a change in the financial climate the site stalled and all development stopped in 2011 and subsequently went into receivership. Following almost 3 years of inactivity, the current applicant purchased the site in 2013.

The current application proposes an alternative bridge design and alignment linking Castle Park with the historic Hawkins Lane within the Finzel's Reach site from ground level rather than at first floor level as approved. The landing location proposed onto Castle Park (now above the Ferry Landing Stage to the east of the approved location) also differs from that originally approved, and thus results in a departure from the approved bridge alignment and that indicated in the emerging Bristol Central Area Action Plan and accompanying Public Realm and Movement Framework.

The rationale behind relocating the bridge landing point, based primarily on the desire to respond to the newer alignment linking with Cabot Circus as a key destination, is considered to be valid in principle, however the overall design and form of the bridge now proposed is however one that raises significant design and heritage concerns.

The desire to re-commence the development of this significant site is welcomed and encouraged. The LPA also fully support the principle of a new bridge from the Finzel's Reach site to Castle Park and the benefits of improving linkages in the central area are fully recognised as is the importance of the bridge in attracting commercial investment to the Finzel's Reach site. As such the proposed investment by the applicant is welcomed and the LPA have entered in extensive negotiations with the applicant to try to find a suitable solution. However, the applicant has requested that a decision be made on the bridge proposal as submitted without a final solution being agreed.

As any alterations to the approved scheme should not detrimentally erode the overall variety and activity of the development as a whole; its key principles or the special and historic character of the site and its surroundings, the application is recommended to Members for Refusal on the following grounds:

1. The overall design and form of the proposed bridge and associated landing point within Castle Park would result in an over dominant and incongruous structure that would appear visually intrusive within the open character of the Floating Harbour and Castle Park and associated key views and thus would detract from the character and appearance of the historic brewery site; the character and setting of the Redcliffe and City and Queen Square Conservation Areas and the setting of a number of listed buildings as well as failing to provide a comprehensive and high quality development. The design, form and structure of the proposed bridge would also limit the future potential to increase waterside activity at this part of the Floating Harbour and would also fail to provide a safe and robust surface for pedestrians and cyclists and surrounding residential amenity.
2. The application fails to demonstrate that flood risk would not be increased as a result of the development.

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The site occupies a very prominent location within the heart of the city centre, opposite Castle Park. The site is situated within the Redcliffe Conservation Area and includes the Grade II* listed Generator Building next to St Philip's Bridge on Counterslip. A number of other historic buildings (designated unlisted buildings of merit) are located along the edge of the Floating Harbour. The shared vision of SPD 3 'Future of Redcliffe' and the existing masterplan for the Finzels Reach site incorporated a high density mix of uses.

The approved scheme on the site (planning permission 04/02177/F) was based on a masterplan for a compact high density mixed-use scheme incorporating permeable and pedestrian friendly routes and spaces which respect the Medieval and Georgian street pattern within the site. The permission included a range of different uses, contained within converted historic buildings and a series of new buildings, creating a new and lively city block taking full advantage of its location adjacent to the river and linkages to Temple Meads and Broadmead via the Mobius Bridge. The strong overall urban design structure, variety of uses and planned routes and spaces was seen to create a diverse and interesting public realm with good permeation and access.

RELEVANT PLANNING HISTORY

Various permissions relating to the wider Finzels Reach site and its redevelopment have been given. The ones most relevant to the current application are as follows:

04/02177/F: Selective demolition of unlisted buildings in a conservation area and alteration to others. Re-development to provide a mixed use scheme comprising business (B1), 398 no. residential apartments (C3), retail units (A1), professional services (A2), food and drink uses (A3, A4 & A5), creche (D1), health and leisure club (D2) and a micro brewery (Sui Generis), with associated public and private open space, harbourside walkway, pedestrian and cycle bridge, landscaping, parking and servicing. Granted 21 November 2006

12/02450/F: Change of use of the Fermentation North Building at Finzels Reach from Use Class A1 Retail and D2 Health Club to Use Classes A1, D2, A3 and A4, and retention of the Compressor Building as Use Class D2 Health Club. GRANTED 18 December 2012

12/02457/F: Change of use of the Fermentation South and Microbrewery Building, Finzels Reach from Sui generis (Microbrewery) and A1, to Sui generis (Microbrewery), A1, A3 and A4. GRANTED 18 December 2012

14/02600/X: Variation of application reference 04/02177/F to allow at Ground Floor Level in the Finzels Building and Cask Store, 8no. residential units in lieu of 2no. cafe units (Use Class A3) and associated elevational changes at ground floor level. Revisions to layout and elevations to enable a reconfiguration of residential units are also proposed at upper floor level of these buildings. GRANTED 26.11.2014

14/01375/X Variation of application reference 04/02177/F to allow at Ground Floor Level of Hawkins Lane North, 2no. residential units in lieu of retail floorspace (Use Class A1). Revisions to layout and elevations to enable a reconfiguration of residential units on upper floors. GRANTED 26.11.2014

14/02308/F: Proposed Change of use of 2no. cafe units (Use Class A3) to 3no. residential apartments (Use Class C3) in Castle Wharf incorporating a minor extension and associated elevational changes at ground floor level. GRANTED 26.11.2014

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14/02306/X: Variation of application 04/02177/F to allow ground floor level of George's Wharf, 4no. residential units in lieu of cafe floorspace (Use Class A3) and associated external changes. GRANTED 26.11.2014

14/05475/F: Proposed alterations to the Fermentation and Compressor Buildings, including new and altered windows and openings into the external facades. Pending Consideration

14/05259/F: Proposed construction of a new hotel and retail unit with associated works. Pending Consideration

COMMUNITY INVOLVEMENT

(a) Process

Community consultation is not a formal requirement for full planning applications for non-major applications such as this; however the applicant has provided Statement of Community Involvement (SCI) in this instance. Within the SCI the applicant has confirmed that they undertook the following consultation prior to the submission of the application:

- Public Exhibition held on 7 May 2014
- In conjunction with the exhibition, attendees were invited to provide their views and comments regarding the proposed bridge on a pre-formatted feedback form
- Key local stakeholder groups and organisations were identified and invited to participate in the consultation, either through the public exhibition or through other meetings or correspondence.

(b) Outcomes

The applicant has stated in their summary within the SCI that the scheme altered as a result of these events as follows:

- Maximised the navigable width of the passage under the bridge by reviewing the fender protection, though the column support locations are at maximum span locations and cannot be adjusted further.
- The project team critically reviewed the design scheme, but ultimately felt that the bridge scheme presented remained a robust and attractive proposal, considering the practical, legal and planning constraints and obligations associated with this site.

EQUALITIES ASSESSMENT

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

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APPLICATION DETAIL

The application seeks the provision of a footbridge (for pedestrians and bicycles) across the Floating Harbour from the head of Hawkins Lane within the Finzel's Reach site to the Ferry Landing Stage area on the opposite site of the harbour adjacent to Castle Park. The proposals will result in alterations to the existing landing stage area with some associated landscaping and engineering works on both sides and in the Floating Harbour itself.

PUBLICITY AND CONSULTATION

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

40no. letters of support have been received and 48no. objections. These are summarised below, but full comments can be viewed online.

Objections*Navigational Issues and Loss of Harbourside Amenity*

- The proposed bridge design at Finzels Reach is a Safety issue for all Harbour Users and will restrict the recreational activities for which the Floating Harbour in Bristol is now used.
- The most experienced of coxwains and steersmen/women approach this bend with caution and have to be aware of all other Harbour Users and their relative competencies.
- Accidents and near misses have happened on this bend in the past, further viewing restrictions will increase the likelihood of occurrences.
- The bridge design as proposed is hazardous in that it is on a blind bend with obstructions that will inhibit a clear view, whether or not the minimum width requirements set out by the harbour master are met.
- The Waterway is used by several other recreational bodies as well as commercial bodies who will also be affected by this proposal and create a danger for them or others.
- The restrictions imposed on navigation by the bridge stanchions will also negate any rowing VIII boats from taking the bend in one, this will stop the two annual headrace events that occur from Temple Meads Bridges to the Cumberland Basin and provide a spectacle for the City of Bristol.
- The proposal has not considered the manoeuvrability and turning circle of large vessels (eg Canal boats, rowing boats). The off-centre bridge pier on St Philips bridge (100 meters up stream) is not shown in the proposed navigation drawing, this feature can result in downstream traffic being push to the centre/wrong side of the river, this combined with the reduced visibility caused by the proposed structure constitute a safety hazard which could result in vessels colliding
- Whilst the current design allows "Achieve an unobstructed navigable clearance width of 20m (2 x 10m rowing lanes)". This does not take into account 3 fundamental issues; 1) A rowing boat is over 20m long and when turning is a sharp corner, made worse by the buttresses, it will require more room, this ignores other larger dock users such as the Tower Belle etc, 2) Not all rowing boats are coxed and not all of that are (and other watercraft) will be coxed by experienced coxes and so may not be able to navigate as precisely as will be needed and 3) If a ferry is moored up at the landing station there will not be 2x 10m lanes.

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- Also row at night and use LED lights attached to the boat to ensure we are seen. However these lights sit low in the water and are not always seen by absent minded steersmen. The proposed LED lights on top of the fender supports would likely camouflage the lights of any approaching rowing boats as they would sit at a similar height in the water
- Rowers face backwards and those without coxwains look over their shoulder to check where they are going - the risk of a blade (oar) being caught under the fender construction is high causing damage to the blade and creating a high risk of capsizing
- The fender construction forces a boat to navigate away from the wall and directly into the stream such that it is impossible to steer the bow of the boat to the right of the stream. This will mean that longboats/ narrow boats and rowing craft will be unable to steer around the bend. There is a high risk of such boats thereby going straight on and effectively straddling the bend sideways. This not only puts those in the boat at risk from boats coming downstream (who will not have seen the danger unfolding as it is a blind bend) but in times of high wind or stream, results in the boat being stranded upwind/ stream of the bridge pillars and being blown back onto the fenders causing risk of injury and potentially loss of life.
- These regular water users are already aware of the hazards of this bend, a bend that has already been made more dangerous by the development at the Brewery, creating a walkway jutting out into the harbour causing a collision risk, which now has to be permanently buoyed.
- So many pillars in the water on this corner will reduce the normal flow of the water resulting in significantly greater levels of silting. The same process in the winter months will significantly increase the chance of the harbour freezing over at this point.
- The two fendered areas of water will collect rubbish and be hard to keep looking clean and serve no purpose what so ever to anyone. Any flotsam and jetsam or litter coming down the Frome/Castle Moat already accumulates in this area, the fendered areas will not allow the Folly and the Water Witch [rubbish collecting boats] to access these areas to clean up.
- The City of Bristol Rowing Club has been rowing on the docks since 1952 with its origins from the Bristol Dockers.
- The sailing club and other recreational activities are likewise a hub for leisure, children's education and charity events year round
- Bristol is one of a handful of locations where rowing can continue year around thanks to the ambient light of the city. It would be a loss to the city to lose such a unique feature.

Principle of a Bridge

- Footbridge is unnecessary as there are 2 bridges within metres of castle park area and although appreciate easier access for pedestrians and cycles, I think the money could be better spent around the harbour side and castle park within compromising the water use.
- There are two bridges very close by that could be adapted at a much smaller cost to meet nearly all of the claimed benefits of this proposal
- A bridge in principle is admirable, but not at the cost of the majority of the users of the water below it.
- If a foot bridge is really necessary at this site then it should be a bridge with no stanchions, piers, buttresses or supports in the water. It could possibly be a beam, truss cantilever or cable stayed bridge, but perhaps the best solution would be a suspension bridge, after all Bristol does have a

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reputation for such bridges.

- Hard to believe that there is any need for an additional crossing, so tested it this afternoon by walking & cycling between Bristol & Phillips bridges. The journeys, at a relaxed pace, were 5 & 2 minutes (north bank) and 3½ and 1½ minutes (south bank), respectively. I should add that this was done around 5-5.30pm, i.e. rush hour, and neither bridge was especially crowded for cyclists or pedestrians.

Design and Heritage

- The Floating Harbour has been in its present format since the 19th century, and the waterway with Brunel's involvement should be treated as a part of our heritage as much as the buildings in the City.

- Any bridge proposed for the harbour should in my opinion be of the highest quality and should also showcase engineering. It does not need to be iconic or expensive to be a well-designed and high quality structure. The submission appears to be an architect's design consisting of plate girders with some cladding to hide them. The design is simply not good enough for one of the most visible and important locations in the City.

- The design quality of this bridge is so poor, and the concrete piers in the harbour so obtrusive and unnatural that it will become a famous eyesore

- The original proposal was a simple single span with ample headroom that caused the minimum interference with the waterway.

- The development was required to retain and incorporate many of the water frontage buildings because of their historic significance and so far the effect has been to preserve the industrial character of this former brewery complex. This proposal, if implemented would partially obscure the frontage buildings with a structure that is obtrusive and unattractive in the CGI images, therefore likely to look worse in reality.

- This footbridge would transform the character of the harbourside in Bristol and lose some of the essence of what makes Bristol so special.

- The sinuous curve of the bridge is superficially attractive

- Can't the bridge be moved so that it is perpendicular to a straight part of the river and without supports?

- The structure should be re-designed to use a single span as originally specified, even though this will present an additional cost to the developer.

- It is not a natural feature of the landscape and is not necessary.

Highways, Access and Alignment

- Alignment the original proposal fulfilled a key pedestrian route between North Redcliffe and Castle Park and Broadmead beyond. It had a logic that was reflected in Council transport and urban design policies.

- The new route is more convoluted and departs from the optimal alignment, and as a result will be less popular.

- There is further inconvenience imposed on wheeled users as ramps on the north side take people

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even further away from the route to Broadmead.

- It is clear that the developer wishes to minimise the impact of vertical circulation space on the development site by transferring it to the Councils land. Even if the Hawkins Lane approach was adopted as the preferred route, there is no reason why the ramp couldn't be started further back with the waterfront walkway passing beneath it after all, those people using the waterfront route will be less likely to want to transfer to the bridge. Where the two routes cross would be where the lift and stairwell could be located. Then the waterway could be crossed in a simple single span, at high level, much as the Mobius bridge would have done.

- The size of this proposal, due to the height differential, is still not access friendly as those with mobility problems would be wanting the shortest possible distance to traverse - the short distance to existing bridges is therefore not likely to be an inconvenience to anyone.

- The water is used daily by recreational users and there are already fit-for-purpose bridges nearby

Impact on Castle Park

- With future land use of castle green also under consideration at present a bridge to the middle of this area seems an odd addition before its destiny is known.

Support*Location of Bridge*

- The revised location is better than the original Mobius bridge location, which was closer to Bristol Bridge and thus less of an alternative as a route.

- The original location would be less useful due to the lack of a step-free route directly across Castle Park to Broadmead. This could easily lead to pressure to create another path for bridge users, breaking up Castle Park even more than at present. The new location uses the step-free route across the park that already exists.

- The walking distance from office to the park doesn't allow enough time to spend a lunch break in the park or the city centre. This bridge would make a big difference

- At present as a business we are aware of how off putting it is for some users to walk around to Bristol Bridge and then cut through the Park to gain entry to the Galleries or Broadmead. Anything that makes this journey easier will be of a benefit to the City.

- The bridge could be a deciding factor in attracting new people and investment and that has to be good for employment. With the increased threat of further retail development at Cribbs Causeway the city needs to ensure that developments such as this are maximised to help the city retail offer.

- Will assist in redressing the balance of activity from Harbourside to the thriving Temple Quarter.

- The addition of a footbridge will give more direct connection to the shopping district and benefit those visiting the city

- Proposed bridge will be of huge benefit to guests and staff to the potential hotel at Finzel's Reach currently under consideration as it will provide a crucial pedestrian and cycle link to the other key city centre amenities and public transport nodes. It is a prerequisite of the substantial investment of a hotel in this location as a well-used cycle and pedestrian link between Temple Meads and the centre are critical to the sustainability and success of the new hotel.

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Design of Bridge

- Revised plans show that the cladding of these vertical bridge supports is now to be minimised. Provided these revisions are submitted and appear as revised information on the website objection is withdrawn.
- The bridge design is beautiful, a great addition to the city. Hope they pay attention to the acoustics of this bridge. The other footbridge near Temple Meads has a horrid metallic clattering sound as you walk across it
- This bridge would be a great enhancement to the area and should be approved and initiated as soon as possible
- The proposal is elegant, lightweight and discreet. It provides a pleasant modern addition to the existing bridges in the area.
- The design is modern yet sensitive to the landscape and buildings.
- The sinuous form and generous proportions of the proposal will provide many opportunities to pause whilst crossing the harbour giving a chance to appreciate the full sweep of this stretch of water as it approaches Bristol Bridge.
- Original proposal incorporating a lift for access was ill conceived and the revised plans take into consideration the impacts on local residents, pedestrians and marine users alike, representing a balanced compromise.
- The original plan involved an enclosed access to the walkway with a lift, and I think the new plan is an improvement because Lifts are prone to breakdown and stairs can be a difficult. The enclosed space might have attracted certain members of the community at night who might have made me feel unsafe in using the area.
- Can't see the point of a lift rather than stairs as per Cubex letter of 11/12. A lift sounds expensive to maintain and unnecessary
- Serpentine style pedestrian bridge which does away with public lifts and neatly and beautifully solves the height differential between the two opposing sites.

Harbour Navigation Issues

- It provides the necessary navigation channel and headroom which is challenging given the angle of the river and different points of connection.
- We understand that adjustments have been made to meet the objections of Rowers and other Water users and on that basis support the new bridge application.

Highway/Access Issues

- As more office space and residential property is developed in this area there is a greater need for better pedestrian access to the other side of the river.
- Currently all access routes are along busy roads which are less than ideal and the road crossings in place are too spread out and only cause further traffic congestion due the volume of people who are making their way through the city. This bridge would provide easier access for many and reduce the traffic congestion

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- Will provide a much improved link between Cabot Circus, the park and the offices/shops etc that are located around the Temple Back area.

-The footbridge will enhance the connectivity between Broadmead and Temple Gate area. It will also encourage the further use of Castle Park both for passers-by and users of the park. It will create a pathway towards Temple Meads and the Temple Gate area through a park rather than the congested vehicle bridges which are currently used

- It will improve connectivity to both sides of the river and access to the city without the need for segregation. The proposed gradients make it accessible to all.

- The bridge would make a great addition to the Bristol cycling network. I am proud of Bristol's cycle-friendly approach and believe that this bridge will also continue to send this positive message

- The link to Castle Park will promote more journeys through the park increasing its attractiveness at all times during the day

Impact on Memorial Trees

- Damaging impact of the proposed flight of steps from the landing point of the bridge which would cut through Normandy memorial in Castle Park and involve removal of 20 year old silver birch trees is no longer proposed.

Security Issues

- It will make the area a much safer place, along with bringing communities and together.

- It will make Castle Park livelier and a safer place to be after dark

- The lighting of the bridge will increase the sense of safety and discourage illegal activity such as drug use which is very frequent in Castle Park.

- Redesign of the landing area will make it less desirable for anti social behaviour

Other Issues

- The proposed bridge will be very close to our office (Clarke Willmott LLP) and we believe it will significantly enhance the entire area from both a business and residential perspective

- This bridge is essential to the rejuvenation of Finzels reach and to attracting businesses to the site

- With Bristol being the green capital I believe that a bridge design that is not dependant on any form of energy other than peoples feet, is the right option

1no. General Comment also has been received as follows:

-Security in terms of CCTV and adequate lighting needs to be implemented to prevent it being a crime hotspot.

- Concerned with the levels of anti-social behaviour through groups of people using it as a short cut.

- Residents with their bedrooms facing the river have to be able to continue living comfortably without increased noise and disruption. If this plan is to be successful there needs to be clear guidelines implemented in regards to the role of Finzels Reach Security.

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- The bridge needs to blend in well with the local scenery and not be too industrial looking.
- Boats and animals are plentiful here and an ugly bridge would ruin the natural habitat and beautiful view of the water when sitting on Castle Park looking towards the water.

OTHER COMMENTS

Cllr Mark Wright, Ward Councillor for Cabot Ward has commented as follows:

I object to the new plans for the bridge at this point. The restrictions to water navigation caused by the design are unacceptable, particularly for a bridge whose existence is largely to satisfy and aesthetic, and not driven by need or public desire lines. The original bridge plans didn't suffer in this way. If the developer wants a more iconic access to their property they are entitled to spend more money on making the existing plans more splendid in a way that doesn't affect navigability. In addition the plans would require the moving of a World War 2 memorial which consists of trees; i.e. it would mean chopping them down. Again, given that this is purely to give the developer a more iconic access to their property this is unacceptable.

English Heritage has commented as follows:

This proposal has the potential to impact on the settings of a number of highly graded Listed Buildings (e.g. GII* Church of St Peter) and Scheduled Ancient Monuments (e.g. St Mary-le-Port Church), as well as other designated and undesignated heritage assets (the Floating Harbour, the site of Bristol Castle, etc.). The proposed bridge also has the potential to impact on the character and appearance of the conservation areas in which it is situated.

The principle of a bridge across the Floating Harbour, from Finzels Reach, has been established by a previous permission; albeit on a different alignment. That bridge was of a dramatic design, but did cross the Harbour in a more direct manner and without intermediate supports.

We have previously expressed concerns, at pre-application stage, regarding a potential alternative proposal along that alignment and, whilst this proposal the form of this bridge is more architecturally interesting, we remain very concerned regarding its potential visual impact. Unlike conventional bridges, this bridge would run along the floating harbour for a considerable length, and will be prominent in local, and middle distance, views. Its prominence will be exacerbated by its section and the decision to clad the thin concrete supporting columns as metal fins. The river level fenders will also add to the visual impact of the proposals, which appear to considerably restrict the navigable section of the Harbour at this point.

Whilst we are aware that long, sinuous pedestrian bridges have been designed successfully in other locations (e.g. Castleford) we are unconvinced regarding these proposals in this location. We appreciate the desire to avoid reliance on a mechanical lift to overcome the difference in levels between the two sides of the Floating Harbour. However, if there is an overwhelming desire to avoid steps, we would suggest that consideration be given to accommodating part of the ramped structure within the Finzels Reach site itself, either internally or externally. Alternatively, the bridge could enter the site at a higher level as originally permitted in the existing permission.

The Civic Society has commented as follows:

Introduction

The Society regrets that the developer's pre planning application process attracted little interest. The Society, in its pre-app response questioned the policy assumption of need of this bridge. As an appendix, the Society attaches its pre-planning application response that sets out its reasons. The

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Society's principal response remains unchanged; it is hard to believe the bridge would be as heavily used as the design envisages. The bridge does not appear to be an obvious route to and from Temple Meads station. The Society believes that the desire lines of most pedestrians will take them over Bristol Bridge to the old city the Centre Promenade or over Saint Philips Bridge to Cabot Circus. The bridge would probably be unpopular after dark and do little to promote the commercial viability of the developer's commercial development. With as much force as possible, the Society maintains its principal opposition to the bridge and proposes that the Council and developer renegotiate their section 106 agreement and invest the developer's contribution to enhance Castle Park. That outcome would produce a better cost benefit for the public, the developer and Fintel Reach's future residents than would the bridge.

The design of the bridge

Without prejudice to the Society's principal objection, if the Council proposes to approve the bridge, the Society has suggestions to improve the design. The original Mobius Bridge (£6m.) always seemed to have been misconceived. Apart from avoiding the 'lift problem', moving the abutment to the east is better for the park and probably more useful. The bridge would arrive nearer water level where there are already steps and step-free ramp connections to the main Park level and its footpaths. However, the new approach to the bridge would have an unacceptable impact on this part of Castle Park. The new 3.5m wide flight of steps up to the main path level would bisect the present retaining wall and require the removal and replacement of the present D Day memorial with its plaques and the 5, well-established memorial trees. The steps are not required, there are steps to the west and a ramped path to the east, which would be widened to 3.5m.

The bridge would have a major impact on the view from Bristol Bridge and would block this reach of the river. Whilst the bridge deck and railings appear simple and elegant and reduce the visual impact of the bridge, the large steel clad boxing, which widens to 7m at the top envelops the steel columns that support the deck. The column treatment increases the visual impact of bridge and reduces its visual permeability. The bridge fails to achieve the simple lightweight quality of either Valentine's Bridge or Meads Reach Bridge. The response from recreational water users' groups is inevitable and correct. The Society's pre-app response anticipated the substantial adverse effect that the obstruction that this bulky bridge would cause to the future use of the river. The management of cyclists and pedestrians is unclear as is the maintenance responsibility.

A further comment was received on 2 February 2014

This response is supplemental to its original response of the 22nd July 2014 and follows a further meeting with the Applicant's architect and planning agents to show revisions to the original design.

The Society supports the policy of increasing the access over the river for pedestrian and cyclists and which would make development in Redcliff more accessible and attractive. The current revisions to the original design, to which the Society objected, and recently shown by the Applicant to the Society included:

- (i) Removing the fairings from the piers to reduce them to simple piloti. The Society would prefer the piers to stand in the water without crash barriers but the barriers may be a Council safety requirement.
- (ii) The piers moved closer to the banks, to extend the width of navigable water.
- (iii) A simple abutment to the Park without a new central stair, at right angles to the river.

The Society's aim is to secure a bridge in a simple and elegant design of which the city can feel proud. The Society would withdraw its objection if the Council is satisfied that the original design, revised as summarised above, is the only design of bridge capable of spanning the river and accommodating the height differential between the Park and Redcliff banks. If the Officer's report to the Planning Committee supports this option, the Society will withdraw its objection. If there are

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other options, the Society reserves the right to comment further.

The Castle Park User Group have commented as follows

The Castle Park User Group object to the planning application for the construction of the Finzel Reach bridge and associated works. The reasons are listed below. Firstly for the detrimental affect it will have on the park itself. The park is not simply a way to get from A to B; it has an intrinsic purpose, which will suffer from its increasing use as a thoroughfare. The park and its surroundings together form an ancient site which marks the birth place of Bristol. The requirement for; and the design of the bridge, are wholly at odds with the nature of this site and will help destroy its historic character. In addition, there is an existing bridge only a stones throw from the proposed site; this functions perfectly well for the needs of pedestrians and cyclists and has the added advantage of being both beautiful and historic. Finally the memorial site on Castle Park is simply that; a site in memory. Its trees, weeping birches, commemorate the five Normandy D-day beaches. This site will be cut in two and the trees felled and 'replaced' if the proposed application goes ahead. This is a wholly improper suggestion and should be dismissed out of hand. It is the rights and wishes of the people of Bristol which should hold sway regarding this planning application and not the requirements of commerce.

Destination Bristol has commented as follows:

In my role as the Broadmead BID manager (I am employed by Destination Bristol) and on behalf of the retail businesses in Broadmead, I would like to confirm our support for the application for this new bridge which will connect Finzels Reach with the retail heart of Bristol city centre, now known as Bristol Shopping Quarter. Since before the completion of Cabot Circus, there has been a well-supported aspiration for a footbridge across the river to Castle Park and with the further planned development of Finzels Reach, this would seem an essential addition. Not only would this provide an alternative, more direct, route to Broadmead, The Galleries, Quakers Friars and Cabot Circus but it is hoped that it will act as a catalyst for much needed improvements to Castle Park, particularly in terms of signage, maintenance and lighting. (This is something that Destination Bristol has been supporting for many years, having received lots of negative feedback about Castle Park from visitors and locals).

This new link will be welcomed by all the retail businesses who will benefit from the additional footfall from staff and residents located in the Finzels Reach area. Destination Bristol has also been challenged by their members asking for improvements to the whole area. The design of the bridge appears to be well-thought through, both in terms of appearance and accessibility; the lack of requirement for a lift or escalators is to be welcomed as these too often include structures which are de-faced with graffiti and result in areas becoming run-down.

The use of the ferry landing point also seems to be sensible and should further improve this area and hopefully encourage additional use of the ferry service. This is another area which Destination Bristol has had feedback upon, as ferries are very popular with visitors to our city.

For the reasons above, we fully support this proposal and hope that it receives permission to go ahead in the near future.

Sustrans has commented as follows:

Sustrans commented on the scheme design at an early stage in the planning design process and we're pleased that these comments were taken on board the width of the bridge has increased to 4m providing adequate width for shared use. It seems appropriate that the width isn't greater given the constraints posed by Hawkin's Lane. Given recent experience of a lack of maintenance of lifts elsewhere in the city that provide wheeled users with the only access, we're pleased to see a fully ramped option from the development to Castle Park. The proposed bridge will form a useful

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addition to the local walking and cycling network, opening up a part of Redcliffe that currently sees very little pedestrian and cycle traffic. We are concerned that the deck is proposed to be timber which, bearing in mind, the curved ramps, may create an accident risk if proper attention is not given to the design and maintenance of anti-skid solutions.

The Bristol Community Ferry Boats Company has commented as follows:

We oppose this plan in its current form. There have been many objections from others and we echo all that they say. This proposal creates such a danger for water users that if it proceeds there will be serious, potentially life threatening, injuries. With 40 members of staff understanding the issues to safety and navigation raised by this proposal we strongly object to this proposed bridge. This stretch of water is used on a daily basis by passenger vessels, canoes, kayaks, gigs, rowing boats, paddle boarders and leisure craft. These regular water users are already aware of the hazards of this bend, a bend that has already been made more dangerous by the development at the Brewery, creating a walkway jutting out into the harbour causing a collision risk, which now has to be permanently buoyed.

The Brewery would not be undergoing development into flats if not for the water. If the developers cannot add to the existing beauty they should certainly not be allowed to detract from it. It is a long blind bend and navigation around the bend is affected by wind, flow and the level of experience of the person handling the vessel. The vast majority of water users on Bristol City Docks are amateurs using the water for leisure - their skillset varying dramatically. There are already near collisions at this point on a regular basis, any further narrowing of the channel will increase this problem.

All other bridges on this stretch are either the total width of the water span or have two 'arches'. For reasons of safety the harbour navigation rules require that boats going up use one arch and boats coming down use the other. This proposal purports to echo the maximum span of Bristol Bridge of 20m and adopts this as an acceptable total span. If boats only went in one direction this just might be acceptable but they don't and there is no 'second arch' proposed.

The proposed 'fender' construction is dangerous and inappropriate for many reasons. The water level in the harbour is not constant, and can change with no notice as much as a metre in a small space of time. Any small vessel/debris/tree branch runs the risk of getting caught impeding navigation and creating a capsize risk. So many pillars in the water on this corner will reduce the normal flow of the water resulting in significantly greater levels of silting. The same process in the winter months will significantly increase the chance of the harbour freezing over at this point.

The two fendered areas of water will collect rubbish and be hard to keep looking clean and serve no purpose what so ever to anyone. Any flotsam and jetsam or litter coming down the Frome/Castle Moat already accumulates in this area, the fendered areas will not allow the Folly and the Water Witch [rubbish collecting boats] to access these areas to clean up.

I cannot sufficiently stress how much the proposed structure impedes all water use. There is no good reason for it to not be a single span, at significant height as per the original Mobius design. Should this bridge go ahead in this proposed state I think it would greatly detract from the potential beauty of this area and make life more dangerous for all water users. In a city famed for its engineering, ingenuity and design, in the year of the 150th anniversary of the opening of our great suspension bridge do we not owe it to both Brunel and to the City of Bristol to try harder and be better; to create something beautiful and to marry that beauty with fit for purpose. The current proposal is neither beautiful nor functional for all parties, especially water uses.

The Bristol Tree Forum has commented as follows:

We object to the loss of the 4 good quality trees as they provide a high level of amenity both visual and shade (sitting under, picnics etc). One of the options in the tree report is to replant the trees

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back after the construction has finished, we have taken advice and are told this is unlikely to work since the trees will in most likelihood die over the following decade. Additionally the replanting would be either side of the steps and totally ruin their location value as a picnic spot. If they have to be removed (and remember they are 50 year D Day commemorative trees) they should be fully BTRS mitigated with replanting nearby providing trees that within 20 years can have the same visual amenity and some in a quiet spot for sitting under.

BCC Harbour Master has commented as follows:

The original design (Mobius Bridge) was one that would not have impacted on the Navigational width of the Floating Harbour but from what I gather it was very expensive and could not have been made DDA compliant. I believe the brief in designing and building this bridge is to link the development to Castle Park and Broadmead beyond.

Not convinced of the need for a bridge given others in close proximity, however if it is decided that a bridge needs to go in this position then we have to work with this to make the development the best as possible.

Due to the footprint of the development and the heights of both sides of the floating Harbour the design is such that it needs to be DDA compliant and 'bike friendly' therefore the gradient of the bridge cannot be too steep. The design although not perfect, makes the best of the issue, the Navigational width is reduced in this area, but the 'Ballast Seed' garden will be removed making the turning on the bend wider, and the 'span' has been designed to be 23 m where the next bridge up (Bristol Bridge) only has a span of 20m. The issue of making Navigation in this area more dangerous is one that will or course increase but the design is such to reduce this to a minimum. Indeed the area used for Navigation is such that vessels do not navigate near to the wall on the Finzels Reach side and over to the Castle Park Landing Stage side, therefore the usable Navigational width is now only about the same.

It is the Harbour Authorities opinion that the need for the bridge there at all is one that needs to be addressed. If the need for the bridge is rejected then the whole issue of aesthetics and navigational width is taken away. The proposed design is the best at what is being imposed if a bridged link is being forced upon the developer.

Concerns over the reduction in Navigational width are valid but as above I do not know how the design as proposed can be improved. It is the issue of the location of the bridge on this bend that is the main problem. If the Bridge was moved one way or the other it would not be close to Castle Park (the main purpose) and be too close to the other bridges (making the bridge invalid). It is the issue of the bridge being placed there at all which needs to be addressed. Within the design as submitted the reduction in Navigational width has been addressed to what I believe the risk being reduced as much as possible, this risk cannot be eliminated at all.

The ferry landing stage is not well used at present due to its location; it is also not used at night at all due to anti-social behaviour on the landing stage itself. This may well change if and when the new bridge is in position.

Was not aware of floating reed beds, would not support this as would serve to reduce the Navigational Channel further and as experience has shown reed beds become a magnet for all floating rubbish in the Harbour and will be impossible to clean. This area of Finzels Reach (Brewery Bend) is well known after high spring tides and calm wind for masses of rubbish to collect (due to the water flow within the Harbour).

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The idea of creating a bridge link between the former Courages Brewery site and Castle Park emerged as an integral part of the Finzels Reach development. Initially discussion took place as early as 2001 when a link with Broadmead focused firmly on an alignment with Union Street and wider connections between Temple Meads, Broadmead, the Bus Station and the Royal infirmary.

The outcome of the initial application was the proposed Mobius Bridge, a clear span pedestrian footbridge springing from the first floor level within the Compressor Building opposite St Peters Church, on the Union Street alignment. The proposal included a lift within the Compressor Building to access the Bridge which would be maintained as part of the new development.

For a number of reasons, including the overall cost of the Mobius Bridge, and the unwillingness of the current applicant to take on the responsibility for maintaining an internal public lift, the current application proposes an alternative bridge location linking Castle Park with the historic Hawkins Lane one of a number of ground level slip passageways on the former brewery site.

The landing location proposed onto Castle Park differs from that originally agreed, and is also a departure from the alignment indicated in the Bristol Central Area Action Plan and accompanying Public Realm and Movement Framework. In addition the previous alignment is included within the aspirations set out within SPD3 Future of Redcliffe. The rationale behind relocating the bridge, based primarily on the desire to respond to the newer alignment linking with Cabot Circus as a key destination, is considered to be a valid one in principle, although the resultant design and form of the bridge is one that raises concerns.

Design Objection

Whilst there remains general support for establishing pedestrian and cycle connection between Finzels Reach and Castle Park, the primary basis for the design objection to the current proposal is the adverse impact on the visual amenity and use of the City Docks given the extended length of the proposed structure and its alignment within the Floating Harbour. Furthermore the detailed design of the bridge raises concerns related to achieving an appropriate high quality that is both visually prominent and provides a robust, maintainable and safe surface treatment that ensures a good user experience for both pedestrians and cyclists.

Key Design Issues

1. Visual impact on the character of the area.

The current proposal is considered to be contrary to the following policies: Core strategy BSC21 Quality Urban Design and in particular the failure to contribute positively to the area's character and identity; Development Management Policy DM26 Local Character and Distinctiveness and the failure to retain important views around the site, and respect the local pattern and grain of the area

The length and appearance of the proposed bridge are of concern with regard to visual impact upon the character and identity of the immediate context of the section of the Floating Harbour between Bristol Bridge and St Philips Bridge. The site is particularly visible given the open aspect of Castle Park which affords dramatic and uninterrupted views of the larger scale post-industrial buildings of the former brewery site rising directly out of the dock. The ongoing regeneration of the former brewery site has continued to add to this group incorporating modern offices and apartments alongside retained historic buildings and developing a tight waters-edge walkway threading its way beneath and between the blocks.

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The extended and sinuous form of the proposed bridge is a result of a number of design decisions which taken individually appear valid, but together result in an over large structure that would appear visually intrusive within the open character of the floating harbour and detract from the existing and dramatic elevation of the former historic brewery site.

Whilst springing the bridge from Hawkins Lane has a rational in terms of its direct alignment within the Finzels Reach development and onward journeys towards Counterslip, it is a relatively low point at the Harbour's edge, and results in a tortuous alignment when choosing to connect with Castle Park at a position above the existing ferry landing stage, the site identified by the applicant to accommodate a more direct link to Cabot Circus.

There is an agreed need to achieve a height above the water to allow boats to use the Harbour, without the need for lifting or other mechanisms. The decision not to spring the bridge from a higher point within the current development site, or increase levels associated with the as yet incomplete waterside walkways add to the length of the structure and result in an uncomfortable relationship of an extended walkway within the Harbour running parallel to the buildings and emerging walkway to the south.

2. Impact on the setting of existing historic assets

The current proposal is considered to be contrary to the following policies: Core Strategy BSC22 Conservation and the Historic Environment with regard to safeguarding or enhancing heritage assets in the form of surrounding historic buildings both as part of the former Courage Brewery and at Castle Park; Development Management Policy DM31 Heritage Assets and a failure to demonstrate that all reasonable efforts have been made to mitigate the extent of harm to the setting of both listed and historic buildings and the character and appearance of the conservation area.

The historic setting and the presence of acknowledged historic asserts within the immediate context increases the sensitivity of site with regard to both the urban design and detailed design aspects associated with the bridge. Furthermore the policy context raises the importance of demonstrating reasonable efforts to mitigate any harm on the setting of listed buildings, scheduled monuments and the character and appearance of both the Redcliffe Conservation Area and the City and Queen Square Conservation Area. In particular the Redcliffe Character Appraisal acknowledges the importance of the relationship between the harbour and the former brewery site stating:

(Paragraph 6.3.7) Former Courages Brewery Site (group) - This complex is highly visible from Castle Park and has a strong building line that responds to the edge of the floating harbour.

Whilst the applicant has to an extent responded to a number of suggestions for different approaches aimed at achieving a more direct line across the harbour and to reduce the visual bulk and intrusion of the structure, no clear alternative design solution has come forward during negotiations around the current application. The previously approved Mobius Bridge solution is considered too costly by the applicant together with the need to maintain a lift and stepped access within the Compressor Building. The higher springing point for the Mobius Bridge now not preferred by the applicant who is looking to utilise the area for a commercial let.

The assessment of alternatives has been limited by a number of factors imposed by the applicant, not least insistence on the precise landing positions at Hawkins Lane and Castle Park, and the unwillingness to consider raising levels within the development site resulting. Added to this has been an insistence on a 1 in 22 gradient for the ramped sections of the bridge, although consideration of steeper gradients such as an acceptable 1 in 15 could be made to work within the guidelines and spirit of achieving a fully accessible and DDA compliant solution. As such it is not considered that the efforts to find a more effective alternative to the Mobius Bridge within the sensitive historic setting has been undertaken with the necessary application and skills and he been limited by a number of factors unnecessarily imposed on the design process by the applicant.

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The current proposal is considered to be contrary to the following policy: Development Management Policy DM22 Development Adjacent to Waterways and in particular the loss of open waterway resulting in reduced opportunities to enhance the recreational role of the Floating Harbour.

The design of the proposed bridge has an adverse impact on the impact upon established use of the waterway which will be altered by the loss of approximately a third of the navigable space.

The extended meandering form of the bridge increases the need for bridge supports within the water, which has raised concerns associated with the use of the harbour for vessels including narrow hull rowing and sculling boats and the existing ferry boats operating in the docks.

Design changes to remove applied metal profiled fenders to increase visibility around the supports may marginally help navigation but raise further concerns with regard to the overall design quality of the Bridge. Furthermore protective rails at within the water aimed at reinforcing the reduced navigable areas of the harbour, raise additional concerns with regard to their visual impact and fears of creating a litter trap that will further reduce the appearance of the dock.

Bristol's Floating Harbour has been increasingly characterised by its use for water based recreation, commercial moorings, and increasingly as an attractive and sustainable way of moving around the city centre. The stretch of harbour between Bristol Bridge and St Philips Bridge is currently under utilised in this respect, however the continuation of waterside access as part of the ongoing regeneration of the former brewery site, together with an increased waterside activity being considered on Castle Park, increase the potential for achieving a more active use of the dock along the lines of what has been achieved at Redcliff Backs, Temple Back and increasingly at Temple Quay. It is considered that the form and structure of the proposed bridge will significantly limit the potential to increase waterside activity at a highly visible part of the Floating Harbour.

4. Detailed design issues responding to the Docks context and the promotion of alternative walking and cycling routes within the city centre.

The current proposal is considered to be contrary to the following policy: Development Management Policy DM28 Public Realm and the contribution of a safe, attractive, high quality, inclusive and legible public realm that contributes positively to local character and identity and encourages appropriate levels of activity and social interaction, with particular regard to the sensitive integration of movement infrastructure.

It is considered that the proposed landing point in Castle Park presents a valuable opportunity for public realm/landscape enhancement. At present the scheme shown for the landing point appears functional but not offering much in the way of place-making. An approach could be taken to use this space as a place people can stop, sit and enjoy views of the river and the activity of the bridge. Making more of the steps to provide an informal terrace of seating/steps such as that found at Temple Quarter and in the city centre should be considered. Taking this approach with integrated planting and lighting will require a fundamental rethink of the current proposal. More detail is needed regarding the quality of material finish proposed for the landing points and how the landing points will be integrated into Hawkins Lane and Castle Park in such a way as to enhance both locations.

The detailed design of the bridge suggest a light weight form and structure to support the applicants view that the propose bridge will an elegant bridge solution. There are concerns however with regard to the timber surface materials and the suitability to provide a safe and robust surface. As such it is considered that the proposal is underspecified and achieving a more suitable surface

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finish will possibly affect the overall weight and design of the structure away from the current detailed proposal. It is understood that the bridge is currently intended to be owned and managed by the Finzels Reach development, although there is risk that pressure is applied for the City to adopt the bridge. Currently the detailing of the bridge suggests that there would be concerns about the materials and specification which further reinforce a general dissatisfaction with the current design.

BCC Transport Development Management has commented as follows:

Principle

The principle of a new bridge from the Finzel's Reach site to Castle Park was established by the previous consented 04/02177/F application on the site. The new bridge is part of a proposed pedestrian / cycle route identified under Policy BCAP30 and BCAP32 of the emerging Central Area Action Plan within the Local Plan.

Route and Bridge Status

The bridge should provide as direct a connection as possible across the harbour from Finzel's Reach to Castle Park. However it is considered due to constraints including the level difference of over 6 metres between the land on Castle Park and Finzel's Reach that a curved bridge connection is a suitable solution. The route is required to be a continuously open route to the public all day and year round.

Bridge Design

Whilst the bridge is not being offered for adoption by the highway authority transport development management still have a number of concerns with the design that has been proposed.

The 4m width indicated is considered adequate for shared use, subject to the railings tapering outwards at the top to allow more effective space for bicycle handlebars. This width is comparable with other similar bridge structures such as Pero's Bridge, and Valentines Bridge.

The lighting details should be agreed with the lighting team by condition.

A suitable solid non-slip surface should be provided and agreed with the highway structures team via condition as wooden decking would not be considered suitable.

The barriers at either end of the bridge would likely result in congestion between both cyclists and pedestrians and should be removed as part of the detailed design.

The construction detail of the bridge structure will be subject to approval of the highway structures team and the docks department regarding navigation sought by condition.

Castle Park Bridge and Finzel's Reach Landing Areas

The steps facing the bridge into Castle Park have been removed in the latest plans. Transport development management would recommend these to be retained as providing a directly convenient connection up to the main pathways in the park, although it is noted the memorial area would require remodelling.

The ramped pathway from the Castle Park landing area up to the cycle and footpaths is not direct although given the level difference it is accepted a more direct route may not be possible and accepted. The ramped pathway should be 4m in width between the harbour and retaining walls and embankment below the memorial green space due to the reduced effective width (see following plan).

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It is recommended that the bridge deck and hand rails on the end of the bridge landing into Castle Park should be curved toward the pathway to create a more direct connection (see plan).

It is noted the widened existing ramped pathway from Castle Park landing area up to the main footpath and cyclepath has a gradient of 1:10 over 10m as mentioned in the transport statement which is steeper than 1:20 gradient for DDA compliance.

In order to prevent conflicts between cyclists and pedestrians around the Finzel's Reach landing area a low wall or similar is recommended extending partway south over the tapering step (see following plan).

In addition if the steps shown by the Well Head building should be removed to maximise circulation space and reduce conflicts

The pathways, landing areas and steps should provide suitable means of drainage to prevent excess surface water run-off. Sufficient lighting as with the bridge should be provided at both landing areas to light pathways and steps agreed by the lighting and parks teams. These details would be sought via condition.

Construction Management

The bridge would require a construction management plan to prevent causing an undue impact on the local highway network and area including.

Conditions

- Construction management plan
- Lighting
- Bridge construction details including appropriate railings and surfacing
- Castle Park & Finzel's Reach landing areas including associated works to pathways and steps
- Drainage details

BCC Nature Conservation has commented as follows:

This proposal crosses and directly impacts upon a Wildlife Network Site (in line with policy DM19 in the Site Allocations and Development Management Policies these sites will become known as Wildlife Corridors), Floating Harbour - Upper Reaches. Accordingly pollution control measures should be undertaken during construction to prevent impacts on the water quality of the Floating Harbour and measures taken to maintain a dark corridor along the Floating Harbour for protected species.

A Construction Environmental Management Plan should be conditioned to address pollution control measures during the construction of the proposed bridge. This is to prevent undesirable ecological impacts on the Floating Harbour - Upper Reaches Wildlife Network Site.

Concerned about the ecological impacts of the proposed bridge lighting proposal document Ref P-137-(001)-PA-FR. Because, of protected species in the vicinity all lighting should be avoided except the minimum level of lighting of the bridge and Castle Park (if any) which is required to meet Health and Safety (including navigational) requirements. The uplighting of trees in Castle Park is undesirable because it will create a barrier to bats commuting along the Floating Harbour. A lighting contour plan with lux levels is required to evaluate the proposals. In the absence of a detailed lighting contour plan showing predicted lux levels I object to this proposal. It is essential that a dark corridor is maintained along the Floating Harbour - Upper Reaches Wildlife Network Site for nocturnal wildlife. Excessive lighting would sever this wildlife corridor.

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A planning condition is recommended requiring details for any proposed external lighting including a lux level contour plan, and should seek to ensure no light spill outside of the site boundaries. Guidance: According to paragraph 125 (page 29) of the National Planning Policy Framework (2012), 'By encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.'

Again due to protected species in the vicinity the applicant should confirm at the earliest opportunity please whether or not construction methods include percussive piling. If construction methods include percussive piling, a planning condition will need to be applied. Also a condition is recommended requiring works associated with the development hereby approved, in, adjacent to, or impacting on the river shall operate during daylight hours only, ceasing operation one hour before sunset and not commencing until one hour after sunrise.

This proposal will impact upon the trees and landscape of Castle Park. Trees and shrubs are likely to be removed as part of this proposal. All species of wild birds, their eggs, nests and chicks are legally protected until the young have fledged. The Preliminary Ecological Appraisal dated June 2014 recommends a pre-commencement of development check for nesting birds to include the embankment wall in Castle Park. A condition covering this is requested.

The Preliminary Ecological Appraisal dated June 2014 recommends the provision of bird and bat boxes in Castle Park and a condition covering this is requested.

Landscaping of the site should predominantly employ native species of local provenance including berry and fruit-bearing tree, hedgerow and shrub species for birds and nectar-rich flowering plants for invertebrates and a condition covering this is requested.

A site visit on 11 August 2014 confirmed the presence of Cotoneaster in the Castle Park element of the red line planning application area on site. As a planning condition, Cotoneaster should be removed from the site and omitted from any planting proposals because several Cotoneaster species are included on Schedule 9 of the Wildlife and Countryside Act 1981 and tend to be very invasive of semi-natural habitats. It is an offence under section 14(2) of the Wildlife and Countryside Act 1981 to "plant or otherwise cause to grow in the wild" any plant listed in Schedule 9 Part 2 of the Act.

Please note the recommendation to provide wildlife pontoons (e.g. floating reed beds with waterfowl nesting opportunities incorporated) in the Preliminary Ecological Appraisal dated June 2014. This is strongly supported and the wildlife pontoons could be provided within the proposed fenders on either side of the Floating Harbour. Can their provision be conditioned as an ecological mitigation and enhancement measure (Bristol City Council Local Plan Policy DM19 and paragraph 188 on page 27 of the National Planning Policy Framework refer).

Archaeology Team has commented as follows:-

The landing area for this bridge on the Castle Park side of the Floating Harbour lies very close to known nationally important remains of Bristol Castle. It is difficult to know at this stage exactly whether these proposals will have an impact on any archaeological evidence associated with the castle, although the creation of the new steps will be cutting into an area of the park that could have some archaeological potential. I recognise that it will be impossible to undertake pre-determination archaeological work on this site given the existing constraints. It is also possible that previous works on the site has severely compromised the archaeology particularly given that this area was the site of the large Regent Cinema before World War II. However, should this application receive consent I feel that some archaeological work will be required to ensure that any remains, including those relating to the cinema, are adequately recorded. It will also be necessary to have an archaeological record from any geotechnical boreholes taken from the Floating Harbour to provide further evidence

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of the history of the former River Avon. These works can be secured through attaching the conditions for a programme of archaeological works.

Contaminated Land Environmental Protection has commented as follows:-

I have reviewed the proposed application, to my knowledge the existing contamination conditions for the brewery development have been signed off.

Overall the only potential concern would be contamination disturbed during the construction phase so I would like the C1 watching brief condition only.

Crime Reduction Unit has commented as follows:-

Having looked through the documents I would like to raise a couple of concerns I have with this proposal. The DAS mentions that the design will be such as to ensure natural surveillance; though there would be some properties that could view the bridge I believe that due to the fact that Castle Park offers very limited surveillance opportunity especially during the evening /night there would be the need to aid natural surveillance with formal surveillance. I would recommend that to enhance surveillance there should be a CCTV system installed to monitor the bridge and approaches at all times and that any lighting installed must be compatible with the CCTV system. The surrounding areas have been used by skate boarders in the past and I believe that the bridge could be used as a skateboard track, I would suggest that appropriate signage should be used to both inform and instruct, this could be to inform cyclist to dismount and to prevent the bridge being used by skateboarders

Environment Agency (Sustainable Places) has commented as follows:-

The Environment Agency objects to the proposed development, as submitted, on the following grounds:

At present we consider the Flood Risk Assessment (FRA) and other details submitted are not sufficient to meet the requirements of the NPPF and Planning Practice Guidance. In particular the submitted information fails to adequately take the impacts of climate change into account and demonstrate that flood risk won't be increased as a result of the development.

We note the proposal to set the soffit level of the proposed bridge lower than the 1:200 year plus climate change flood level of 9.7 mAOD. We require the following:

- 1.A more detailed explanation as to why the complete length of the bridge cannot be setup above (or nearer to) 9.7 mAOD.
- 2.A more detailed elevation/cross-section of the bridge clearly showing the level of column caps
- 3.Clarification of the percentage area of the Floating Harbour level obstructed by the bridge supports up to a range of levels (6.2 mAOD, 8.4 mAOD and 9.7 mAOD).

We also recommend consultation with Bristol Harbourmaster regarding whether they are satisfied with the design.

For the applicants information under the terms of the Water Resources Act 1991 and the Land Drainage Byelaws, the prior written consent of the Agency is required for any proposed works or structures in, under, over or within 8 metres of the top of the bank of the Floating Harbour, designated a 'main river'. The need for Flood Defence Consent is separate from the need for planning permission. To discuss the scope of our controls and to obtain an application form please contact Colin Taylor on 01278 484610.

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Flood Risk Manager has commented as follows:-

Confirmation of the drainage plan for the new bridge is needed presumably this will outfall directly into the Floating Harbour but can details of the drainage strategy be provided

Pollution Control has commented as follows:-

Have some concerns regarding noise from pedestrians crossing the bridge affecting nearby residents, we have received complaints regarding noise from Valentines Bridge, Temple Quay, regarding noise when people walk or cycle over the bridge.

Need to know is that the bridge is properly constructed in order to minimise noise to nearby residents. Only other concern will be regarding the potential for light pollution from the bridge.

I would therefore ask for the following conditions should the application be approved:

1. Noise from development

No development shall take place until an assessment on the potential for noise from the development affecting residential or commercial properties in the area has been submitted to and approved in writing by the Council. The assessment shall include noise from:

Noise from pedestrians or cyclists crossing the bridge

If the assessment indicates that noise from the development is likely to affect neighbouring residential or commercial properties then a detailed scheme of noise mitigation measures shall be submitted to and approved in writing by the Council prior to the commencement of the development.

The noise mitigation measures shall be designed so that nuisance will not be caused to the occupiers of neighbouring noise sensitive premises by noise from the development.

The noise assessment shall be carried out by a suitably qualified acoustic consultant/engineer and shall take into account the provisions of BS 8233: 2014 " Guidance on sound insulation and noise reduction for buildings.

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

2. Artificial lighting to the development must meet the Obtrusive Light Limitations for Exterior Lighting Installations in table 2 of the Institute of Light Engineers Guidance Notes for the Reduction of Obtrusive Lighting, GN01:2011.

Highways Agency has commented as follows:-

Content that the proposal will not have a significant adverse impact on the Strategis Road Network. On this basis no objection in principle to the application.

Arboricultural Team has commented as follows:-

I have now assessed the birch trees at the above location. There are five birches in all. The tallest is approximately 10 m high the smallest, a very young specimen at 6m high.

From an arboricultural view, the trees are rather a poor collection of specimens which do not do justice to the memorial. They do not have significant arboricultural value.

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The memorial is also in disrepair with two of the name plates missing from the trees.

My view is that the collection of rather poor quality birch trees and unkempt furniture is not appropriate considering the significance of the memorial. The proposal to construct a bridge in this area would hopefully provide an opportunity to suitably enhance the memorial all be it in a different location within the Park.

If the removal of trees is accepted it will be subject to the BTRS where replacements could be used as part of an enhanced memorial.

RELEVANT POLICIES**National Planning Policy Framework – March 2012****Planning (Listed Buildings & Conservation Areas) Act 1990****Bristol Core Strategy (Adopted June 2011)**

BCS2	Bristol City Centre
BCS7	Centres and Retailing
BCS8	Delivering a Thriving Economy
BCS9	Green Infrastructure
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
BCS21	Quality Urban Design
BCS22	Conservation and the Historic Environment
BCS23	Pollution

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

DM7	Town centre uses
DM14	The health impacts of development
DM17	Development involving existing green infrastructure
DM19	Development and nature conservation
DM22	Development adjacent to waterways
DM23	Transport development management
DM26	Local character and distinctiveness
DM27	Layout and form
DM28	Public realm
DM29	Design of new buildings
DM30	Alterations to existing buildings
DM31	Heritage assets
DM33	Pollution control, air quality and water quality
DM34	Contaminated land
DM35	Noise mitigation

Bristol Central Area Plan (emerging)

BCAP1	Mixed-use development in Bristol City Centre
BCAP5	Development and flood risk
BCAP14	Location of retail development in Bristol City Centre
BCAP20	Sustainable design standards

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BCAP22	Habitat preservation, enhancement and creation on waterways
BCAP25	Green infrastructure in city centre development
BCAP30	Pedestrian routes
BCAP32	Quayside walkways
BCAP33	City Centre spaces
BCAP34	Coordinating major development in Bristol City Centre
BCAP35	Bristol Temple Quarter
BCAP36	Bristol shopping quarter
BCAP37	High Street, Wine Street and Castle Park
BCAP47	The approach to Redcliffe
BCAP SA 6	Site allocations in Redcliffe

Supplementary Planning Documents

SPD3 Future of Redcliffe (July 2006)

Supplementary Planning Guidance

Redcliffe Conservation Area Character Appraisal

City and Queen Square Conservation Area Character Appraisal

KEY ISSUES

(A) PRINCIPLE NEED FOR A NEW BRIDGE AND PROPOSED ALIGNMENT

Principle Need

The requirement for a new bridge link between the former Courage's Brewery site and Castle Park emerged as an integral part of the approved Finzels Reach development. Initially discussion took place as early as 2001 when a link with Broadmead focused firmly on an alignment with Union Street and wider connections between Temple Meads, Broadmead, the Bus Station and the Royal infirmary. The outcome of the approval of the overall development of the site (permission reference: 04/02177/F) was the Mobius Bridge, a clear span pedestrian footbridge emerging from the first floor level within the Compressor Building (within the Fintel's Reach) site located opposite St Peters Church, on the Union Street alignment.

This key aspiration to deliver a new bridge from the Fintel's Reach development to Castle Park has been subsequently carried through the development of more recent policy documents and local planning policy. The bridge link is included within SPD3 Future of Redcliffe (July 2006). More recently, the Public Realm and Movement Framework which supports the emerging Central Area Plan has identified a network of primary and secondary pedestrian routes based on the need to provide high quality pedestrian routes between a series of key city centre destinations and reflecting the areas for growth or regeneration identified by the Core Strategy (including North Redcliffe). This document identifies the provision of a route through the Fintel's Reach site via Hawkins Lane and Temple Street across the Floating Harbour to Castle Park. Finally, emerging Policy SA601 (concerning the Finzels Reach site) within the Central Area Plan then more specifically sets out the requirement for the site to deliver a new bridge link along with a new primary pedestrian route through the site via a proposed bridge to Castle Park.

This link is therefore recognised as being essential in improving the pedestrian and cycling environment between Temple Meads and Broadmead/Cabot Circus by providing an alternative route to the traffic dominated Redcliffe Way and Victoria Street options. It is also recognised as an important factor in attracting people through the Fintel's Reach development and thus increasing footfall to the approved commercial uses and attracting further investment within the site.

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The current application proposes an alternative bridge alignment to that shown in the policy documents stated above by linking Castle Park with the historic Hawkins Lane at ground level rather than from within the Compressor Building at first floor. The landing location is also different, now being proposed onto Castle Park via the existing Ferry Landing area to the east of the originally approved landing location. The alternative starting and landing points have been identified and chosen by the applicant for commercial reasons. This however differs from the landing point originally agreed, and is also a departure from the alignment indicated in the Bristol Central Area Action Plan and accompanying Public Realm and Movement Framework.

The rationale behind relocating the bridge (in planning terms rather than as a result of a private commercial decision), based primarily on the desire to respond to an alignment linking with Cabot Circus as a new key destination, is considered to be an acceptable one in principle. It is also considered that the alternative position for landing the bridge will result in beneficial improvements to this part of Castle Park that currently suffers from lack of use and anti-social behaviour.

Overall, the investment in a new bridge from the Finzel's Reach site to Castle Park is welcomed in principle and the need for an additional bridge in this location is fully recognised. Furthermore, the revised alignment of the bridge more towards the Cabot Circus end of Broadmead is supported (subject to all other issues as set out below being satisfactorily addressed).

(B) DESIGN AND HERITAGE CONSIDERATIONS

As set out above in Key Issue A, the LPA support's the principle for establishing a new pedestrian and cycle connection between Finzels Reach and Castle Park recognising the economic benefits such a structure will bring to the site itself and to the surrounding central area. However, whilst such commitment and investment by the applicant is welcomed, it is not considered that this should be at the expense of the surrounding open and historic area.

This proposal will impact on the setting of a number of Listed Buildings (including the Grade II* Church of St Peter and Grade II Listed Bristol Bridge); a Scheduled Ancient Monument (St Mary-le-Port Church); as well as other surrounding designated and undesignated heritage assets (including the Floating Harbour, the site of Bristol Castle and the Former Brewery Buildings retained on the Finzel's Reach site itself). The proposed bridge will also impact on the character and appearance of both the Redcliffe and City and Queen Square Conservation Areas. In particular it should be noted that the Redcliffe Character Appraisal specifically acknowledges the importance of the relationship between the harbour and the former brewery site stating at Paragraph 6.3.7 that the Former Courage's Brewery complex is highly visible from Castle Park and has a strong building line that responds to the edge of the Floating Harbour.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Authority is also required (under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. Where there is harm to a listed building or a conservation area the decision maker "must give that harm considerable importance and weight."

Section 12 of the national guidance within the National Planning Policy Framework (NPPF) 2012 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, with any harm or loss requiring clear and convincing justification. Paragraph 132 of the NPPF states that significance can be harmed or lost through alteration or destruction of the heritage asset or

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development within its setting. Further, Para.134 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss.

Visual Impact on the Character of the Area and Impact on the Setting of Existing Historic Assets

The overall length and resultant over dominant appearance of the proposed bridge structure is of significant concern with regard to the resultant visual impact on the character and identity of the immediate context of the section of the Floating Harbour between Bristol Bridge and St Philips Bridge. The site is particularly visible given the open aspect of Castle Park which affords dramatic and uninterrupted views (local and mid-range) of the larger scale post-industrial buildings of the former brewery site rising directly out of the dock. The ongoing regeneration of the former brewery site has also continued to add to the impact this group of buildings by incorporating modern offices and apartments alongside retained historic buildings and further developing a tight waters-edge environment as well as providing a beneficial walkway beneath and between the blocks. The extended length and sinuous form of the proposed bridge is a result of a number of decisions which taken individually appear valid, but together cumulatively result in an over large structure that would appear visually intrusive and crowding within the open character of the Floating Harbour and thus would detrimentally detract from the existing dramatic elevation of the former historic brewery site.

Whilst starting the bridge from Hawkins Lane has a rational in terms of its direct alignment within the Finzels Reach development and onward journeys towards Counterslip, it is a relatively low point at the Harbour's edge, and thus results in the tortuous route requiring more structure to cross the Floating Harbour when choosing to connect with Castle Park at a different position than originally approved (i.e. above the existing ferry landing stage), which is preferred by the applicant to accommodate a link to the Cabot Circus end of Broadmead (albeit representing an approximate difference of 85m within Castle Park between both approved and proposed landing points).

The previously approved Mobius Bridge solution has been considered problematic by the applicant together with the fact a lift and stepped access within the Compressor Building is required. The use of steps and lifts to get to the existing starting point for the Mobius Bridge is acknowledged as being less ideal than a level access and the principle of trying to better this situation is commended. However this is the approved situation having been accepted previously and it is also noted that the applicant is also looking to utilise the previously identified space for the bridge within Compressor Building to instead deliver more commercial floorspace on the site.

Further the applicant's decision not to start the bridge from a higher point within the current development site, or increase levels associated with the as yet incomplete waterside walkways has thus resulted in having to significantly increase the length of the bridge structure required in order to get to the chosen landing point. It is this additional length and resultant amount, form and bulk of structure required within the Floating Harbour that results in an uncomfortable relationship with the character buildings and emerging walkway to the south and the openness of Castle Park to the north. Added to this has been an insistence by the applicant on a 1 in 22 gradient for the ramped sections of the bridge, which again is commendable, however the consideration of steeper gradients such as an acceptable 1 in 15 could be made to work within the guidelines and spirit of achieving a fully accessible and DDA compliant solution and would result in a less obtrusive amount of structure required as less span would be needed.

Overall, whilst the applicant has to some extent responded to a number of suggestions by the LPA for different bridge options aimed at achieving a more direct line across the harbour and to thus reduce the visual bulk and intrusion of the structure, no clear or comprehensive alternative design investigation or solution has come forward during negotiations around the current application for consideration. As such the LPA cannot conclude at this stage that all options and efforts to find a

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more effective alternative to the Mobius Bridge have been fully investigated and exhausted by the applicant or that a fully objective assessment of the impacts on the surrounding area has been undertaken.

Detailed Design Issues*Castle Park Landing Area*

It is considered that the proposed landing point in Castle Park presents a valuable opportunity for public realm/landscape enhancement, a significant opportunity to transform this space into a place people can stop, sit and enjoy views of the river and the activity of the bridge, such as that found at Temple Quarter and in the city centre could be realised via this proposal. However, currently the scheme shown for the landing point appears solely functional and whilst generally improving the use of the area will beneficially discourage existing anti-social behavior; the current scheme simply fails to offer a comprehensive inclusive design that provides wider benefit in the way of place-making to outweigh the significant harm caused by the scheme as a whole. Taking a more comprehensive approach including integrated planting and lighting requires a fundamental rethink of the current proposal for this area. More detail is also needed regarding the quality of material finish proposed for the landing points and how the landing points will be integrated into Hawkins Lane and Castle Park in such a way as to enhance both locations.

Bridge

The design rationale of the bridge submitted suggests a light weight form and structure; however in reality the proposal lacks any significant design impact to assist in reducing the amount of structure the scheme involves. There are also fundamental concerns with regard to the proposed timber surface material proposed and the suitability of this in providing a safe and robust surface. As such it is considered that the overall proposal is underspecified and achieving a more suitable surface finish will more than likely affect the overall weight and design of the structure away from the current proposal shown.

Impact on the Future Use of the City Docks

Bristol's Floating Harbour has been increasingly characterised by its use for water based recreation, commercial moorings, and as an attractive and sustainable way of moving around the city centre. The stretch of harbour between Bristol Bridge and St Philips Bridge is currently under utilised in this respect, however the continuation of waterside access as part of the ongoing regeneration of the former brewery site, together with an increased waterside activity being considered on Castle Park, has unlocked the potential for achieving a more active use of the Floating Harbour in this location along the lines of what has been achieved at Redcliff Backs, Temple Back and increasingly at Temple Quay. It is however considered that the significant form and amount of structure required by the proposed bridge will significantly limit the future potential to increase waterside activity on the edge of Castle Park and surrounding area at what is a highly visible and attractive part of the Floating Harbour.

Conclusion

Overall, the basis for the design objection to the current proposal is the significant adverse impact of the proposed bridge on the visual amenity of the City Docks given the extended length of the proposed structure and its resultant overly dominant impact within this part of the Floating Harbour and the surrounding area. Furthermore, the detailed design of the bridge and the associated Castle Park landing area does not achieve an appropriately high quality development that is both visually exemplar again given its prominent and sensitive location and which would also provide a robust, maintainable and safe surface treatment that ensures a good user experience for both pedestrians and cyclists. Further it is concluded that the proposal has the potential to significantly limit the future

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potential to increase waterside activity in this area. As such, given these concerns, it is not considered that the current bridge proposal is of sufficient design merit to outweigh the harm caused to the area and surrounding sensitive heritage assets as set out above.

(C) IMPACT ON NAVIGATION WITHIN THE FLOATING HARBOUR AND LOSS OF AMENITY

There has been significant objection to the proposed bridge regarding the impact of the proposed structure on safe navigation of the Floating Harbour by the large variety of water users. The objections are set out above in some detail but in summary mainly relate to: the location and extent of the bridge on a blind bend that will inhibit a clear view round the bend by watercraft causing significant health and safety issues; further obstructions such as the required fenders will exacerbate these navigational issues as well as accumulation of rubbish that already happens in this location; the resultant restricted waterway will result in conflict between craft especially if the ferry is at the landing point; that the manoeuvrability of larger craft has not be adequately considered; and that the restriction of the waterway will result in an overall loss of water based amenity not least as the bridge will stop boats from taking the bend in one go (including during annual races).

The Harbour Master has been consulted as part of the application process and has not raised a fundamental objection to the new bridge with regard to navigational issues within the Floating Harbour. Whilst it is recognised that the bridge would be located across a blind bend and thus the new structure would have an impact on visibility which is not ideal, the new bridge will not reduce the overall width of the navigable channel any more than other bridges in the vicinity (in fact the Harbour Master notes that the distance between the proposed piers would be greater than the existing centre arch of Bristol Bridge). The main impact of the structure on the operation of the Floating Harbour at this point is thus considered to be that boats approaching the bend will have to do so with further caution as they negotiate the blind bend. Given that this is an existing blind bend and no boat should be approaching such a feature at speed, it is not considered that this will result in such detrimental impact on health and safety issues or a loss of amenity to users of the Floating Harbour to warrant refusal of the application on such grounds. With regard to comments regarding the 2 yearly head races, the Harbour Master has confirmed that during these events the Floating Harbour is closed to all but participating rowing teams and thus considers that there should be no impact on the ability to hold a race in principle (only that the rowers may have to slow down more on the bend).

The Harbour Master has also confirmed that there is sufficient space for navigation (albeit slower) if there happens to be a ferry docked at the landing stage. Further the Harbour Master confirms that whilst litter can accumulate in this area, Harbour Services will be able to maintain this area with the new bridge and fenders in place due to the range of water craft and methods of rubbish collection that can be deployed. Finally, the Harbour Master has confirmed that the existing ferry landing stage at Castle Park is in a poor state of repair and does attract anti-social behaviour. The stage therefore does need investment and re-designing and the proposal to do this as part of the bridge scheme is welcomed and would be of direct benefit to the water amenity of the Floating Harbour in this location.

(D) HIGHWAYS AND ACCESS ISSUES**Bridge Design, Route and Adoption Status**

The bridge should provide as direct a connection as possible across the harbour from Finzel's Reach to Castle Park. However it is considered due to constraints including the level difference of over 6 metres between the land on Castle Park and Finzel's Reach that a curved bridge connection is a suitable solution in highway principle terms. That said, it is recommended that the bridge deck and hand rails on the end of the bridge landing into Castle Park should be curved toward the pathway to create a more direct connection. Further, in order to prevent conflicts between cyclists

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and pedestrians around the Finzel's Reach landing area, a low wall or similar is recommended (subject to detail) extending partway south over the tapering step. It is considered that these detailed matters could be addressed via a suitably worded condition if permission were forthcoming. It is noted the widened existing ramped pathway from Castle Park landing area up to the main footpath and cycle path has a gradient of 1:10 over 10m as mentioned in the transport statement which is steeper than 1:20 gradient for DDA compliance and this would also need to be suitably addressed via an amendment.

The bridge itself is not being offered for adoption by the Highway Authority nor is the Council willing to formally adopt the bridge. However the route is still required to be a continuously open route to the public all day and year round and suitable conditions/agreements would need to be added to any permission should it be forthcoming to ensure that this was the case (subject to any legal requirements such as closing one day a year to ensure the private status of the bridge). The bridge as a result must therefore meet adoptable standards.

The 4m width indicated is considered adequate for shared use, subject to the railings tapering outwards at the top to allow more effective space for bicycle handlebars. This width is comparable with other similar bridge structures such as Pero's Bridge, and Valentines Bridge. However, the barriers at either end of the bridge would likely result in congestion between both cyclists and pedestrians and should be removed. It is considered that these detailed matters as well as any required lighting could be addressed via a suitably worded condition if permission were forthcoming. Of more fundamental concern however, a suitable solid non-slip surface would need to be provided as the proposed wooden decking arrangement is not considered suitable. The piers would also need to be reinforced concrete full height, or at least to above the splash zone, (approximately maximum float height plus 1.5m). The detailed construction design of any bridge structure would be subject to approval of the BCC Highway Structures Team and the Docks Services department, but as noted in Key Issue B above, these required amendments would likely result in a materially different design/appearance of the bridge and therefore cannot be addressed via condition.

Castle Park Bridge and Finzel's Reach Landing Areas

The steps facing the bridge into Castle Park have been removed in the latest plans. BCC Transport Development Management has commented that ideally these should be retained as it results in a directly convenient connection up to the main pathways in the park. It is accepted however that the Memorial trees would be impacted and given the existing level difference it is accepted a more direct route may not be possible for other reasons that outweigh the above.

The ramped pathway however should be 4m in width between the harbour and the retaining walls/embankment below the Memorial area due to the reduced effective width. It is also noted that the widened existing ramped pathway from the Castle Park landing area up to the main footpath and cyclepath has a gradient of 1:10 over 10m (as mentioned in the submitted Transport Statement) which is steeper than 1:20 gradient for DDA compliance and which therefore need to be suitably addressed.

In addition, in order to prevent conflicts between cyclists and pedestrians around the Finzel's Reach landing area on the opposite side of the Harbour, a low wall or similar is recommended extending partway south over the tapering step (subject to detail/feasibility). Further, the steps shown by the Well Head building should also be removed to maximise circulation space and reduce conflicts. It is considered that should permission be forthcoming the alterations could be dealt with via suitably worded conditions

Sufficient lighting as with the bridge should be provided at both landing areas to light pathways and steps agreed by the lighting and parks teams. These details could again be sought via condition if permission were to be forthcoming.

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The bridge would require a construction management plan if permission were to be forthcoming to prevent causing an undue impact on the local highway network and area during construction work. This could again be secured via condition.

(E) FLOOD RISK ISSUES

The NPPF advises that new development should be steered to areas with the lowest probability of flooding. The site is located in Flood Zone3. The applicant has considered that the bridge proposed would be categorised as 'Water Compatible Development' however the LPA disagrees and consider it would be most accurately classified as 'Essential Infrastructure'. As such the proposals are required to pass a Sequential Test and Exceptions Test incorporating a suitable specific flood risk assessment (FRA) that demonstrates the site and the new structure will be safe for its lifetime. The NPPF Section 10 is therefore relevant as is adopted Bristol Core Strategy Policy BCS16 and emerging Policy BCAP5 Central Area Action Plan (Version for Full Council 17 March 2015)

Sequential Test

The Local Planning Authority has produced a Flood Risk Sequential Test Practice Note that amongst other issues sets out the Authority's requirements with regard to defining an appropriate Sequential Test search area for developments. The Practice Note recognises that it would be harmful to the continued regeneration and sustainable development of Bristol for these buildings to remain vacant. Finzel's Reach is within the Redcliffe North Area that has been designated as a regeneration area and SPD 3 has been adopted to guide the improvement of this area of the city. A bridge is also seen to provide a vitally important link between Temple Quay, Redcliffe and Broadmead and beyond. Therefore, due to the importance of the regeneration of this area and the requirement to provide a link across to Castle Park from the Finzel's Reach the scope of the Sequential Test has been defined as the Finzel's Reach site boundary within SPD3.

As the applicant has not undertaken a Sequential Test, the Local Planning Authority has thus undertaken this exercise itself and found that there were no other sites within the area of search within areas of lower flood risk which were appropriate. It concludes therefore that the Sequential Test has been passed.

Exceptions Test

For the Exception Test to be passed it must be demonstrated that:

- the development provides wider sustainability benefits to the community that outweigh flood risk, informed by a Strategic Flood Risk Assessment where one has been prepared; and
- a site specific flood risk assessment must demonstrate that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

It is considered that given the benefits of providing a pedestrian and cycling link at this point as set out above and the contribution this makes to promoting alternative transport methods other than the private car, the first criteria above has been met by the application proposal in this instance.

However with regard to the site specific Flood Risk Assessment criteria, the Environment Agency have assessed the submitted document and have objected to the proposed development, as they consider the Flood Risk Assessment (FRA) and other details submitted are not sufficient to meet the requirements of the NPPF and Planning Practice Guidance. In particular the submitted

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information fails to adequately take the impacts of climate change into account and demonstrate that flood risk won't be increased as a result of the development. In addition, the BCC Flood Risk Management Team has commented that details of the drainage plan for the new bridge have not been provided. As such the application cannot be supported at present on flood risk grounds and thus the Exceptions Test is not passed.

(F) SUSTAINABILITY ISSUES

The Bristol City Council Core Strategy was adopted on the 21 July 2011. There is a particular emphasis within the Core Strategy for development to address climate change through appropriate mitigation measures. Policies BCS13-15 has significantly increased the requirements placed upon developers in respect of both the information required to support applications and the sustainability credentials of the schemes themselves.

No sustainability or energy statements have been submitted as part of the application. However given the nature of the development, it is considered that in this instance the submission of a proportionate sustainability and energy statement could be conditioned if permission were to be forthcoming.

(G) AMENITY ISSUES

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.

Noise

Policy BCS23 of the adopted Core Strategy requires 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.

With regard to noise, the use of a new bridge will inevitably increase the level of activity and attendant noise adjacent to existing surrounding residential properties which are mainly within the Fintel's Reach site. The BCC Pollution Control Officer has stated that they have some concerns regarding the resultant noise from pedestrians crossing the bridge affecting nearby residents, and the fact that complaints regarding noise have been received in respect of Valentines Bridge, Temple Quay, when people walk or cycle over the bridge. The application has not been supported by an acoustic report to this end and the LPA would therefore need to be confident that the bridge is properly constructed in order to minimise noise to nearby residents.

Whilst an acoustic report could be conditioned to provide an assessment on the potential for noise from the development affecting residential or commercial properties in the area, if the assessment indicates that noise from the development is likely to affect neighbouring residential or commercial properties then a detailed scheme of noise mitigation measures would need to be submitted and which could impact on the overall design. As such it is considered that the noise implications of the bridge including the surface materials should be integral to the overall design of the bridge upfront.

Light

There is also concern regarding the potential of any lighting of the bridge causing light pollution to nearby residential premises (as well as the ecological implications set out below). As such if the application were to be permitted a condition requiring full details of the proposed lighting, light levels and lux contour plans would be added.

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Given the serpentine design of the bridge, people using the bridge would come within relatively close proximity of existing residential premises within the Finzel's Reach site (approximately 10m). Whilst there could be some loss of privacy as a result, given the nature of the development whereby users would move across the span relatively quickly, it is not considered reasonable to refuse the application on detrimental overlooking grounds.

(H) ARCHAEOLOGICAL ISSUES

The landing area for this bridge on the Castle Park side of the Floating Harbour lies very close to known nationally important remains of Bristol Castle. It is difficult to know at this stage exactly whether these proposals will have an impact on any archaeological evidence associated with the castle. It is recognised that will be impossible to undertake pre-determination archaeological work on this site given the existing constraints. It is also possible that previous works on the site has severely compromised the archaeology particularly given that this area was the site of the large Regent Cinema before World War II. As such, if this application were to receive permission some archaeological work would be required to ensure that any remains, including those relating to the cinema, are adequately recorded. It will also be necessary to have an archaeological record from any geotechnical boreholes taken from the Floating Harbour to provide further evidence of the history of the former River Avon. These works would be secured through attaching conditions for a programme of archaeological works.

(I) NATURE CONSERVATION AND ARBORICULTURAL ISSUES

This proposal crosses and directly impacts upon the Floating Harbour - Upper Reaches Wildlife Network Site and in addition protected species are recorded within/nearby the application site. This proposal will also have some impact upon the landscape of Castle Park. Adopted policies BCS9, DM19 and DM22 refer as well as emerging Policies BCAP22, 25 and 37, as well as under The Wildlife and Countryside Act 1981 (as amended) and The Conservation of Habitats and Species Regulations 2010 (as amended). Accordingly mitigation measures and further details would be required via condition if permission were forthcoming including:

- A Construction Environmental Management Plan;
- A lighting contour plan with lux levels and full lighting details is required to evaluate the proposals as a dark corridor must be maintained along the Floating Harbour ;
- If construction methods were to include percussive piling, a method statement for such works;
- The restriction of construction works to only operate during daylight hours only, ceasing operation one hour before sunset and not commencing until one hour after sunrise;
- The provision and installation of a scheme of bird and bat boxes in Castle Park;
- A pre-commencement check for nesting birds to include the embankment wall in Castle Park;
- The provision and implementation of a landscaping scheme for the site employing native species of local provenance including berry and fruit-bearing trees, hedgerow and shrub species for birds and nectar-rich flowering plants for invertebrates and including a method statement for the removal of existing Cotoneaster.

The submitted Ecological Appraisal also includes a recommendation to provide wildlife pontoons (e.g. floating reed beds with waterfowl nesting opportunities incorporated). This is strongly

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supported by the Nature Conservation Officer, but not by the Harbour Master as there is insufficient detail regarding the size and location of these. As such a condition requiring the full investigation into the feasibility of such mitigation measures as well as the maintenance implications of these features would need to be added and if proven impractical, alternative mitigation measures identified and implemented

With regard to trees, following amendments to the scheme, the existing 50 year D Day commemorative trees are not to be removed. Therefore there are no arboricultural impacts identified subject to relevant tree protection measures secured via condition if permission were to be forthcoming.

(J) LAND CONTAMINATION AND STABILITY ISSUES

The Land Contamination Officer has confirmed that land contamination issues can be addressed by condition and any land stability matters can also be covered by conditions. As such is the proposal were to be forthcoming relevant conditions would be added to address such issues.

With regard to works in the Harbour itself, the applicant would need to investigate and ensure that all relevant licenses are obtained from the relevant bodies and that all legislation covering such works (outside of the planning process) is adhered to in full.

(K) SECURITY ISSUES

The applicant's Design and Access Statement in support of the proposal states that the design of the bridge will be such as to ensure natural surveillance. This statement is accepted to some degree in that though there would be some properties that could view the bridge and that people using the bridge would discourage existing anti-social behaviour that currently takes place on the existing Ferry Landing. However, Avon and Somerset Police have commented that due to the fact that Castle Park offers very limited surveillance opportunities especially during the evening /night there would be the need to aid natural surveillance with formal surveillance and that a CCTV system should be installed to monitor the bridge and approaches at all times and that any lighting installed must be compatible with the CCTV system. The Police also note that surrounding areas have been used by skate boarders and that the bridge could be used as a skateboard track. It is suggested that appropriate signage should be used to prevent the bridge being used by skateboarders. It is considered that this could be adequately conditioned if permission were to be forthcoming.

(L) CONTRIBUTIONS AND OBLIGATIONS

The proposal does not trigger the need for obligations; however new applications on this site do need to be linked to the existing overall S106 agreement for the site. If permission were to be forthcoming this would need to be undertaken via an addendum document.

CONCLUSION

Overall as stated above the LPA fully support the principle of a new bridge from the Finzel's Reach site to Castle Park and the benefits of improving linkages between the Broadmead/Cabot Circus area and Temple Meads Stations are fully recognised, as is the importance of the bridge in attracting commercial investment to the Finzel's Reach site. As such the proposed investment by the applicant is welcomed. The provision of an alternative bridge solution that avoids the use of a lift is also supported in principle, although it is acknowledged that there are also purely commercial reasons for doing this.

Development Control Committee B – 18 March 2015**Application No. 14/03304/F : Finzels Reach Bridge Hawkins Lane Bristol BS1 6JQ**

However whilst such investment is welcomed in principle it is not considered that this should be to the detriment of the special and historic character and overall setting and future of this part of the Floating Harbour. The basis for the objection to the current proposal is the significant adverse impact the proposed bridge and associated works would have on the visual amenity of the area given the extended length and overall form and appearance of the proposed structure and its resultant overly dominant impact within this part the Floating Harbour and the surrounding area. Furthermore, it is concluded that the detailed design of the bridge and the Castle Park landing area does not achieve an appropriately high quality and inclusive development that is both visually exemplar given its prominent and sensitive location and which also provides a robust, maintainable and safe surface treatment and overall environment that ensures a good user experience for both pedestrians and cyclists and which safeguards surrounding residential premises. As such, given these concerns, it is considered that the current bridge proposal is not of sufficient design merit to outweigh the harm caused to the surrounding area and associated heritage assets as set out above. Moreover, it is considered that the proposal would also limit the ability to develop the potential of increasing beneficial waterside activity in this important part of the Floating Harbour.

Finally, the submitted Flood Risk Assessment fails to adequately demonstrate that the impacts of climate change and surface water drainage have been taken into account and therefore the scheme fails to demonstrate that flood risk would not be increased as a result of the development. Therefore the Exceptions Test has not been passed and this is contrary to Policy BCS16 of the adopted Core Strategy, emerging Policy BCAP5 of the Central Area Action Plan (incorporating Inspector's recommended main modifications¹³ February 2015) as well as guidance within Section 10 of the National Planning Policy Framework 2012.

For these reasons the application is unfortunately thus recommended to Members for refusal.

COMMUNITY INFRASTRUCTURE LEVY

The Bristol Community Infrastructure Levy (CIL) came into effect from the 1st January 2013 on all existing and new planning applications.

Development of less than 100 square metres of new build that does not result in the creation of a new dwelling; development of buildings that people do not normally go into, and conversions of buildings in lawful use, are exempt from CIL. This application falls into one of these categories and therefore no CIL is payable.

RECOMMENDED REFUSED

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

Reason(s)

1. The design, scale and form of the proposed bridge and the associated landing point within Castle Park would result in an over dominant and incongruous development that would appear visually intrusive within the open character of the Floating Harbour and Castle Park and associated key views. The development would therefore detract from the character and appearance of the historic brewery site; the Redcliffe and City and Queen Square Conservation Areas; the setting of number of nearby listed buildings and other heritage assets as well as limit the future potential to increase waterside activity at this part of the Floating Harbour. Overall, the proposal would fail to provide a comprehensive, high quality development.

The design, form and structure of the proposed bridge and would also fail to provide a safe and appropriate surface for pedestrians and cyclists and in the absence of appropriate acoustic assessment would fail to protect the amenity of surrounding residential premises by virtue of detrimental noise levels.

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The proposal is therefore contrary to Policies BCS2, BCS10, BCS21, BCS22 and BCS23 of the Core Strategy (June 2011); Policies DM22, DM23, DM26, DM27, DM28, DM31 and DM33 of the Site Allocations and Development Management Policies (July 2014); Policies BCAP30 BCAP32, BCAP33, BCAP37 and BCAP47 of the Bristol Central Area Plan (Version for Full Council 17 March 2015) and guidance within the Redcliffe Character Appraisal (June 2008) and the Supplementary Planning Document 3 Future of Redcliffe (July 2006) as well the requirements of the Planning (Listed Buildings & Conservation Areas) Act 1990 and national guidance set out in the National Planning Policy Framework 2012.

2. The submitted Flood Risk Assessment fails to demonstrate that the impacts of climate change and surface water drainage have been adequately taken into account and thus fails to demonstrate that flood risk would not be increased as a result of the development. This is contrary to Policy BCS16 of the Core Strategy, Policy BCAP5 of the Central Area Action Plan (Version for Full Council 17 March 2015) as well as guidance within Section 10 of the National Planning Policy Framework 2012.

Advice(s)

1. Refused Applications Deposited Plans/Documents

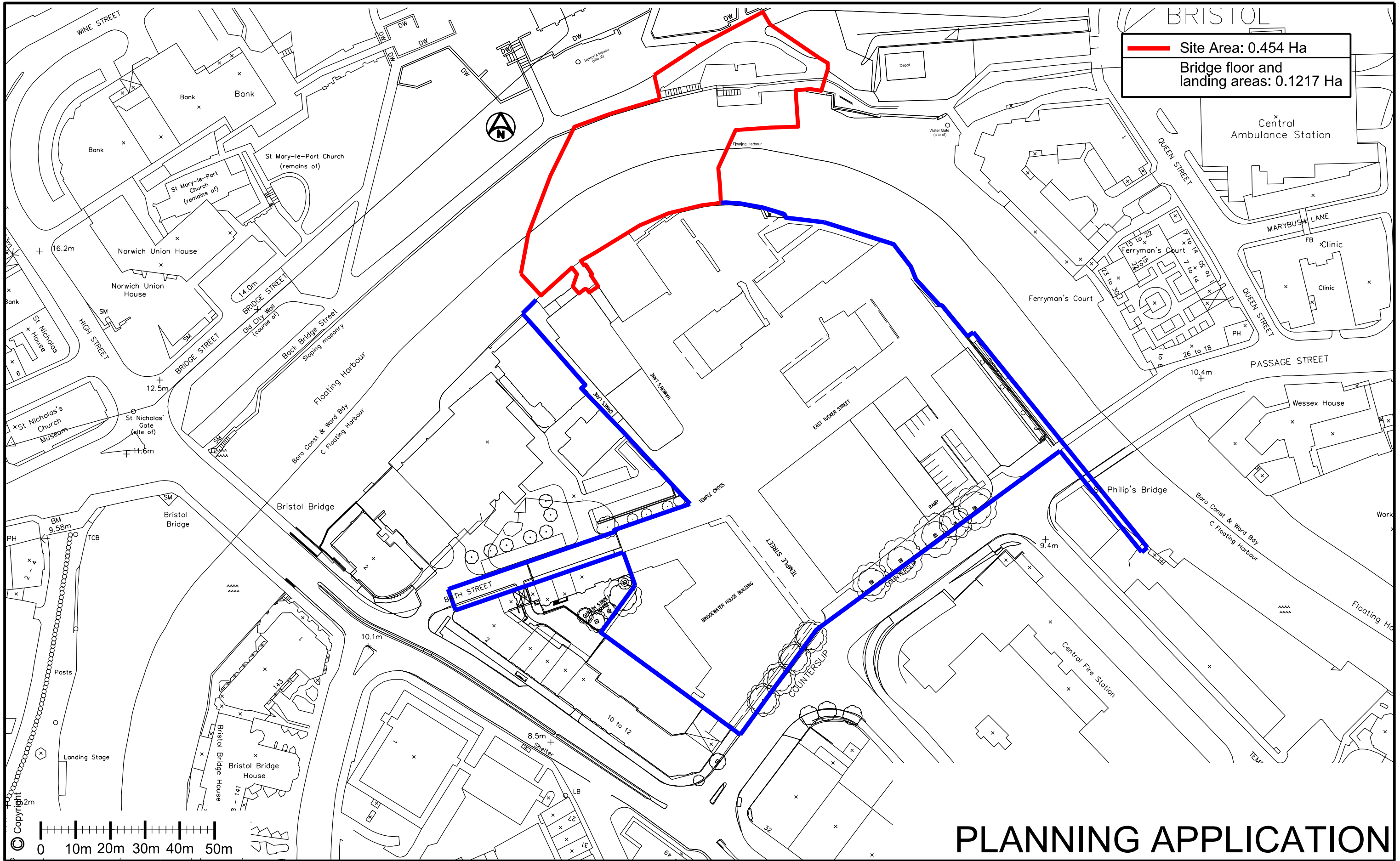
The plans that were formally considered as part of the above application are as follows:-

2909_L_15_001 Site location plan, received 7 July 2014
 2909_L_15_002 Existing navigation channel clearances plan, received 7 July 2014
 2909_L_15_003 Existing Castle Park landing area, received 7 July 2014
 2909_L_15_004 Existing Hawkins Lane landing area, received 7 July 2014
 2909_L_15_005 Existing site plan, received 7 July 2014
 2909_L_15_040 Consented masterplan, received 7 July 2014
 2909_L_15_049A Proposed navigation channel clearances, received 2 February 2015
 2909_L_15_050A Setting out plan, received 2 February 2015
 2909_L_15_055A Hydrographic survey overlay, received 2 February 2015
 2909_L_15_056A Proposed Castle Park bridge landing area, received 2 February 2015
 2909_L_15_057A Proposed Hawkins Lane landing area plan, received 2 February 2015
 2909_L_15_109 Consented elevations, received 7 July 2014
 2909_L_15_110A Proposed floating harbour elevations, received 2 February 2015
 2909_L_15_111A Proposed floating harbour elevations, received 2 February 2015
 2909_L_15_112A Proposed floating harbour elevations, received 2 February 2015
 2909_L_15_120A Existing and proposed Castle Park landing sections, received 2 February 2015
 2909_L_15_121A Existing and proposed Castle Park landing elevations, received 2 February 2015
 2909_L_15_162G Bridge section and typical bay, received 2 February 2015
 Arboricultural Appraisal, received 7 July 2014
 Transport Statement, received 7 July 2014
 Preliminary Ecological Appraisal, received 7 July 2014
 Planning Statement, received 7 July 2014
 Statement of Community Involvement, received 7 July 2014
 Bridge Lighting Information, received 7 July 2014
 Design And Access Statement, received 7 July 2014

Development Control Committee B – 18 March 2015**Application No. 14/03304/F : Finzels Reach Bridge Hawkins Lane Bristol BS1 6JQ**

BACKGROUND PAPERS

Archaeology Team	14 August 2014
Contaminated Land Environmental Protection	2 September 2014
Crime Reduction Unit	22 January 2015
English Heritage	12 August 2014
Nature Conservation Officer	14 August 2014
Environment Agency (Sustainable Places)	20 August 2014
Flood Risk Manager	3 September 2014
Harbour Master	12 September 2014
Nature Conservation Officer	14 August 2014
Pollution Control	22 September 2014
Transport Development Management	5 March 2015
Highways Agency	14 August 2014
Arboricultural Team	8 October 2014
City Design Group	4 March 2015



— Site Area: 0.454 Ha
— Bridge floor and landing areas: 0.1217 Ha

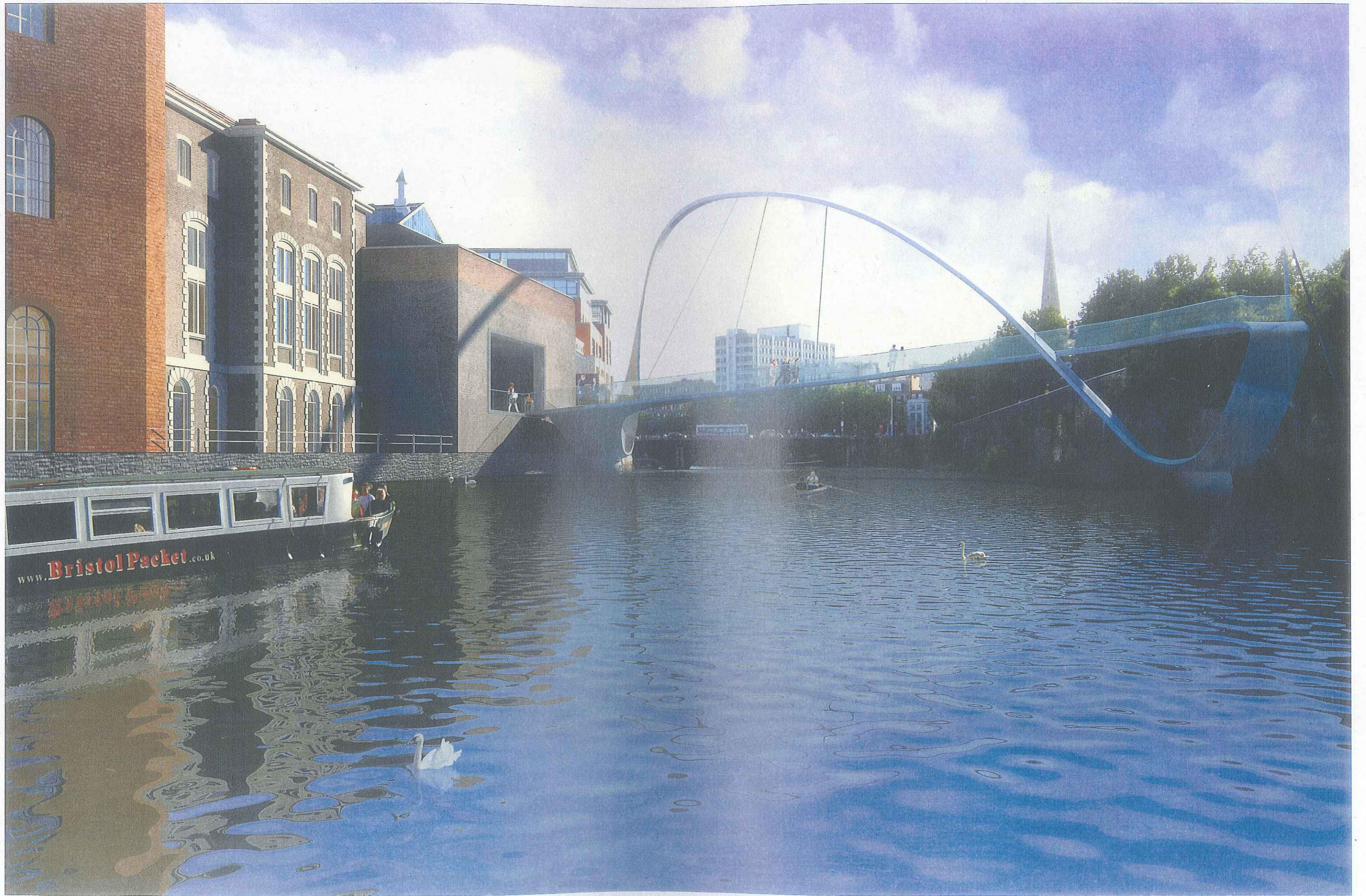
PLANNING APPLICATION

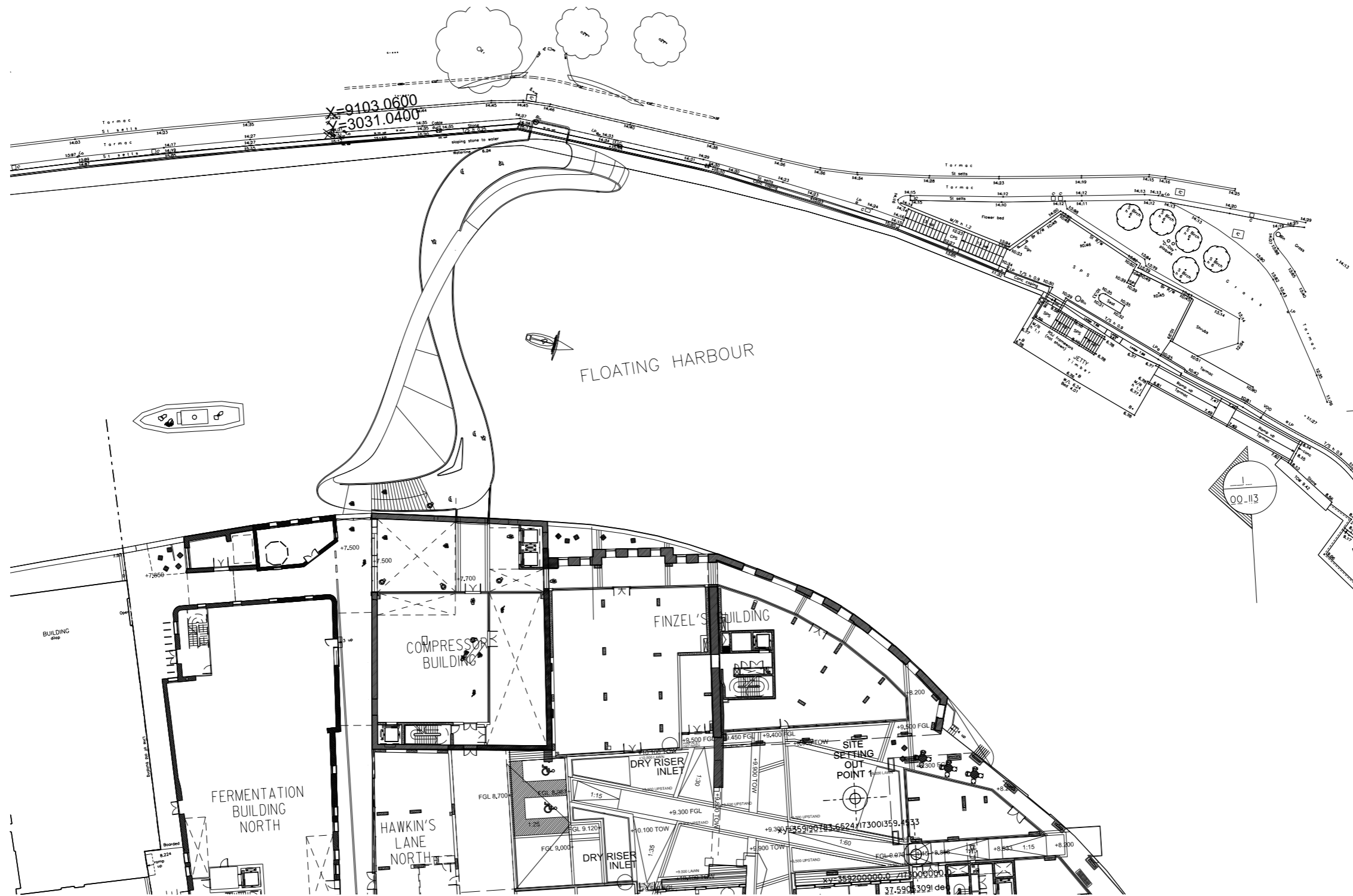
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Drawn	DOD	Project	Finzels Reach, Floating Harbour, Bristol
Scale	1:1250 @ A3	Drawing	Finzels Reach Bridge_Location Plan
Date	03.04.14	Number	2909_L_15_001
			Rev -





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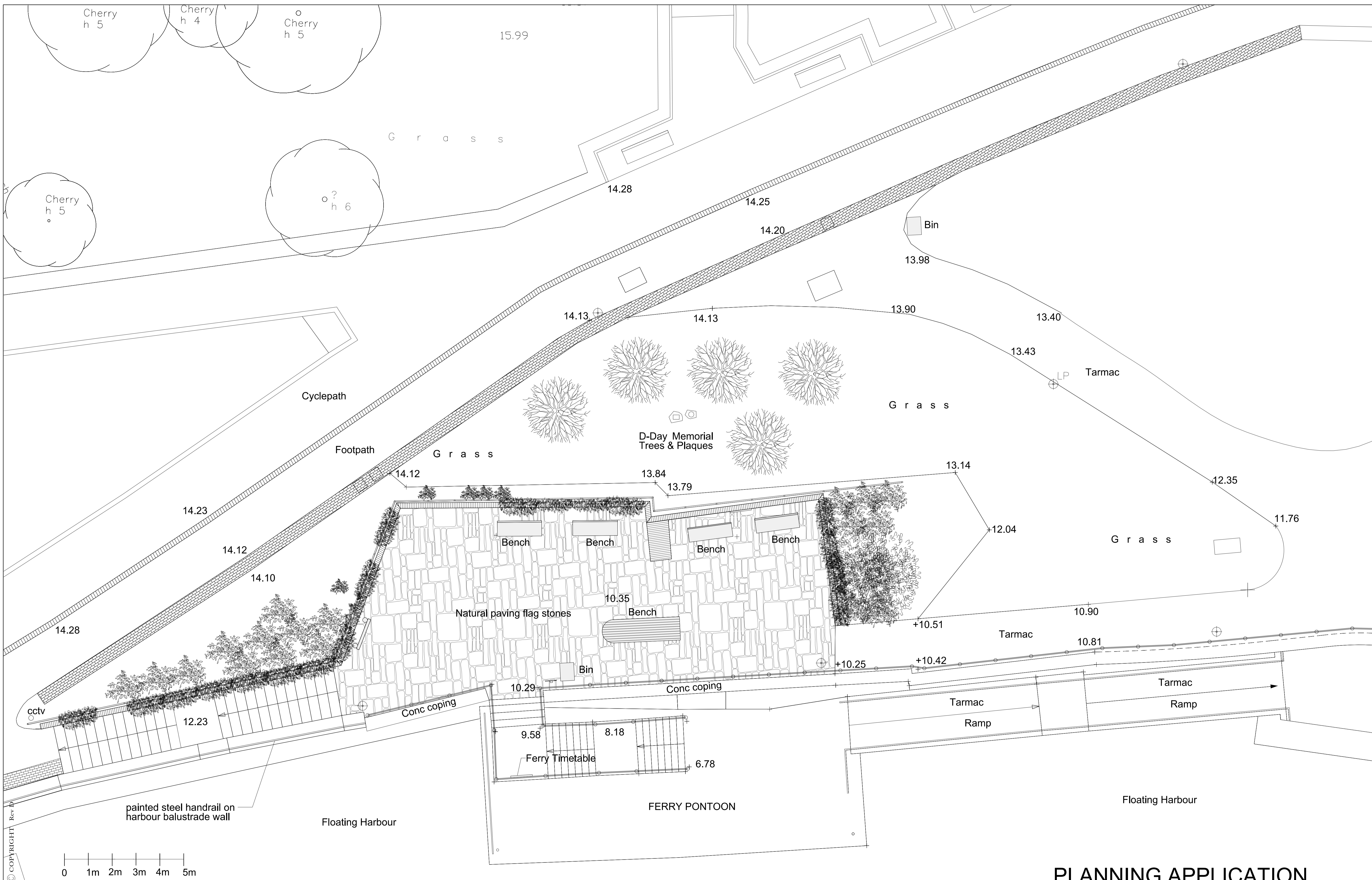
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Drawn	DOD	Project	Finzels Reach, Floating Harbour, Bristol
Scale	1:500 @ A3	Drawing	Finzels Reach Bridge_Consented Masterplan
Date	03.04.14	Number	2909_L_15_040
			Rev -



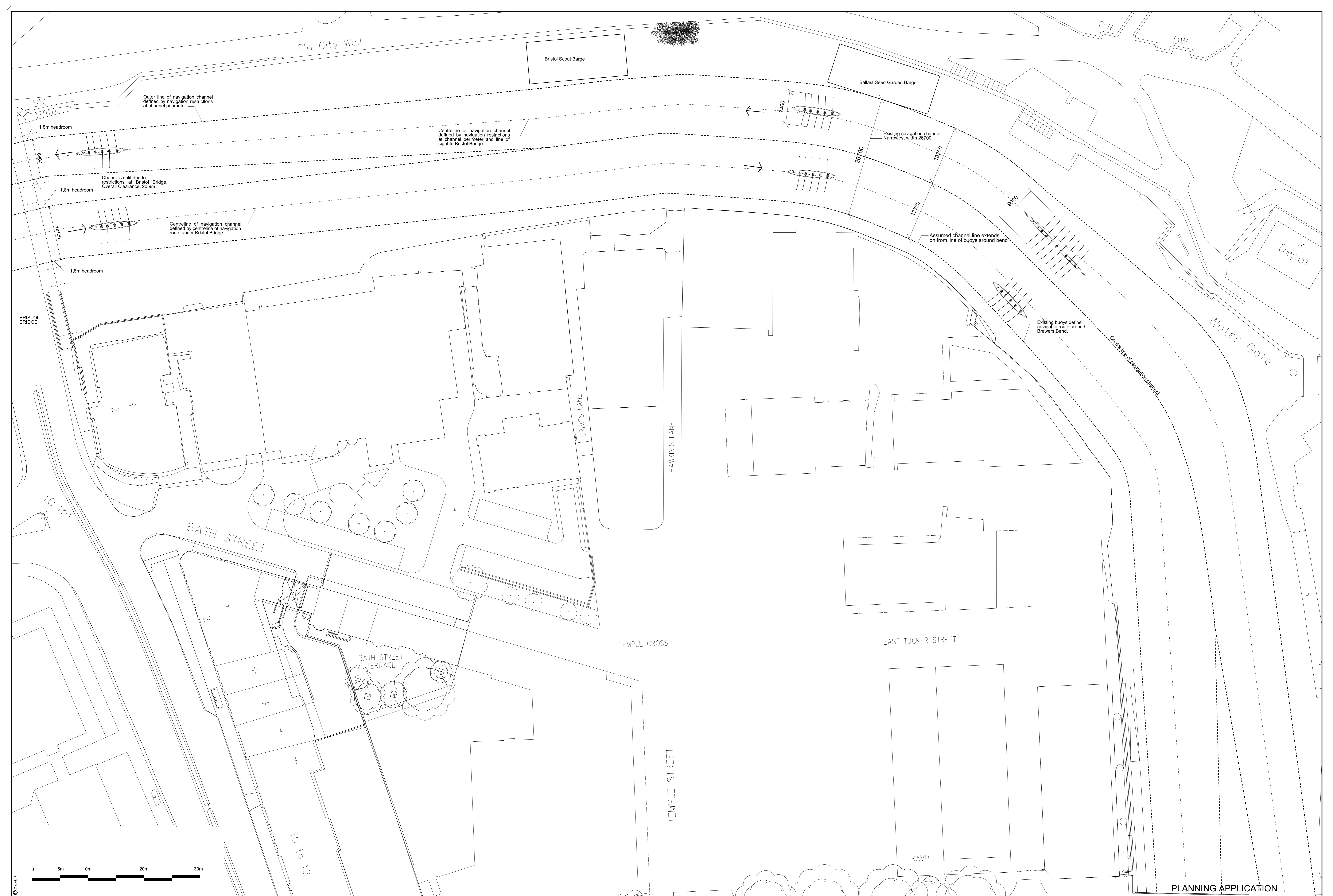
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DRAWN	DOD	PROJECT	Finzels Reach, Floating Harbour, Bristol
SCALE	1:100	DRAWING	Finzels Reach Bridge_Existing Castle Park Landing Area
	@A2	NUMBER	2909_L_15_003
DATE	05/14	REVISION	



PLANNING APPLICATION

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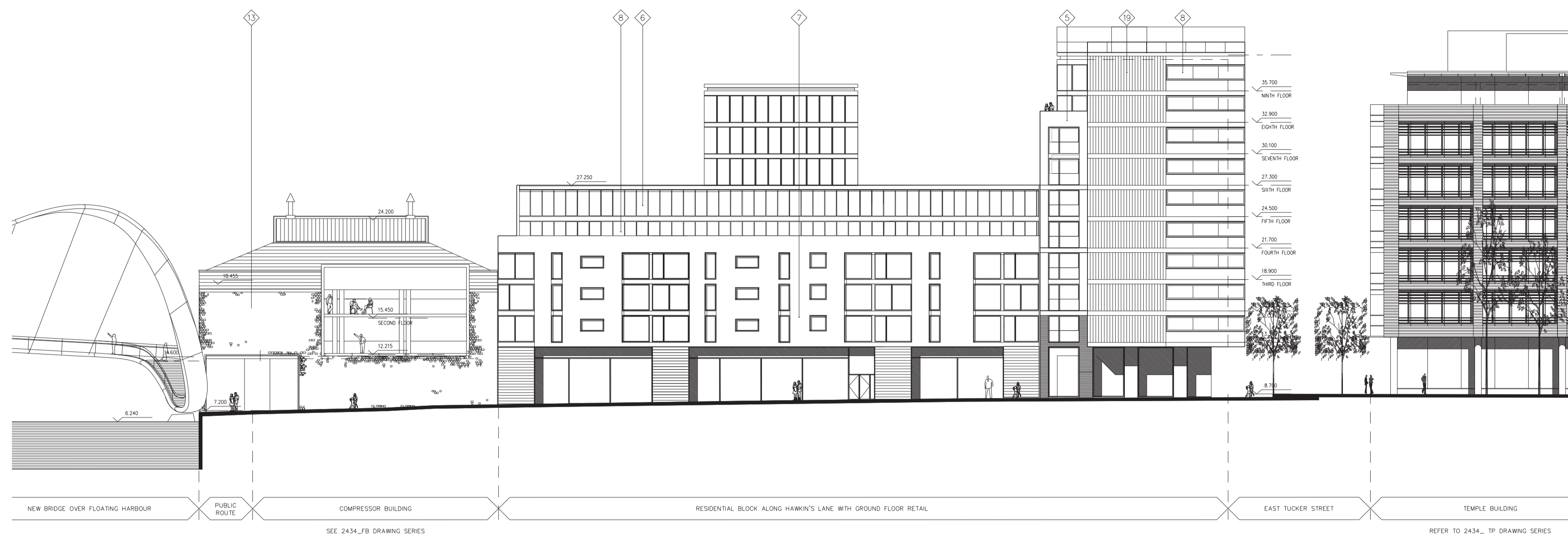
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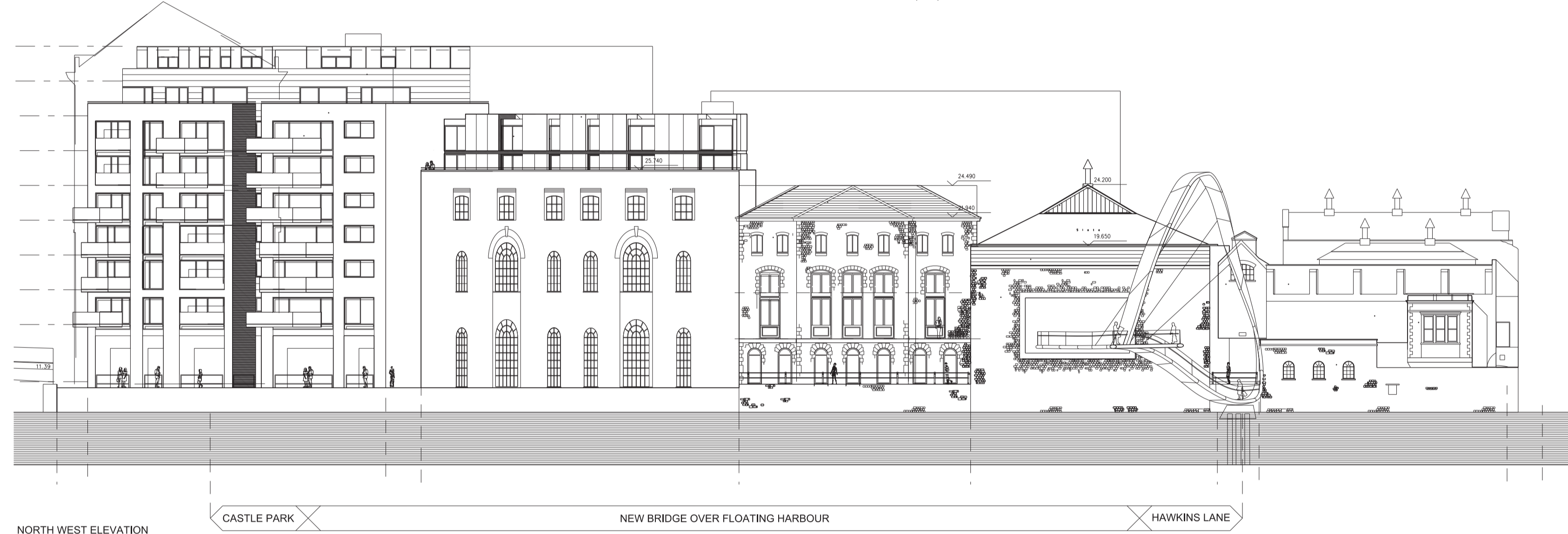
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 Date: 06/14

Project: Finzels Reach, Floating Harbour, Bristol
 Drawing: Finzels Reach Bridge Existing Navigation Channel Clearances
 Number: 2909_L_15_002

Construction (Design and Management) Regulations - 2017		Record of Risk Assessment				
No.	Risk Identified	Phase	Liability	Severity	Likelihood	Control
		Design				
		Construction				
		Operation				
		Demolition				
		Other				



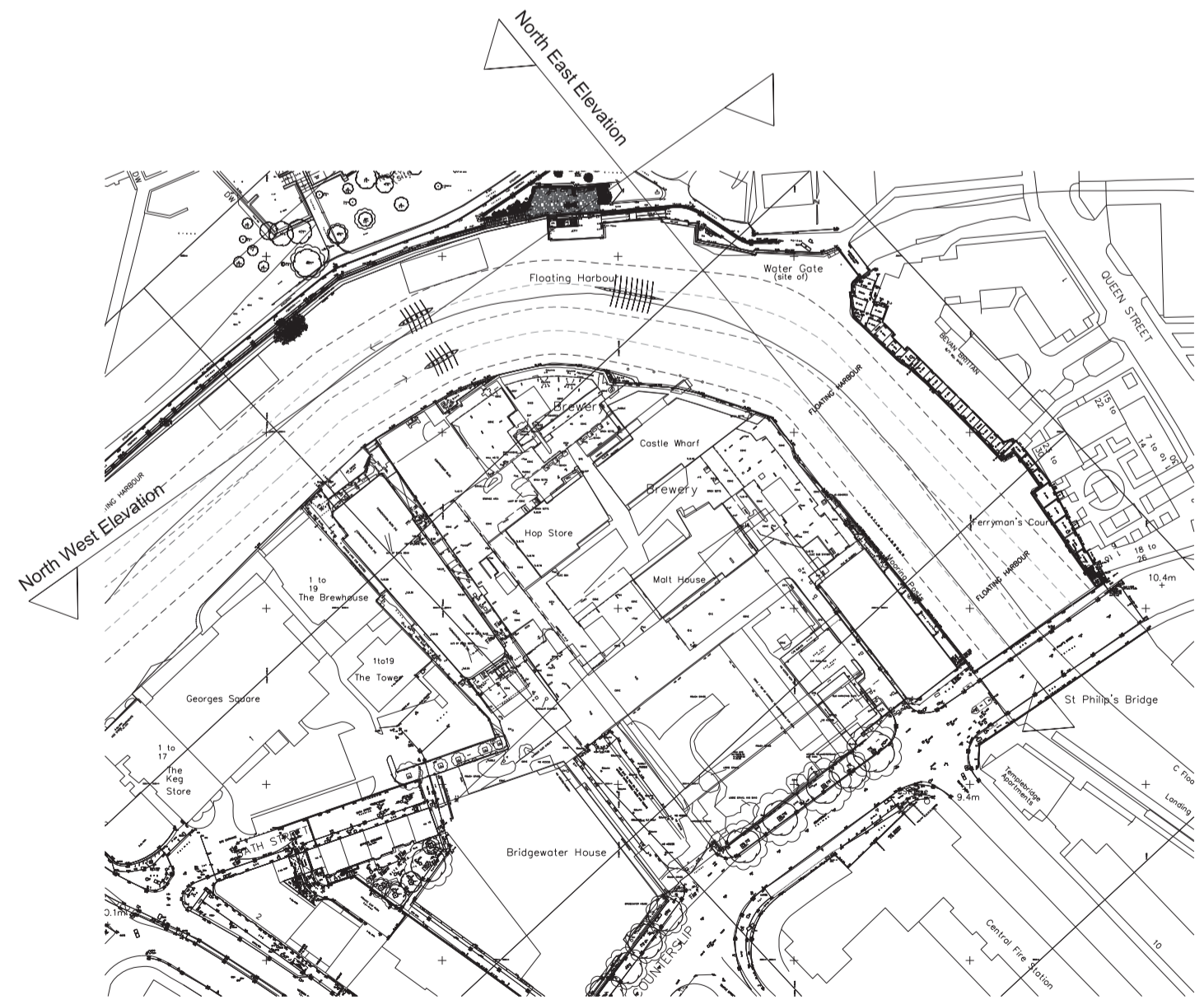
HAWKINS LANE ELEVATION (JJ)



NORTH WEST ELEVATION



ELEVATION AA - FLOATING HARBOUR EAST



PLANNING APPLICATION

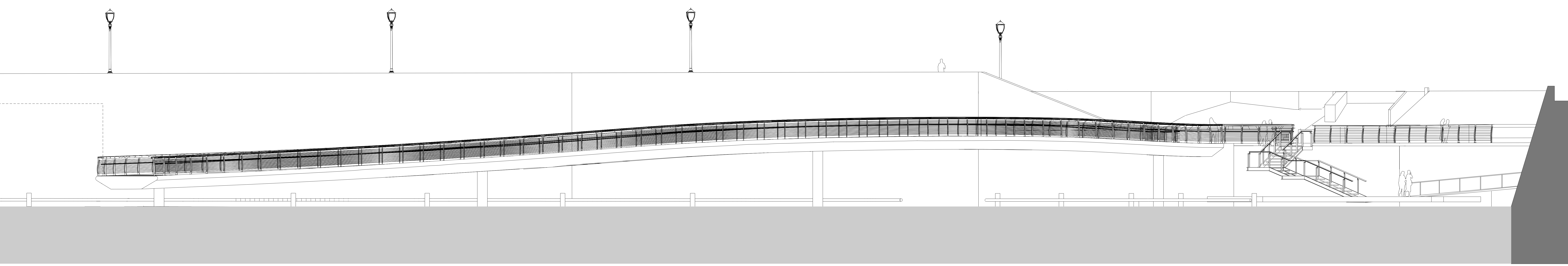
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Drawn DOD
 Scale 1:200
 Date 04.14

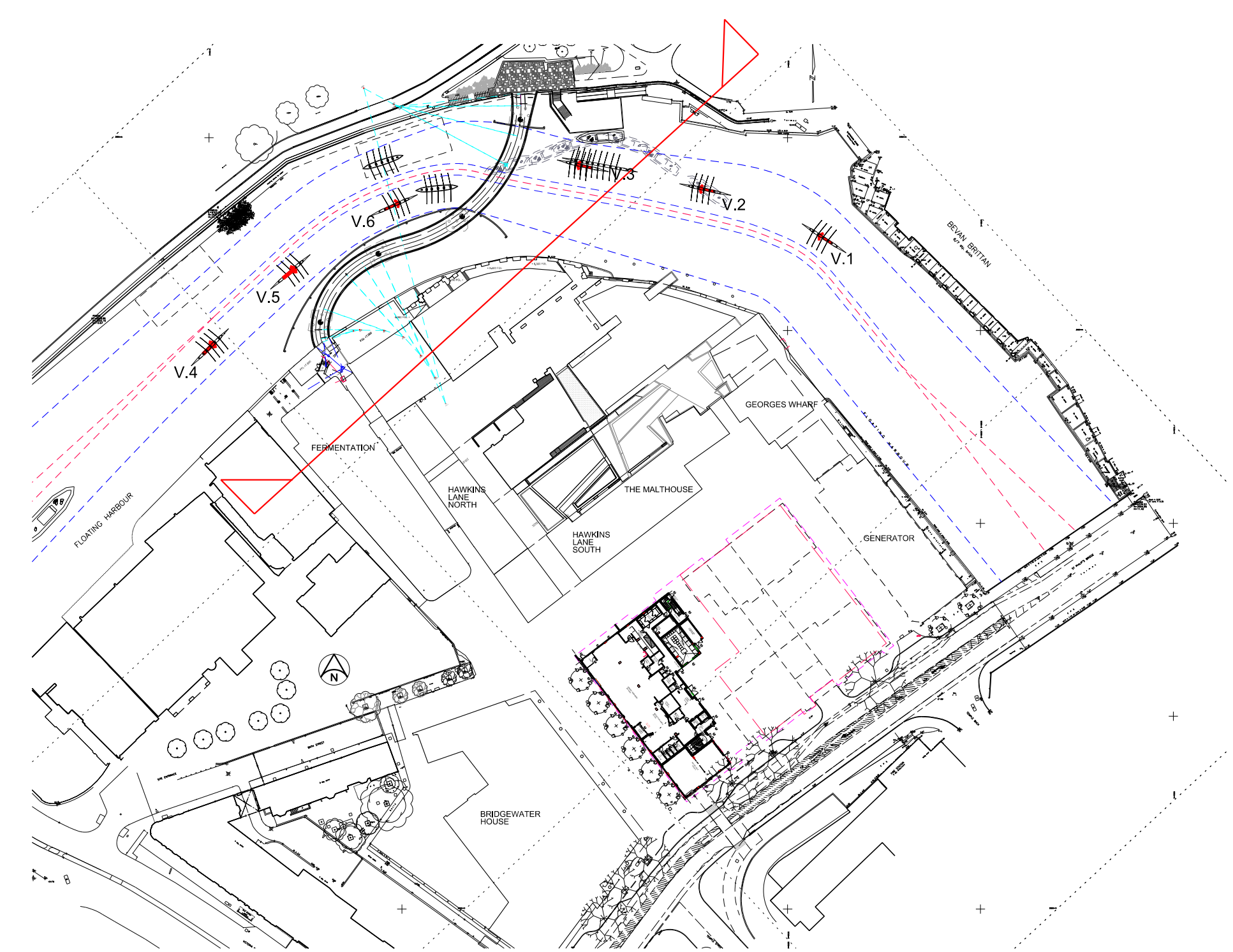
Project Finzels Reach, Floating Harbour, Bristol
 Drawing Finzels Reach_Bridge_Consented Elevations
 Number 2909_L_15_109

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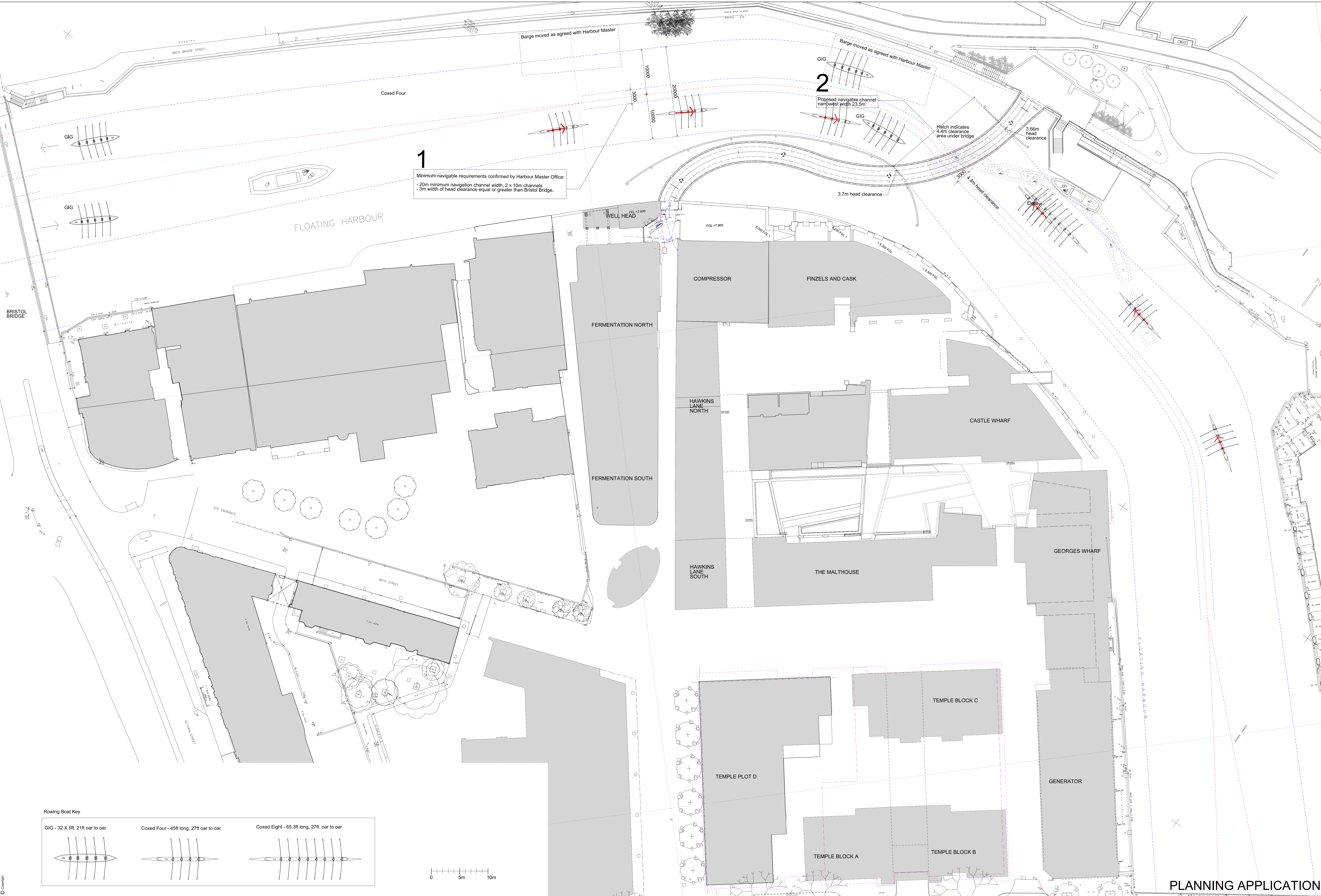




Proposed South Elevation

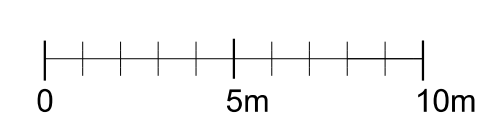
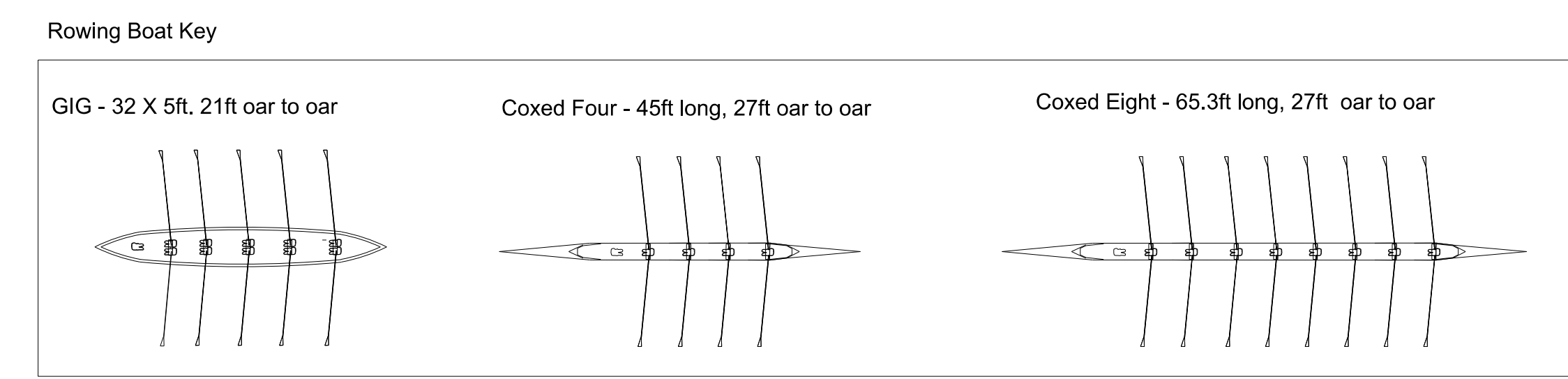


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A	Bridge supports and Castle Park landing amended	20.01.15	rsj																	



1
 Minimum navigable requirements confirmed by Harbour Master Office:
 - 20m minimum navigation channel width, 2 x 10m channels
 - 3m width of head clearance equal or greater than Bristol Bridge.

2
 Popped navigable channel narrowest width 23.5m



PLANNING APPLICATION

Rev	Note	Date	By	Checked	Rev	Note	Date	By	Checked	Rev	Note	Date	By	Checked	Rev	Note	Date	By	Checked	
A	Bridge supports and Castle Park landing area amended	28.01.15	mjk																	

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Drawn: DOD
 Scale: 1:200
 Date: 06/14

Project: Finzels Reach, Floating Harbour, Bristol
 Drawing: Finzels Reach Bridge_Proposed Navigation Channel Clearances
 Number: 2909_L_15_049

Rev A

Constraints

- 1) Clearance to match clearance height of Bristol Bridge to west of site (4.15m from water level).
- 2) Required gradient: No greater than 1:21 (Approx. 0.047333mm rise per meter @ 1:21).
- 3) Hawkins Lane bank level: 8.100, Castle Park bank level: 10.300 (raised to 10.820).
- 4) Level distance between banks: 2.72mm.

Conclusion

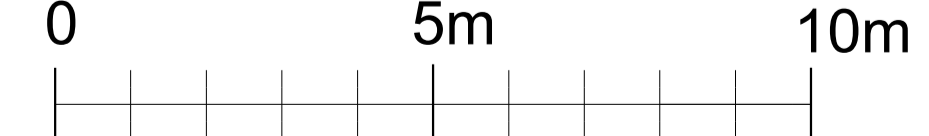
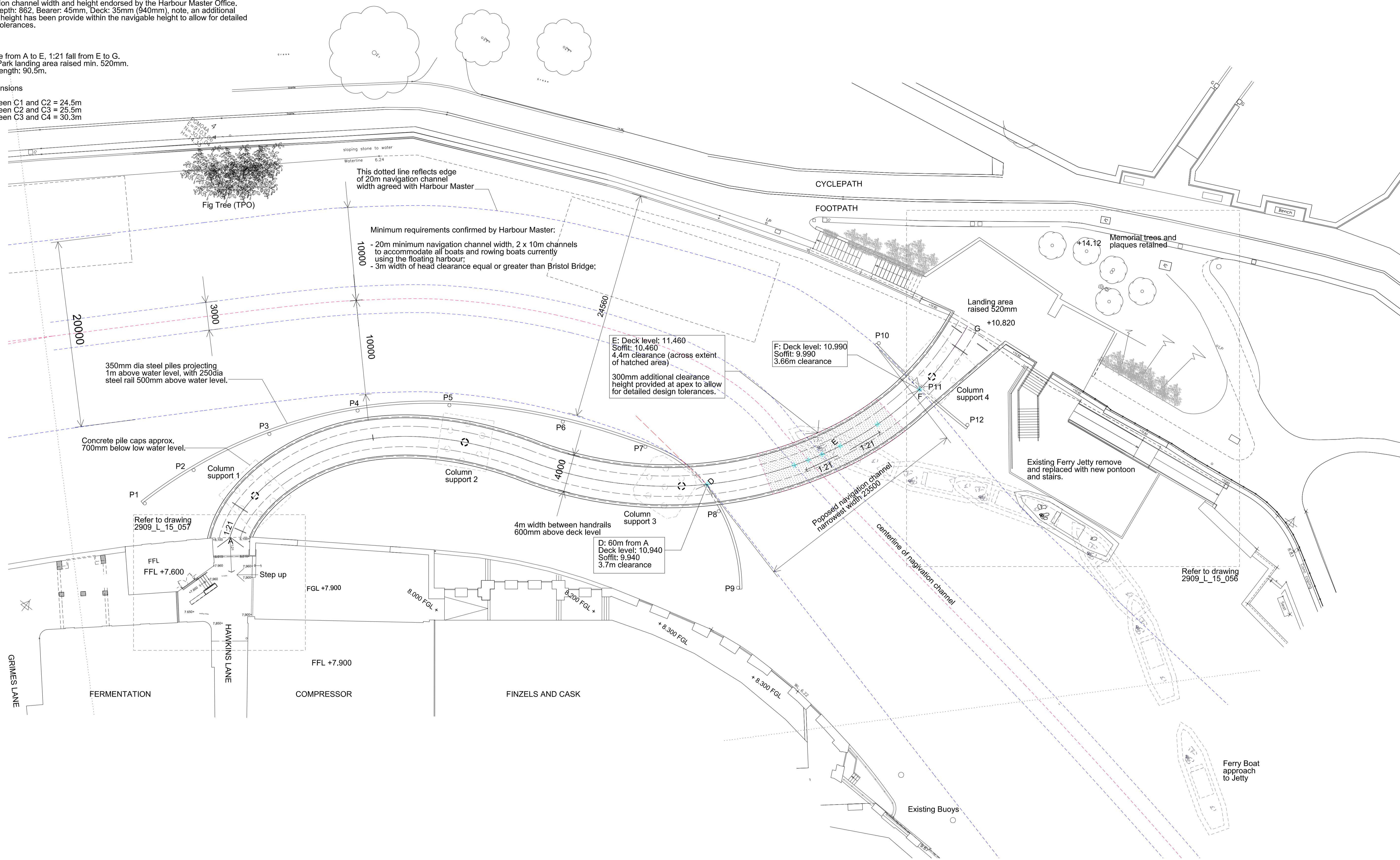
- 1) Bridge length: Approx. 90.5m
- 2) Rises 1:21 from 'A' to 'E', 1:21 fall from 'E' to 'G'.
- 3) Ground level raised 520mm at Castle Park landing area.
- 4) Navigation channel width and height endorsed by the Harbour Master Office.
- 5) Beam depth: 862, Bearer: 45mm, Deck: 35mm (940mm), note, an additional 300mm height has been provide within the navigable height to allow for detailed design tolerances.

Notes:

- A) 1:21 rise from A to E, 1:21 fall from E to G.
- B) Castle Park landing area raised min. 520mm.

Span dimensions

- span between C1 and C2 = 24.5m
- span between C2 and C3 = 25.5m
- span between C3 and C4 = 30.3m



PLANNING APPLICATION

Rev	Note	Date	By	Checked	Rev	Note	Date	By	Checked	Rev	Note	Date	By	Checked	Rev	Note	Date	By	Checked	
A	Bridge supports and Castle Park landing area amended	28.01.15	mjk	-																

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Drawn **DOD** Project **Finzels Reach, Floating Harbour, Bristol**
 Scale **1:200 @ A1** Drawing **Finzels Reach Bridge_Setting Out**
 Date **04.14** Number **2909_L_15_050** Rev **A**