

WARD: Cabot CONTACT OFFICER: Ben Burke
SITE ADDRESS: Railway Siding Head Shunt Wapping Railway Wharf Bristol BS1 6DS

APPLICATION NO: 15/05486/F Full Planning
EXPIRY DATE: 29 December 2015

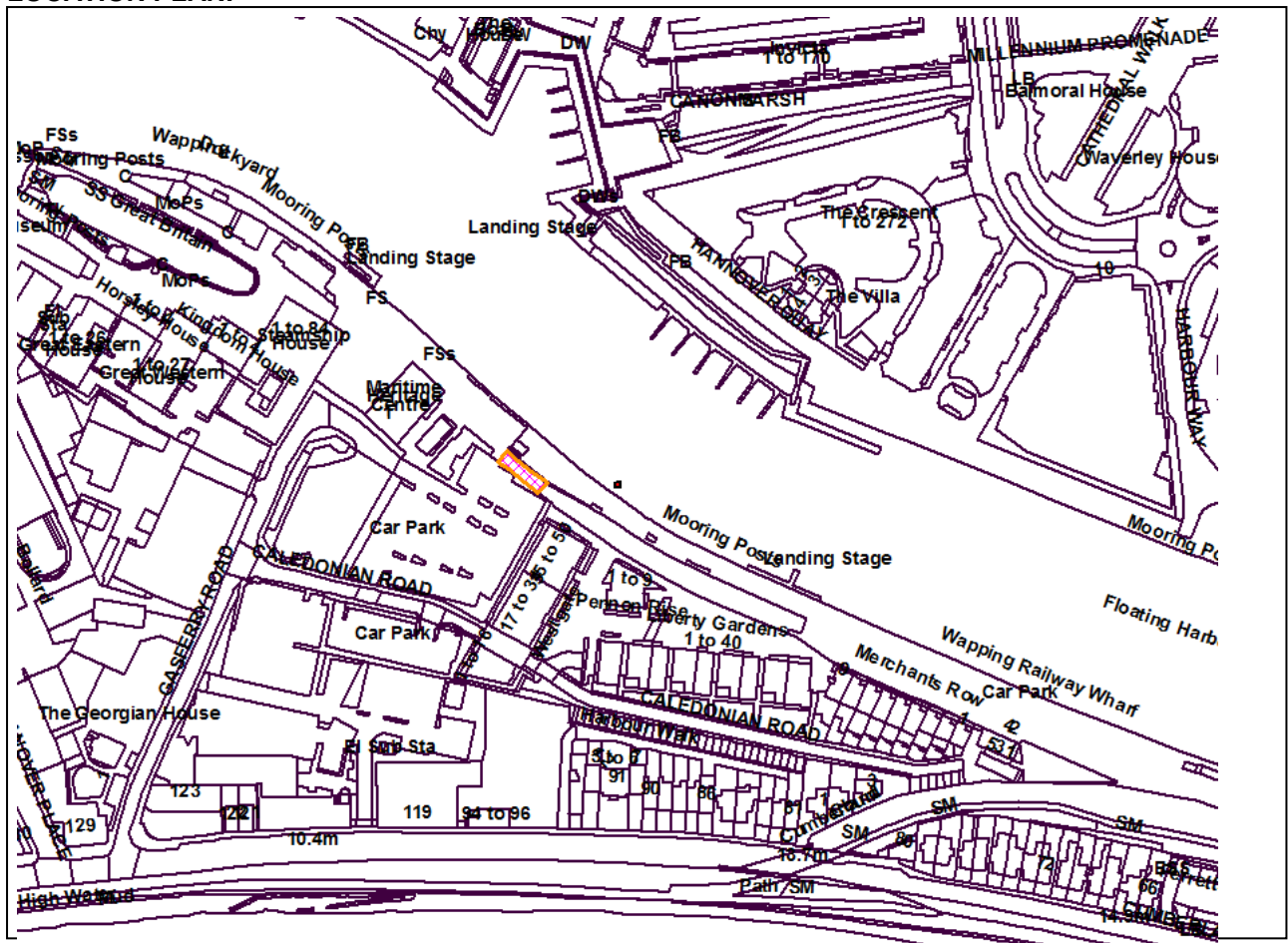
Construction of an engine garaging shed to house two railway maintenance vehicles.

RECOMMENDATION: Grant subject to Condition(s)

AGENT: Alec French Architects
27 Trenchard Street
Bristol
BS1 5AN
APPLICANT: Bristol Museums Galleries & Archives
M Shed
Wapping Road
Bristol
BS1 4RN

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

LOCATION PLAN:



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UPDATE

Following the previous committee meeting 23 further support comments have been received (total of 31), which are summarized within the 'Response to Publicity and Consultation' section, marked up in bold. This includes comments from the 'Friends of Bristol Museums, Galleries and Archives' which are included in full. The applicant has submitted further supporting information in respect of the issues raised by councillors at the meeting, which is included within the Supporting Documents (and available online (via public access) as part of the application file).

The applicant has also provided a further elevational drawing clarifying that there will be a void or opening in the external wall adjacent to The Bristol Packet's (TBP) store building. In addition, that guttering is intended to be added to the eaves of this adjacent TBP store building to take rainwater away from the new building. It is commented that this void will enable the adjacent wall of the TBP store building to be maintained through the new building. The fixing of guttering to TBP's store building will fall outside of the applicant's control and is a private detailed matter to be worked out between the them and TBP. With regards to recorded crime, Avon & Somerset Constabulary has confirmed that there have been 2 recorded crimes within the wider area, and their comments have been updated (in bold) within the Other Matters section.

BACKGROUND AND SUMMARY

During the late 19th Century a series of Acts of Parliament led to the creation of railway tracks and transit sheds furnishing the length of the Quayside. Wapping wharf is the remains of this railway, which the Bristol Harbour Railway regularly run weekend steam journeys along.

When Bristol Industrial Museum closed in 2007 to allow for the creation of M Shed, it resulted in the loss of workshop and garaging space for the Bristol Harbour Railway (BHR). Whilst M Shed has provided space for the garaging of two locomotives, there is no room for other equipment. To mitigate for this (and following a grant of temporary planning permission), a steel framed building was erected at the rear of the Guinness building in 2007. Subsequent to this, the structure was moved and re-erected, on a temporary planning permission, on land adjacent to A-Bond; the consent for which expires in 2018. A second storage shed was provided by boxing in the overbridge at Smeaton Road which formerly crossed the railway. This has been surrendered for use as a contractor's store for the Metrobus project and will later form part of a shared footpath/cycle way forming part of the Bristol Metrobus scheme.

There is now a need to provide a longer term storage building for the diesel locomotive and rail crane, used for maintenance and secondary duties on the Harbour Railway. There is limited land and only two potential sites within the ownership of the BHR, which could be used for the siting of this building. These include the vicinity of the A-Bond warehouse at or near the site of the current temporary shed and the application site. The former site, being remote from the main operational base, is inconvenient for urgent eventualities. It is advised that should a steam engine break down and need to be recovered during a passenger weekend, it would take about an hour to travel to the storage shed, recover the steam engine and then return the locomotive, significantly delaying the operation of the railway. The application site is the preferred option, which is the Wapping Wharf head-shunt sidings, adjacent to the railway platform and to the rear of Bristol Packet Offices.

It is considered that the proposal would be in keeping with the character and appearance of the area and not result in harm to the significance of the City Docks Conservation Area. Being located away from and to the north of the adjacent residential buildings, the proposal would not harm the amenity of these properties. It would also not result in harm to the amenity or function of the adjacent Bristol Packet premises. In summary, the proposal is acceptable in heritage terms, would not harm the

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amenity of adjacent properties or the use of the quayside, and is recommended for approval, subject to conditions.

SITE DESCRIPTION AND APPLICATION

The site is located within the Bristol Harbourside area and situated within the City Docks Conservation Area. The adjacent quay edge and bollards are grade II listed. Its specific location is the existing head shunt sidings of the Wapping Wharf railway adjacent to the Wapping Wharf platform. This railway extends from the Industrial Museum to the Create Centre. The site is immediately to the rear of The Bristol Packet Office and adjacent to a public car park. Westgate, a residential block comprising 50 flats is situated to the south east of the site. Pennon Rise located further to the east contains 9 flats. 1 Brunel Square, an office building, is located to the west. Beyond this are the SS Great Britain and visitors centre, as well as a block of residential flats.

The proposal is for a railway storage building to house a diesel locomotive and rail crane, which are used for maintenance and secondary duties. The building comprises one volume, a ridged roof and a length, width, eaves and ridge height of 17.9 metres (m), 4.6m, 3.9m and 5.8m respectively. The walls are intended to be black stained timber boarding and the roof is to be laid with slate. There are large sliding metal access doors within the east end of the building which are glazed at the upper level.

RELEVANT HISTORY

There is no planning history for the application site.

Wider Area:

13/03033/FB, Erection of shed for storage/garaging of railway vehicles (Use Class B8) with ancillary repairs/maintenance, for a temporary period of five years, together with removal of a Sycamore tree, Approved 19 September 2013

PRE APPLICATION COMMUNITY INVOLVEMENT

As the application does not fall within the Major category a Community Involvement Statement was not a validation requirement for the application and a specific statement has not been prepared.

However, the applicant has engaged with the Local Planning Authority (LPA) through the pre-application enquiry process, making changes as result of this dialog. It is advised that they also met with The Bristol Packet who expressed reservations about the amount of shadow the building would cast over their premises and the quayside, as well as vandalism associated with the existing site and industrial buildings of this type. To address these concerns options have been explored for reducing the height of the building. In addition, it has been decided to use dark stained timber cladding for the walls and a metal sliding access door, similar to those used in M-shed, which they consider will be less vulnerable to graffiti and vandalism. It is therefore suggested that a number of changes have been incorporated as a result of the applicant's consultation with The Bristol Packet office.

RESPONSE TO PUBLICITY AND CONSULTATION

Press Notice Published (25.11.15), Site Notices displayed (09.12.15) and 70 surrounding properties were consulted by letter. In response, 49 contributions have been received, 41 objecting and 31 in

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support.

The objections can be summarized as follows:

(A) Economy:

The scale of the proposed building will have a serious detrimental impact on the adjacent premises of The Bristol Packet (TBC) company;

The proximity of the building to TBC will result in damp and prevent their buildings from being maintained;

The development will negatively impact on the operation of TBC.

The building will cast TBP premises and the quay side in permanent shade, which will be detrimental to the premises and hamper the winter boat maintenance work on the quay.

TBP has had no official contact from Bristol City Council [The Bristol Packet were consulted by letter on 26.11].

(B) Crime and antisocial behaviour:

The proposal will result in TBP premises being vulnerable to crime and antisocial behaviour;

The proposed building will increase crime and anti-social behaviour within the locality;

The building would provide a shielded area for anti-social behaviour and crime.

(C) Amenity:

As Wapping Wharf is north facing the building will block light and sunshine from TBP buildings;

The building will block harbour views from 27 Westgate and reduce the property's value;

The development will result in noise and smoke pollution;

The storage shed is an inappropriate use given the proximity of residential properties;

The proposal would result in a loss of sunlight to flats within The Point development;

Regular use of the shed would result in noise and disturbance to local residents;

The application does not detail the potential increase in the use of the railway as well as pollution;

The proposal could result in light pollution.

(D) Character and Appearance:

The development would detract from the character and appearance of the Harbourside.

(E) Other:

The building would be better located near the Create Centre, or another location on the Harbourside;

The development is inappropriate for this leisure and tourist area;

The development will overshadow this part of the quay, detracting from tourism.

The impact on trees is unclear;

The area should be landscaped rather than built on.

The comments received in support can be summarized as follows:

(A) Character and Appearance:

The design is appropriate for this historic dockside location and will improve the appearance of the area;

The proposal would preserve and enhance the character and appearance of the Conservation Area.

The proposal would not dominate the quayside when compared with the surrounding much taller flats.

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(B) Amenity:

The proposal would result in no more overshadowing than the surrounding larger apartment buildings. **The shed will result in minimal additional shading to the quayside and no loss of amenity to the residential and business properties in the surrounding area.**

(C) Crime and anti-social behaviour:

The building will remove a hidden area potentially vulnerable to anti-social behaviour.

The building will not attract graffiti.

The proposal would improve the security of this part of the dockside and reduce antisocial behaviour

(D) Other:

The Harbour Railway is one of the Harbourside's most important attractions and needs to be supported;

Should the building be approved, then the height of the building should be reduced to the minimum;

The building is essential to the operation of the Harbour Railway.

The shadow studies show that there will be no impact on the Bristol Packet Operation.

Constraints such as Metrobus and cycle paths rule out other locations for the shed.

The revenue generated from the railway helps to maintain the railway, as well as the boats and cranes etc.

The Harbour Railway is run and maintained by volunteers and needs to be supported.

OTHER COMMENTS

Friends of Bristol Museums, Galleries and Archives:

Bristol Harbour Railway plays a key role in creating and enhancing the gritty industrial/maritime character of the south side of Bristol City Docks. It is popular with both Bristolians and visitors to the city. The long-term viability of the railway is dependent on the ability of staff and volunteers to maintain and improve the track-bed, and a shed of this type is needed to house the associated vehicles.

The site is currently under-used, and hidden on 3 sides by high walls and buildings, it therefore encourages vandalism and other undesirable activities such as the dumping of rubbish and drug abuse, to the detriment of the conservation area as a whole. The proposed building will fill this empty space, leaving no room on the site for hidden antisocial behaviour.

The steel frame construction minimises the impact on adjacent trees. As it will essentially be a garage rather than a workshop, there will be only occasional railway activity on site, limited to movements in and out, so no risk of significant noise.

The proposed building has an intentionally simple industrial / maritime character in keeping with the area, with black-stained timber-clad walls and a predominantly slate pitched roof. The design has been kept as low as is consistent with housing the rail crane, and will not significantly overshadow the Bristol Packet buildings or the quayside.

On behalf of the Friends of Bristol Museums, Galleries & Archives, I ask that the Planning Committee approves this development to support the long-term viability of the steam railway.

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Avon & Somerset Constabulary (summary):

The local Neighbourhood Policing team and the ASB team (Anti-Social- Behaviour) have advised that there have been no incidents reported for this area and they have no concerns or comments concerning the proposal. Therefore, we have no comments/concerns regarding this application only that robust security measures should be used.

With regards to reported crime, further clarification has been provided that there were break-ins, within the local area, involving a vehicle and a garage on the 2nd Dec 2015 and 24th Jan 2016 respectively.

Trustees of the SS Great Britain (summary):

The Trustees fully support the proposal and urge the planning committee to approve the development, which represents an essential enhancement that will support the survival of the steam railway on the Harbourside. The building has been well designed, in keeping with the industrial grainy feel of the City Docks Conservation Area. The building is an opportunity to improve the site and reduce existing anti-social activity; therefore, the design should incorporate suitable anti-crime measures, such as external lighting. The proposal would not affect the operation of TBP.

The Bristol Steamship Owner' Association (summary):

Care should be taken to avoid any disruption of life at the moorings to the detriment of TBP's business, one of the city's major attractions.

Bristol Tree Forum:

It looks like the building will encroach substantially on the Root Protection Area (RPA) of T2. If this is to be felled two replacements will be required on site or a contribution of £6600 for mitigation planting elsewhere.

City Design Group - Urban Design:

While the principle and general design approach is supported, it is considered that the following minor design amendments could improve the quality of the scheme and deliver a scheme with the potential to have positive impact on the character of the conservation area:

- While it was considered the more steeply pitched roof, presented as option 1, was the most suitable in achieving a more vernacular response there are some concerns related to the visual impact of the large unrelieved roof form, as noted from the key planning views assessment.
- While the proposed ridge height is generally acceptable as a maximum limit, it is advised that variations of the roof form are explored to break down the massing and add some visual interest. For example the roof forms of the existing C20 warehouse buildings to the north and west of the SS Great Britain, or indeed the half hip treatment to the Bristol Packet offices adjacent to the site.
- The material palette is generally considered to be in-keeping with the local character.
- However the CGI visual representation of the slate roof raises some concern. The material appears lighter than anticipated and shiny, causing this feature to stand out rather than sit more recessively in key views.
- Have any alternative roofing materials been considered?
- While the simple, industrial design vision is noted and supported it is considered that there may be some benefit in exploring some traditional detailing, such as to the eaves lines, roof and gable.

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Arboricultural Team:

It appears that the shed could be constructed adjacent to the existing trees. Minor pruning may be necessary to accommodate the front side. We will require a tree protection proposals and plan to demonstrate how the trees can be retained undamaged during the construction of the engine garaging shed.

RELEVANT POLICIES

National Planning Policy Framework – March 2012**Bristol Core Strategy (Adopted June 2011)**

BCS2	Bristol City Centre
BCS8	Delivering a Thriving Economy
BCS10	Transport and Access Improvements
BCS13	Climate Change
BCS14	Sustainable Energy
BCS15	Sustainable Design and Construction
BCS16	Flood Risk and Water Management
BCS20	Effective and Efficient Use of Land
BCS21	Quality Urban Design
BCS22	Conservation and the Historic Environment
BCS23	Pollution

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

DM1	Presumption in favour of sustainable development
DM14	The health impacts of development
DM22	Development adjacent to waterways
DM23	Transport development management
DM26	Local character and distinctiveness
DM29	Design of new buildings
DM31	Heritage assets
DM33	Pollution control, air quality and water quality
DM35	Noise mitigation

Bristol Central Area Plan (Adopted March 2015)

BCAP5	Development and flood risk
BCAP9	Cultural and tourist facilities and water-based recreation
BCAP19	Leisure use frontages in Bristol City Centre
BCAP20	Sustainable design standards
BCAP32	Quayside walkways
BCAP41	The approach to Harbourside

KEY ISSUES

(A) WOULD THE PROPOSAL BE ACCEPTABLE IN PRINCIPLE IN LAND USE TERMS?

Policy BCAP41: The Approach to Harbourside, states that: 'Development will be expected to enhance Harbourside's role as an informal leisure destination and a focus for maritime industries, creative industries and water-based recreation, preserving and enhancing the setting of the neighborhood's major attractions including the Floating Harbour itself.' The land is currently part of the Harbour Railway and is therefore, in principle, suitable for development associated with the

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essential functioning of the railway, subject to meeting the requirements of the above policy and relevant associated development plan policies.

(B) WOULD THE PROPOSAL RESULT IN HARM TO THE SIGNIFICANCE OF THE CITY DOCKS CONSERVATION AREA?

Section 66(1) and 72(1) impose the following duties on Local Planning Authorities when considering applications affecting the designated heritage assets of Listed Buildings and Conservation Areas. Section 66(1) of the Listed Buildings Act provides: '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.' Section 72(1) provides: 'In the exercise, with respect to any buildings or other land in a conservation area, of any [functions under or by virtue of] any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.'

Paragraph 133 -124 of the National Planning Policy Framework states that: 'Where a proposed development will lead to substantial harm 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 the harm or loss, or four criteria apply. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including its optimum viable use.'

Policy BCS22 of the Core Strategy (June 2011) refers to 'Conservation and the Historic Environment' and states that: Development proposals will safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance including:

- Historic buildings both nationally and locally listed; and
- Conservation Areas.

Policy DM31 of the Site Allocations and Development Management Policies (July 2014) concerns Heritage Assets and states that: Development that has an impact upon a heritage asset will be expected to conserve and, where appropriate, enhance the asset or its setting. With regards to Listed Buildings it is stated that: 'Alterations, extensions or changes of use to listed buildings, or development in their vicinity, will be expected to have no adverse impact on those elements which contribute to their special architectural or historic interest, including their settings.' With regards to conservation areas, it is specified that: 'Development within or which would affect the setting of a conservation area will be expected to preserve or, where appropriate, enhance those elements which contribute to their special character or appearance.'

The site falls with the Floating Harbour Character Area of the City Docks Conservation Area Character Appraisal & Management Proposals (December 2011). This details that the area of the application includes industrial, low-rise warehouses and sheds facing the waterfront. It outlines strengths of the area as: 'Successful conversion or reuse of former industrial buildings or well integrated new developments that complement the historic character.' It details threats as 'developments that fail to respect the industrial character, scale and material palette of the area.'

The applicant's supporting information on this issue will be summarised, as follows: The proposal is to construct a simple and relatively unobtrusive garage to house a diesel locomotive and rail crane using steel framework and timber cladding. The design of the building is intended to reflect the style of accommodation used by industrial railways rather than the mainline and is, therefore, deliberately plain. By using simple forms and a limited, yet contextual palette of materials, it seeks to enhance the character of this former industrial site within the context of the Conservation Area. It is intended to use black stained timber cladding and a slate pitched roof. These materials are used elsewhere within

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the City Docks Conservation Area and are vernacular materials. The form of the building (simple pitched roof shed) seeks to acknowledge the historic context of industrial transit sheds, whilst providing sufficient functional space to house the two railway vehicles. The principle driver determining the height of the building is the rail crane, although its height has been minimized.

In response to the public consultation exercise, objectors have commented that the storage shed is inappropriate for this location within close proximity to tourist / leisure uses and residential development. Additionally, that it would detract from the character and appearance of the site and the adjacent SS Great Britain tourist attraction, and fail to preserve or enhance the character and appearance of City Docks Conservation Area.

The proposed building is of a simple, honest, industrial style; comprising one volume, dark stained timber boarded walls, a relatively steep natural slate ridged roof, and industrial style bespoke sliding metal doors with glazing at the upper level. The building is typical of the type of storage sheds that would have been utilised for a maritime railway, serving a primarily functional rather than decorative purpose. The building also shares the characteristic of a number of surviving historic industrial building on the harbourside, such as the Benjamin Perry Boathouse with its dark stained timber boarded walls and simple ridged roof.

The City Design Group (CDG) has advised that: 'Whilst the principle and general design approach is supported, it is considered that a number of minor design amendments could improve the quality of the scheme and deliver a scheme with the potential to have positive impact on the character of the conservation area.' They have raised the following main issues:

1. There are some concerns about the visual impact of the large unrelieved roof form, as noted from the key planning views assessment;
2. Whilst the proposed ridge height is generally acceptable as a maximum limit, it is advised that variations of the room form are explored to break down the massing and add some visual interest;
3. The material palette is generally considered to be in-keeping with the local character; however, the visual impressions suggest that the roofing materials will be light and shiny;
4. There may be some benefit in exploring some traditional detailing, such as to the eaves line, roof and gable;
5. Conditions should be applied relating to large scale design details and in-situ sample of all proposed materials.

The above issues will be addressed as follows:

1. The building is a relatively large single volume building with a ridged roof and a length, width, eaves and ridge height of 17.9 metres (m), 4.6m, 3.9m and 3.8m respectively, and faces side on to the quay. Although relatively large it is considerably smaller than the surrounding residential and office buildings. The nearest residential building, Westgate, has five storeys and a length and width of 69m and 20m respectively. The closest office building, 1 Brunel Square, has a length and width of 27m and 17m. The roof of the building is not significantly large or bulky comprising 34% of the overall height of the building; and the roof, being ridged, pitches away from the side elevations, reducing its perceived bulk. The photomontages show that the proposed building is relatively modest in scale in comparison to the surrounding much larger buildings; and being faced in dark stained wood and tiled with natural slates, will appear dark and recessive, partially blending with the surrounding trees and buildings.
2. CDG suggest breaking down the mass of the roof and adding visual interest by providing a ridge vent/skylight feature to the roof ridge, or adding half hips to the roof, as in the existing TBP building. It should be emphasised that the roof feature would be solely a decorative add on feature, not serving any function; and that additional detailing is unnecessary for this simple

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industrial style building. The same applies to a half hipped feature which would also be decorative and, given the overall length of the building, would do little to reduce its mass and bulk; which, in any case, is considered to be acceptable in urban design terms.

3. The agent has confirmed that natural roof slates are to be used, which is a high quality natural material that is dark and recessive in appearance; and suitable for the building, site and surrounding context.
4. The suggested traditional detailing would consist of dagger boarding to the eaves, circular openings or windows and/or grills to the gable ends. As outlined within the supporting statement, the design of the building is intended to reflect the style of accommodation used by industrial railways rather than the mainline and is therefore deliberately plain. It is considered that adding such detailing would be inappropriate for a simple and functional industrial storage building, and be inconsistent with the design of the remaining historic industrial buildings within the Harbourside, such as the Benjamin Perry Boathouse.

On the basis of the above, it is considered that the proposal is acceptable in design terms and would not result in harm to the significance of the designated heritage assets of the City Docks Conservation Area, or the listed parts of the quayside and bollards; and that it would preserve the character and appearance of the Conservation Area. Therefore, the proposal meets the obligations posed by Sections 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990; and complies with the aforementioned policies. The proposal is therefore acceptable on this key issue.

(C) WOULD THE PROPOSAL DETRACT FROM THE AMENITY/FUNCTION OF SURROUNDING PROPERTIES AND THE QUAYSIDE?

Policy BCS21 concerns Quality Urban Design stating that new development in Bristol should deliver high quality urban design. With regards to amenity it specifies that development in Bristol will be expected to safeguard the amenity of existing development and create a high-quality environment for future occupiers. DM30 concerns alterations to existing buildings and states that extensions and alterations will be expected to safeguard the amenity of the host premises and neighbouring occupiers. Policy BCS23 states that development should be sited and designed in a way as to avoid adversely impacting upon the environmental amenity of the surrounding area by reason of noise. Policy DM35 concerns Noise Mitigation, and requires that development which would have an unacceptable impact on environmental amenity by reason of noise will be expected to provide an appropriate scheme of mitigation.

Objections have been received commenting that the proposal would be detrimental to the amenity of adjacent residential properties in respect of light, outlook, overbearing impacts and noise disturbance. In addition, that the amenity, function and operation of the adjacent TBP company would be detrimentally affected. The impact will be addressed as follows, taking account of the submitted shadow drawings:

Residential Properties:

There are residential properties behind the quayside and to the south east of the site, with the nearest residential block, Westgate, being located 11m from the site. The site is situated to the north of the adjacent residential buildings, resulting in the proposed building having no impact on their sunlight. The submitted shadow drawings show that at the Winter Solstice (22nd December) the adjacent residential buildings fall within their own shadow. At the summer solstice and equinox periods (21st June & 20th March/22nd September) any shading from the building falls away from the residential buildings which are not affected. Given the sites orientation to the north of the adjacent residential buildings, the 11m separation from Westgate (the nearest residential building), and its significantly lower height, it is considered that the proposal would not result in a loss of sunlight or light in general,

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or have an overbearing impact on these properties.

In respect of outlook, the proposed building, being sited to the north west of the adjacent residential block (Westgate), would not obstruct views or affect the outlook from the side of this block, which directly faces the harbour. The views from flats with windows in the lower part of the west elevation facing the car park would be partially affected, resulting in the partial obstruction of some oblique views across the harbour. However, such views are not a planning consideration or protected in policy. In addition, given the separation distance and lower scale of the proposed building, the outlook of properties within the Westgate building would not be harmed.

Turning to noise disturbance it is advised that no more than day to day running maintenance would be carried out in the shed, and that there will be little noise generated beyond starting the engines, which will only occur on an infrequent and irregular basis. As such, officers consider that this proposal would not result in noise disturbance that would cause harm to the amenity of local residents.

The Bristol Packet (TBP)

The application site is located immediately to the south of TBP premises. This includes a small brick store building next to the site, a ticket office building beyond this, and a railway wagon (used as a store) to the side of the ticket office. The ticket office has doors on the front, two large windows on its western side and two boarded in openings in its eastern elevation. Given the site's orientation, the proposal would result in no overshadowing or loss of light to the windows and doors of the ticket office building. The Winter Solstice shadow drawings show that the impact on TBP buildings is unchanged as they are already in shade from the existing site perimeter wall and their own buildings. During the summer solstice and equinox periods the TBP buildings fall mostly within their own shade, although the proposal would result in some limited additional shading of their brick store building. Therefore, the proposal would not result in overshadowing, or a loss of light to the TBP ticket office building. The proposed building is located very close to a TBP brick store building, which they have advised will prevent the maintenance of this building. The proximity is acknowledged; however, this is a private maintenance and management issue, rather than a planning issue of relevance to this application. Being located to the rear of the TBP premises, the building would have no impact on the company's function or operation, or their customer's use of their facility.

The Quayside:

At the winter solstice the proposal would have a limited impact on the shading of the quayside, which is already in shade from the existing TBP premises and the perimeter walls of the adjacent car park. The drawings show that there would be some limited shading of the adjacent quayside at the summer solstice and some overshadowing at the equinox periods. The proposal would, therefore, result in some additional overshadowing of the quay side, but this is limited (particularly during the summer) and insignificant in comparison to the shadows cast by the surrounding much larger residential buildings.

On the basis of the above, it is considered that the proposal would not detract from the amenity of the surrounding residential properties; be harmful to the amenity, function and operation of The Bristol Packet; or detract from the leisure / tourist function of the adjacent quayside. The proposal is, therefore, acceptable on this key issue.

(D) WOULD THE PROPSOAL BE ACCEPTABLE IN RESPECT OF TRANSPORT AND MOVEMENT ISSUES?

Policy BCAP32 concerns 'Quayside walkways' and requires that development on or adjacent to existing Quayside Walkways shown on the Policies Map will be expected to retain and, where appropriate, enhance a continuous and accessible route; and be expected to provide or contribute

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appropriately towards a continuous and accessible route finished to a high standard of design including, where practical, seating and appropriate landscaping.

As the application site is part of the existing Harbour railway the proposal would not obstruct or take away any usable part of the quay side walkway. Officers consider that, given the simple industrial character of the building, it will add to the industrial character and feel of the area, contributing to the interest of the quayside walkway. The quay side adjacent to the site is continuous, accessible and finished to a good standard. Given the width of the adjacent quay, part of which is taken up by the Harbour Railway, there is not any scope for any additional landscaping and/or seating which is encouraged by the above policy, but the building is functional and this is not an issue of concern to officers. The proposal is, therefore, acceptable on transport and movement issues.

(E) WOULD THE PROPOSAL ADDRESS ISSUES OF CRIME PREVENTION?

BCS21 states that new development in Bristol should deliver high quality urban design and a safe built environment.

A significant number of objections have been received on the basis that the proposal would result in anti-social behavior and crime adjacent to the site. In addition, that the adjacent stone wall will allow access to the roof. Avon & Somerset Constabulary has advised that there have been no reported incidents for the site, and that they have no comments or concerns, except that robust security measures should be used. With regards to this issue, the agent has advised that the hidden nature of the site, being enclosed by the car park perimeter wall, has led to it being used for unsavory activities, as a rubbish dump and vandalized. They consider that the train shed will eliminate this by enclosing the area and making the space publicly visible.'

It is understood that the building will be locked and secure when not in use; and the external materials, utilizing dark stained timber and sliding metal doors as opposed to a roller shutter, are intended to reduce the likelihood of graffiti and tagging. With regards to people climbing on the adjacent wall, the eaves are located 2m above the wall, making climbing onto the roof difficult; and measures could be put in place by the applicant, should this become an issue in the future. It is also considered that the building will remove a secluded and hidden area, potentially vulnerable to crime and antisocial behavior. The proposal is therefore considered to adequately address issues of crime prevention.

(F) WOULD THE PROPOSAL ADEQUATELY ADDRESS ISSUES OF CLIMATE CHANGE AND SUSTAINABILITY?

Policies BCS13-15 of Core Strategy concern climate change and sustainable design, energy and construction. The policies require development to contribute to both mitigating and adapting to climate change, and to meeting targets to reduce carbon dioxide emissions. They require development in Bristol to include measures to reduce carbon dioxide emissions from energy use and to provide sufficient renewable energy generation to reduce carbon dioxide emissions from residual energy use in the building by at least 20%.

It is advised that there will be an electricity supply, mainly for lighting, augmented by PV panels on the south facing roof. The PVs should provide sufficient power for all needs within the shed and could be used to supplement the power usage of its neighbours. The use would therefore involve minimal power use, which would be partially drawn from renewable sources. The proposal is therefore acceptable on this key issue.

Development Control Committee B – 16 March 2016**Application No. 15/05486/F: Railway Siding Head Shunt Wapping Railway Wharf Bristol BS1 6DS****(G) WOULD THE PROPOSAL ADEQUATELY ADDRESS ISSUES OF FLOODING AND DRAINAGE?**

Policy BCS16 concerns Flood Risk and Water Management and states that: 'Development in Bristol will follow a sequential approach to flood risk management, giving priority to the development of sites with the lowest risk of flooding.' In addition, that: 'All development will also be expected to incorporate water management measures to reduce surface run-off and ensure that it does not increase flood risks elsewhere. This should include the use of sustainable drainage systems (SUDS).'

On the basis of the Technical Guidance to the NPPF (TG-NPPF), the proposal is considered to fall within the definition of Essential Infrastructure: 'Essential transport infrastructure (including mass evacuation routes) which has to cross the area at risk.' Table 1 details that such uses are appropriate within areas with a medium probability of flood risk (Zone 2), which is the classification of the application site. Furthermore, in flood risk terms there are no sequentially preferable sites as the majority of land surrounding the harbour falls within Flood Zones 2 of 3. In respect of drainage, it is advised that source control SUDS will be employed to control rainwater runoff from the roof, with down pipes draining directly into the freely draining tracks. Rainwater on the site drains through the permeable railway sidings, which will be maintained for this building. The proposal is therefore acceptable in respect of flood risk and makes adequate provision for SUDS.

(H) WOULD THE PROPOSAL AFFECT TREES AND WILDLIFE WITHIN THE SITE?

BCS9 states that: 'The integrity and connectivity of the strategic green infrastructure network will be maintained, protected and enhanced.' DM17 concerns development involving existing green infrastructure states that all new development should integrate important existing trees. DM19 concerns Development and Nature Conservation and requires that development which would be likely to have any impact upon habitat, species or features, which contribute to nature conservation in Bristol will be expected to meet three criteria.

It is advised that one of the main reasons for the design comprising a clad steel frame structure is to protect the adjacent trees. The Arboricultural Team has advised that the shed can be constructed adjacent to the existing trees, although minor pruning may be necessary. In addition, that a Tree Protection Proposals and Plan will be required to demonstrate how the trees can be retained undamaged during the construction of the engine garaging shed.

With regards to wildlife, it is advised (on the basis of the Bristol Docks Estate Wildlife Survey and Assessment dated 20th December 2009) that this part of the sidings is of little significance, which is considered to be the case. This proposal is acceptable on this key issue, subject to the arboricultural conditions.

CONCLUSION

The proposal would provide an essential storage building for the diesel locomotive and rail crane used for maintenance and secondary duties on the Bristol Harbour Railway. It is designed to reflect the simple industrial style of the harbor railway and the working heritage of the Harbourside and would not result in harm to the significance of the City Docks Conservation Area. As the proposal is located away from and to the north of surrounding residential properties, it would not detract from their amenity. It would also not affect the amenity, function or operation of TBP. Your officers consider this proposal to be compliant with the Development Plan and is recommended for approval.

Development Control Committee B – 16 March 2016

Application No. 15/05486/F: Railway Siding Head Shunt Wapping Railway Wharf Bristol BS1 6DS

COMMUNITY INFRASTRUCTURE LEVY

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

This development is liable for CIL, however the CIL rate for this type of development, as set out in the CIL Charging Schedule, is £nil and therefore no CIL is payable.

RECOMMENDED GRANT subject to condition(s)

Time limit for commencement of development

1. Full Planning Permission

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

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

Pre commencement condition(s)

2. The development shall be completed in accordance with the following materials before the building is brought into use:

- a) Natural slates for the roof;
- b) terracotta ridge tiles;
- c) lead flashing and secret gutter to roof verge;
- d) black stained horizontal timber ship-lap cladding for the walls;
- e) galvanised steel gutters and down pipes;
- f) roof integrated photovoltaic panels;
- g) double sliding-folding doors painted steel frame, with corrugated metal lower and galvanised upper;
- h) single sliding boxed and framed painted timber crew door;
- i) fixed timber framed clear glass window;
- j) black engineering brick plinth.

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

3. Prior to the development commencing, a Tree Protection Proposals Plan shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved Tree Protection Proposals and Plan.

Reason: To ensure that the adjacent mature trees are protected during the course of the development.

List of approved plans

4. List of approved plans and drawings

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

Development Control Committee B – 16 March 2016

**Application No. 15/05486/F: Railway Siding Head Shunt Wapping Railway Wharf Bristol BS1
6DS**

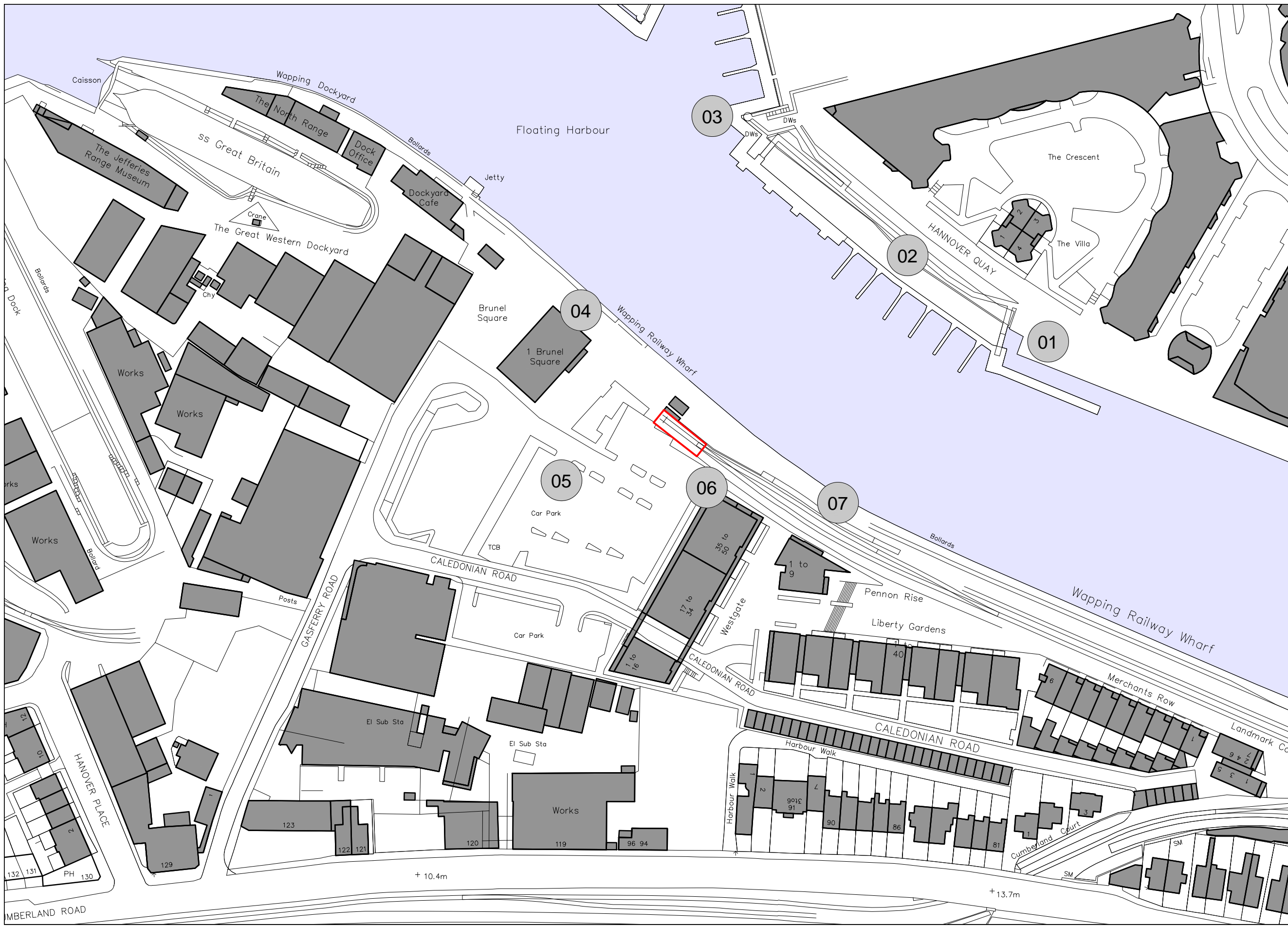
4902 1000A Site Location Plan, received 3 November 2015
4902 1001A Existing Ground Floor Plan, received 3 November 2015
4902 1002A Existing Elevations, received 3 November 2015
4902 1200A Proposed Ground Floor Plan, received 3 November 2015
4902 1251 Proposed North Elevation, received 3 November 2015
4902 1252 Proposed South Elevation, received 3 November 2015
4902 1253 Proposed East West Elevations, received 3 November 2015
4902 1254 Proposed Section AA, received 3 November 2015
4902 1255 Proposed Section BB, received 3 November 2015
4902 SK12 North Elevation and Plan at Ground Level, received 1 March 2016

Reason: For the avoidance of doubt.

BACKGROUND PAPERS

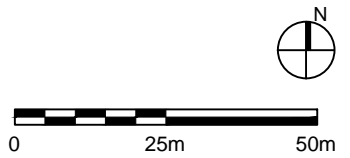
Urban Design
Crime Reduction Unit

27 November 2015
20 January 2016



Application Boundary

Key view locations



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Rev	Description	Date	Drawn by	Checked by
A	ISSUED FOR PLANNING; Key view locations added.	231015	MK	ND
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Bristol Museums Galleries and Archives
 Engine Shed
 Site Location Plan

Scale	1:1250@A3	Drawn by	MK	Checked by	ND	Job No.	4902	Orig. No.	1000	Rev.	A
Date	180515										

Stage PLANNING

Materials and Finishes Key

1. Black stained horizontal timber ship-lap cladding
2. Slate roof finish
3. Terracotta ridge tiles
4. Galvanised steel gutters and downpipes
5. Roof integrated photovoltaic panels
6. Relocated Bristol Packet signage
7. Bristol Harbour Railway signage
8. Double sliding-folding doors painted steel frame, with corrugated metal lower and glazed upper
9. Single sliding boxed and framed painted timber crew door (colour to match signage above)
10. Fixed timber framed clear glass window.
11. Black engineering brick plinth (colour to match adjacent existing black brick)
12. Lead flashing and secret gutter to roof verge



Proposed East Elevation



Proposed West Elevation



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27 Trenchard Street, Bristol, BS1 5AN, T. 01179293011 F. 01179221121 E. mail@alecfrench.co.uk www.alecfrench.co.uk				
Bristol Museums Galleries and Archives Engine Garaging Shed Proposed East and West Elevations				
Scale	1:100 @A3	Drawn by	Checked by	Job No.
Date	Sept 2015	MK	ND	4902
Dirg.No.	1253	Rev.	/	

Stage
PLANNING

Materials and Finishes Key

1. Black stained horizontal timber ship-lap cladding
2. Slate roof finish
3. Terracotta ridge tiles
4. Galvanised steel gutters and downpipes
5. Roof integrated photovoltaic panels
6. Relocated Bristol Packet signage
7. Bristol Harbour Railway signage
8. Double sliding-folding doors painted steel frame, with corrugated metal lower and glazed upper
9. Single sliding boxed and framed painted timber crew door (colour to match signage above)
10. Fixed timber framed clear glass window.
11. Black engineering brick plinth (colour to match adjacent existing black brick)
12. Lead flashing and secret gutter to roof verge



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Bristol Museums Galleries and Archives

Engine Garaging Shed

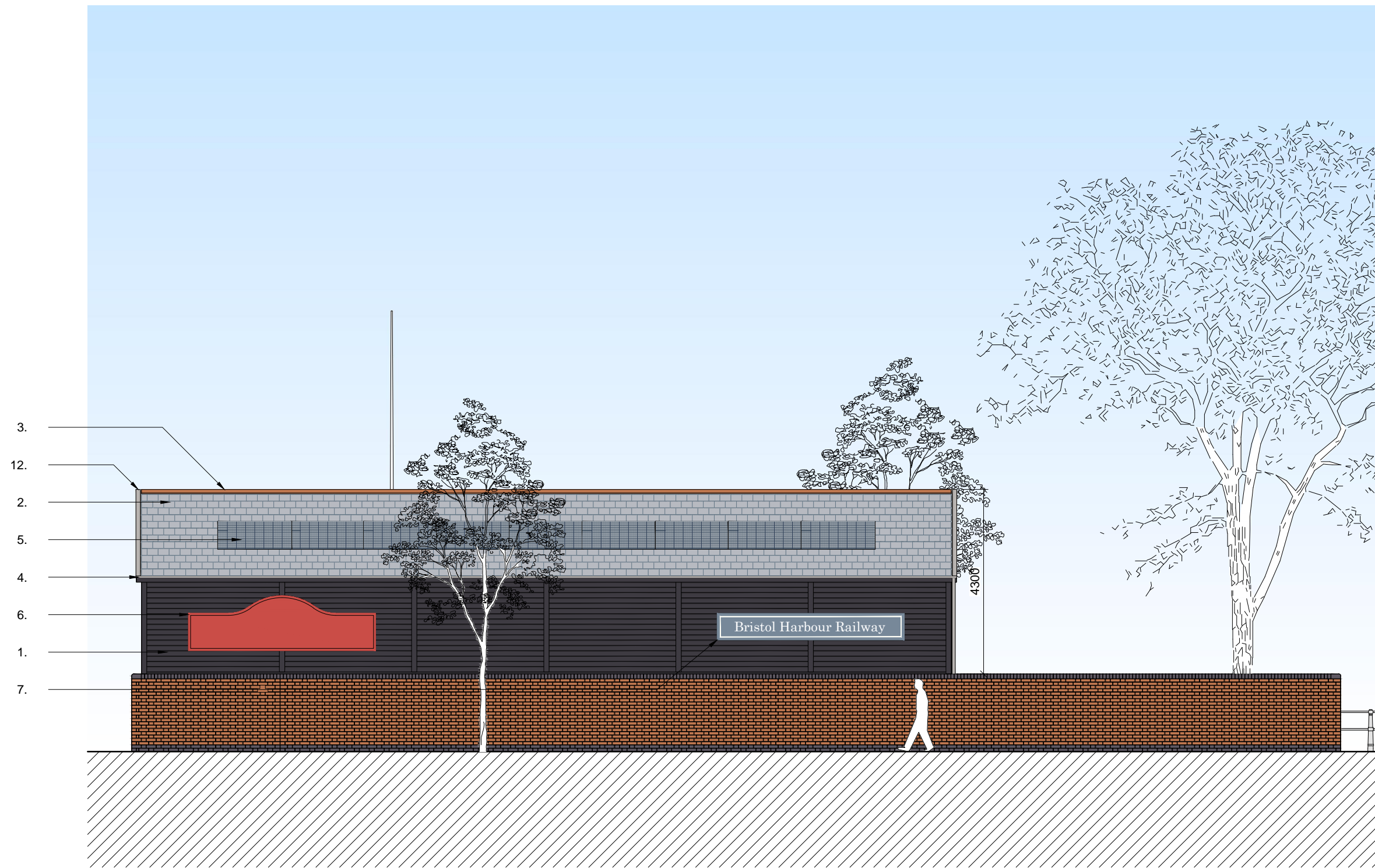
Proposed North Elevation

Scale	1:100 @A3	Drawn by	MK	Checked by	ND	Job No.	4902	Orig. No.	1251	Rev.	/
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Stage
PLANNING

Materials and Finishes Key

1. Black stained horizontal timber ship-lap cladding
2. Slate roof finish
3. Terracotta ridge tiles
4. Galvanised steel gutters and downpipes
5. Roof integrated photovoltaic panels
6. Relocated Bristol Packet signage
7. Bristol Harbour Railway signage
8. Double sliding-folding doors painted steel frame, with corrugated metal lower and glazed upper
9. Single sliding boxed and framed painted timber crew door (colour to match signage above)
10. Fixed timber framed clear glass window.
11. Black engineering brick plinth (colour to match adjacent existing black brick)
12. Lead flashing and secret gutter to roof verge



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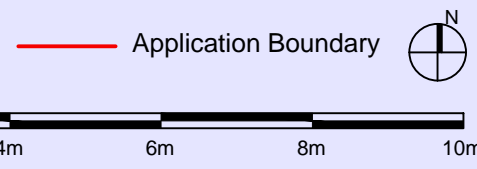
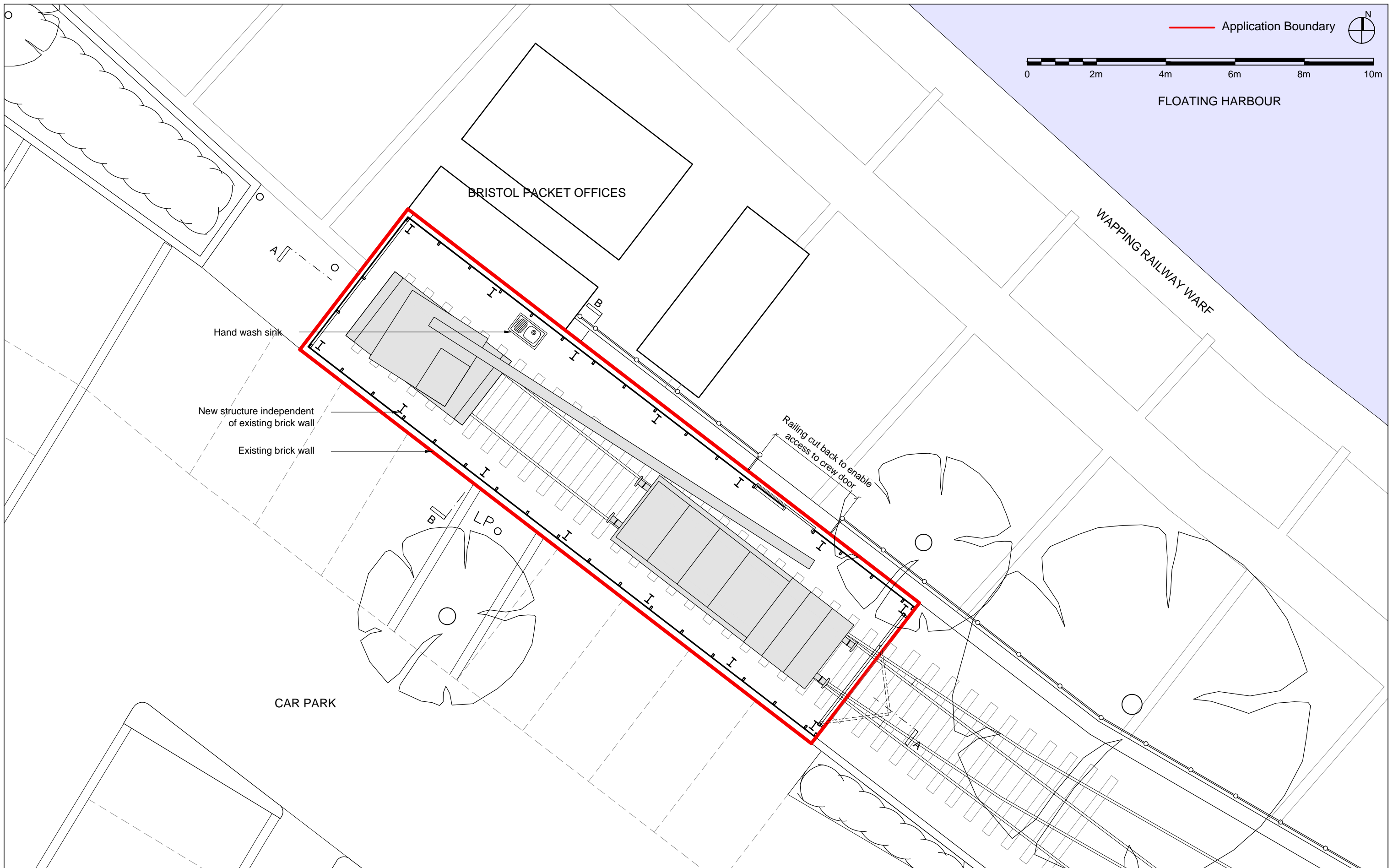
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Engine Garaging Shed				
Proposed South Elevation				
Scale	1:100 @A3	Drawn by	Checked by	Job No.
Date	Sept 2015	MK	ND	4902
Dir.No.	1252	Rev.	/	

Stage
PLANNING



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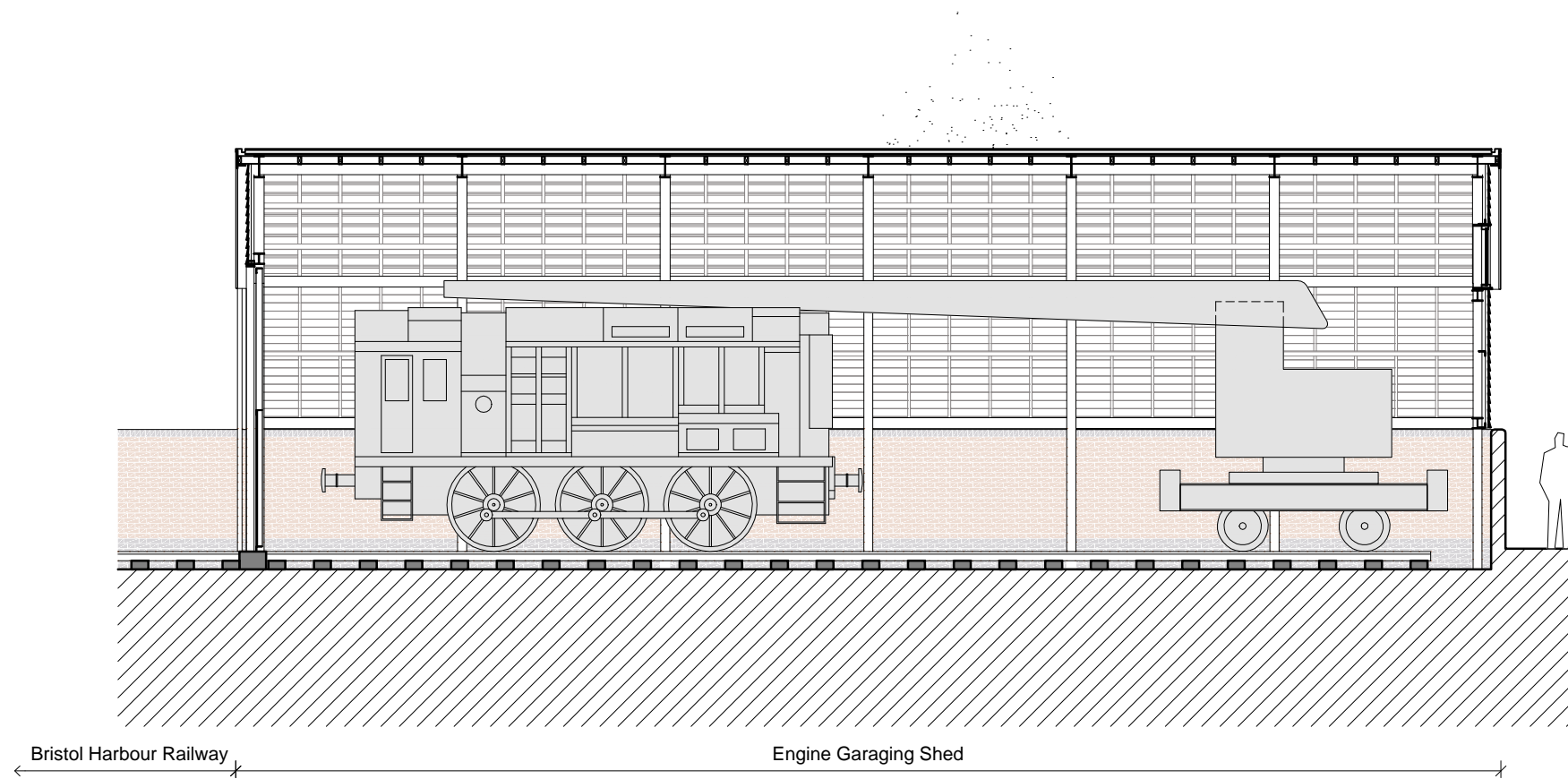
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A	ISSUED FOR PLANNING; hand wash sink added; sliding crew door added	231015	MK	ND
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Bristol Museums Galleries and Archives
Engine Shed
Proposed Ground Floor Plan

Scale	1:100@A3	Drawn by	MK	Checked by	ND	Job No.	4902	Dwg. No.	1200	Rev.	A
Date	180515										

Stage
PLANNING



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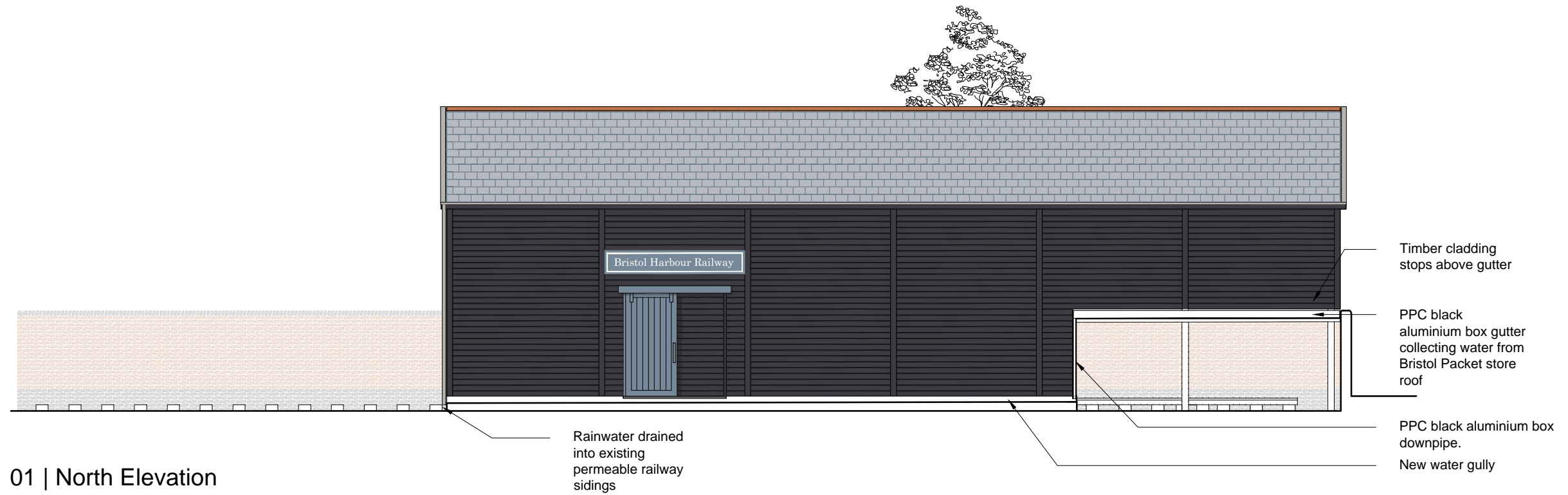
Bristol Museums Galleries and Archives

Engine Garaging Shed

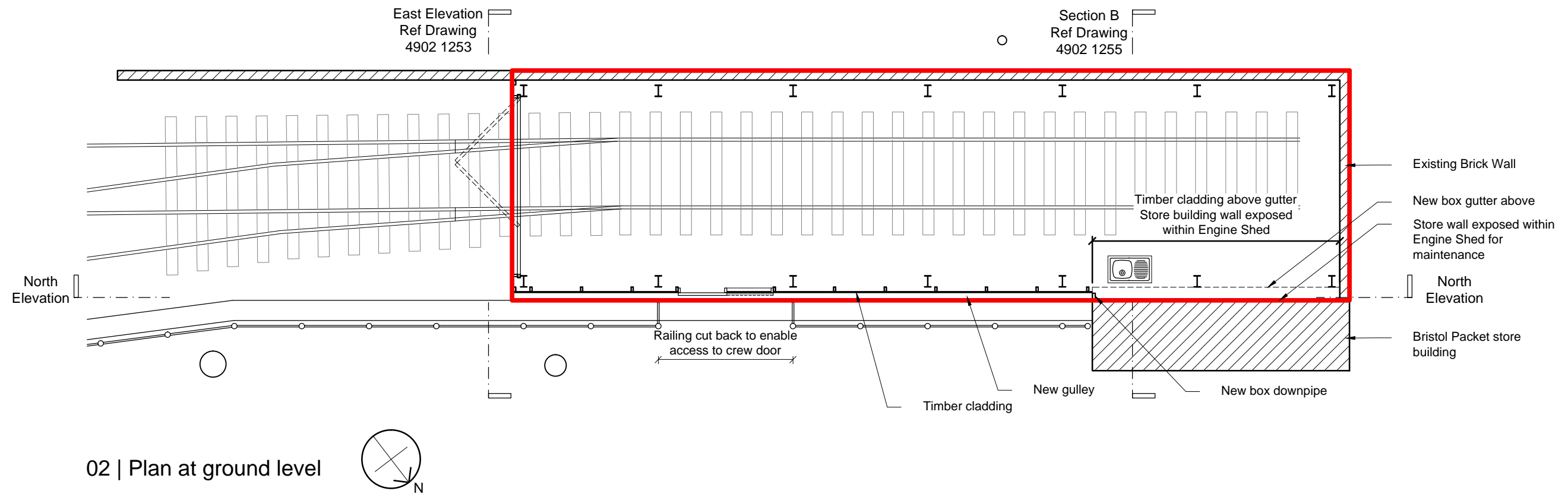
Proposed Section A-A

Scale	1:100 @A3	Drawn by	MK	Checked by	ND	Job No.	4902	Dwg.No.	1254	Rev.	/
Date	Sept 2015										

Stage
PLANNING



01 | North Elevation



02 | Plan at ground level

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 Engine Shed
 North Elevation and Plan at Ground level

Scale	1:100@A3	Drawn by	MK	Checked by	ND	Job No.	4902	Dwg No.	SK12	Rev.	/	
Date	010316											

Stage
PLANNING

MK/4902/D1

February 2016

Engine Garaging Shed Supplementary Planning Notes

OVERSHADOWING

Please refer to the redrawn shadow analysis drawings 4902 SK08, 4902 SK09, 4902 SK10, 4902 SK11. We have modelled the immediate site to scale in three dimensions using Sketchup 2015 and accurately located the model on the site in Bristol. From the committee meeting held in February, the greatest concerns raised about shadowing related to the winter months, therefore we have carried out the analysis for the winter solstice (21st December) and the Equinox (22nd September / 2st March). We have drawn the shadows at 1 hourly intervals, from sunrise to sunset. If required we can produce a similar drawing for the summer solstice however with the sun at its highest in the sky, over shadowing will be at its least. The diagrams show the existing shadowing in grey and additional shadowing caused by the Proposed Engine Garaging Shed is picked out in pink. The diagrams do not include the effects of shadowing caused by the three existing trees adjacent to the site. The diagrams show no additional shadowing of the Harbourside and walkway during the morning and only limited additional shadowing during the afternoon at both dates. The majority of overshadowing comes from the taller adjoining residential development.

HORIZONTAL TIMBER WEATHERBOARDING

Concerns were raised by the committee over the attractiveness of timber buildings to arsonists. The timber cladding will be specified to BS EN 14915 and Fire Retardant Treated to Non Com Euroclass B. The timber will be site coated using a pigmented black stain. When subjected to fire, the fire retardant in the timber reacts with the combustible gases and tars normally generated by untreated wood and will convert them to carbon char, carbon dioxide and water. This insulating layer of char retards the process of combustion, dramatically reducing flame spread and heat release to allow people more time to escape, and limit fire damage. Additionally, less smoke will be generated – the primary cause of death in fires. The steel frame will also be suitably fire treated with an intumescent paint as BS 476-21

MAINTENANCE OF THE BRISTOL PACKET STORE WALL

The proposed engine shed is designed such to allow natural ventilation of the space. The ventilation will enable moisture inside the shed to dry. It will be possible for maintenance of the Packet wall via the engine shed as the wall will be exposed within the building. Currently there is no gutter to the southern elevation of the Bristol Packet storage building. Rainwater drains directly into the railway sidings at the base of the wall. We propose to incorporate a gutter to take rainwater away from the building.

PRE-APPLICATION AND CONSULTATION

Prior to submitting the scheme for Planning, we engaged with the Pre-Application process and in response reviewed and amended the scheme.

As part of the review of the scheme, Alec French Architects arranged and had a meeting with Luke Dunstan and Keith Dunstan of The Bristol Packet at their offices adjacent to the site (22nd April 2015) prior to submitting the Pre Application Report to BCC. The Packet expressed reservations about overshadowing of their premises and the quayside and concerns about vandalism associated with the existing site at A Bond and industrial buildings of this type.

We took and sought to explain diagrams relating to overshadowing at key dates during the year. These diagrams showed the effects of overshadowing to be minimal. However to address their concerns we explored various options for reducing the height of the building whilst still enabling it to function as intended. Shadow analysis was carried out for all options – with little difference in overshadowing shown between options. To complete the analysis, the immediate site area was modelled in three dimensions, to scale and was positioned globally within the digital model to ensure the accuracy of the shadows.

The pre-application advice from BCC was to pursue the steeper pitched roof as this had a more vernacular form. This approach was also supported by the statement from the Bristol Urban Design Forum

The Packet also expressed concern about the proposed use of corrugated steel cladding and a roller shutter and their attractiveness to graffiti vandals. Timber cladding and sliding folding doors were chosen to help mitigate the potential for vandalism. There are a number of examples in the vicinity where these materials have been used (such as the adjacent large black wooden building, between the Bristol Packet and the former Maritime Heritage Centre) and where graffiti vandalism is not seen as a problem.

ANTISOCIAL BEHAVIOUR ASSOCIATED WITH THE SITE

Currently the site is enclosed on three sides and is a dead end. It is thought that removing this enclosed space by building on it, creative two open sides to the site would have a positive effect on anti-social behaviour. Suitable external down lighting could be incorporated to further reduce the potential for antisocial behaviour.

06:57 - Sunrise	08:00	09:00	10:00
11:00	12:00	13:00	14:00
15:00	16:00	17:00	18:00
	<p>Key:</p> <p> Existing Shadow</p> <p> Shadow created by the proposed engine shed</p>	<p>Note:</p> <p>- this model does not include the existing three trees which cast shadow on the site and surrounding area.</p> <p>- this model shows the effects of shadowing caused by direct sunlight and on a sunny day.</p>	<p>Geographic Location</p> <p> This model is accurately geo-located</p> <p>Country: United Kingdom</p> <p>Location: Bristol</p> <p>Latitude: 51.448646N</p> <p>Longitude: 2.606278W</p> <p>Modeled to scale in Sketchup 2015 software</p>
19:07 - Sunset			

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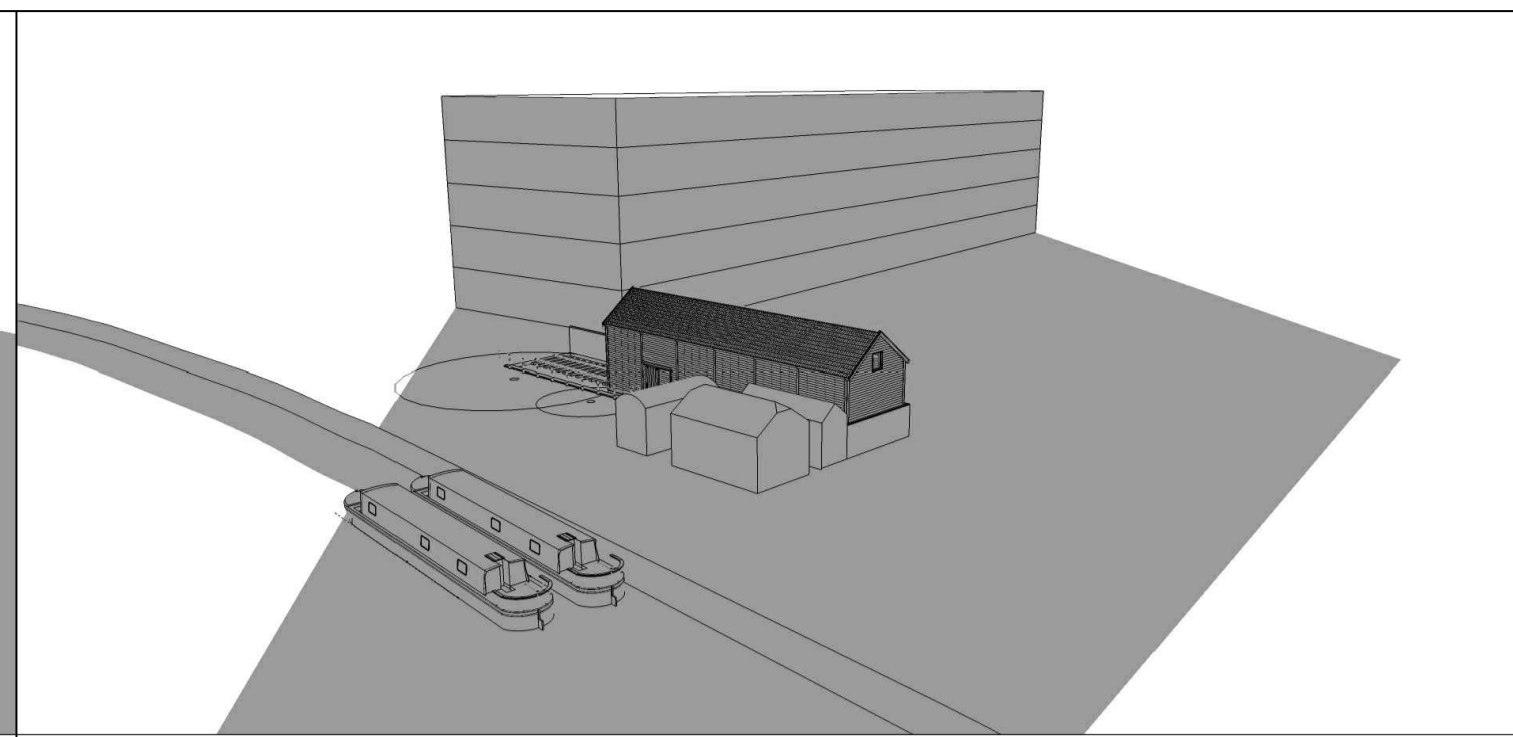
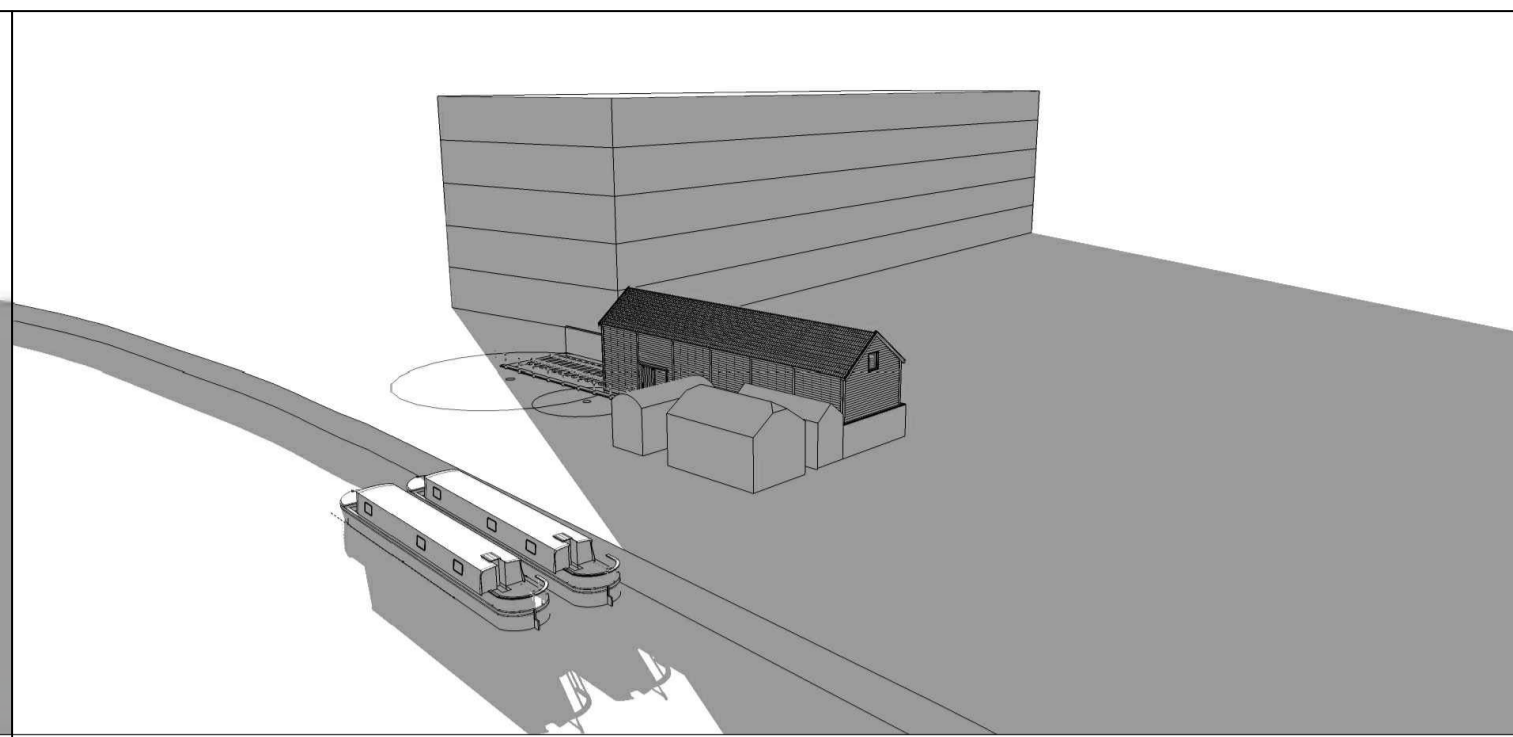
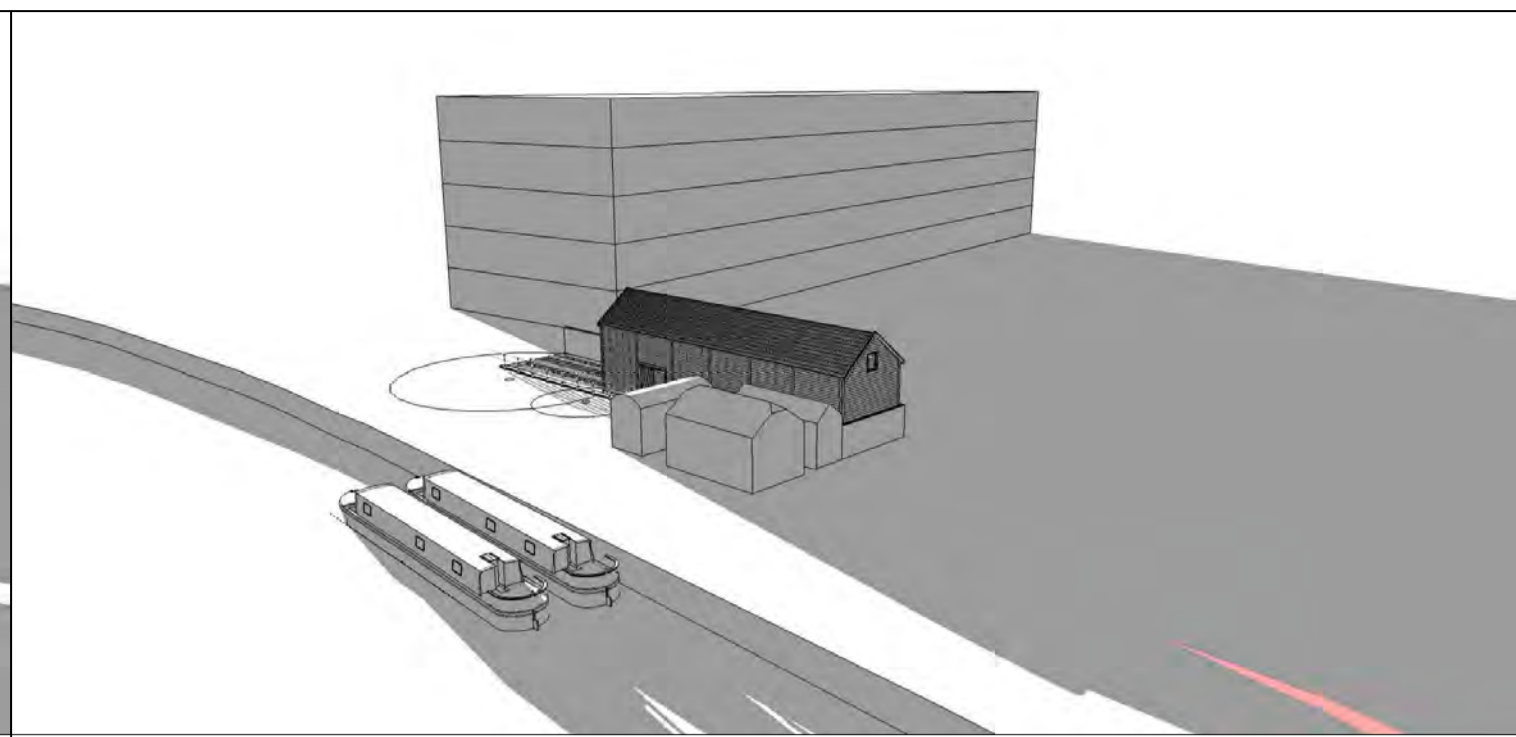
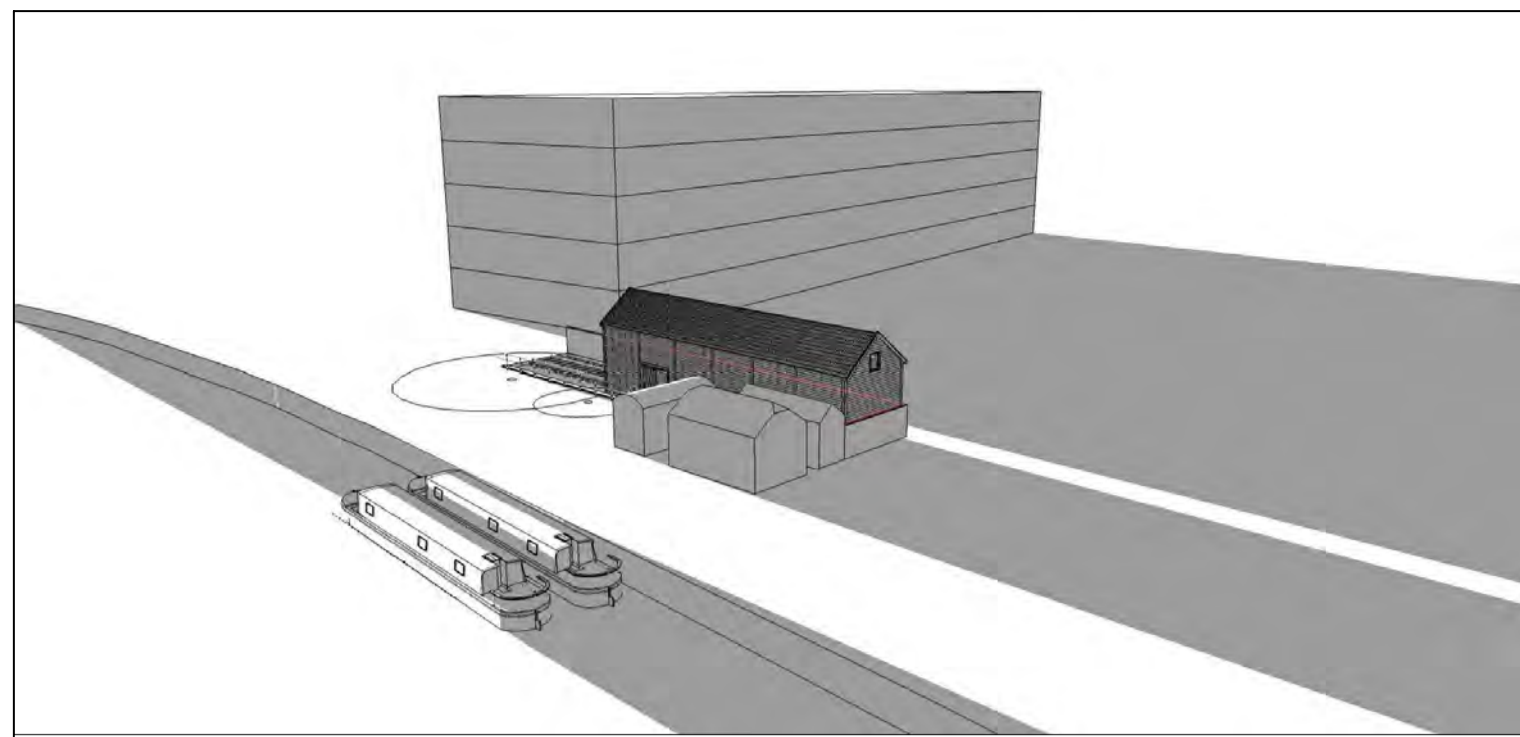
Rev	Description	Date	Drawn by	Checked by	Rev	Description	Date	Drawn by	Checked by

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**Bristol Museums Galleries and Archives
 Engine Shed
 Proposed 3D Shadow Study - Winter Solstice**

Scale	Perspective	Drawn by	Checked by	Job No.	Dwg No.	Rev.
Date	16.02.16	MK	ND	4902	SK11	7

Scope
PLANNING

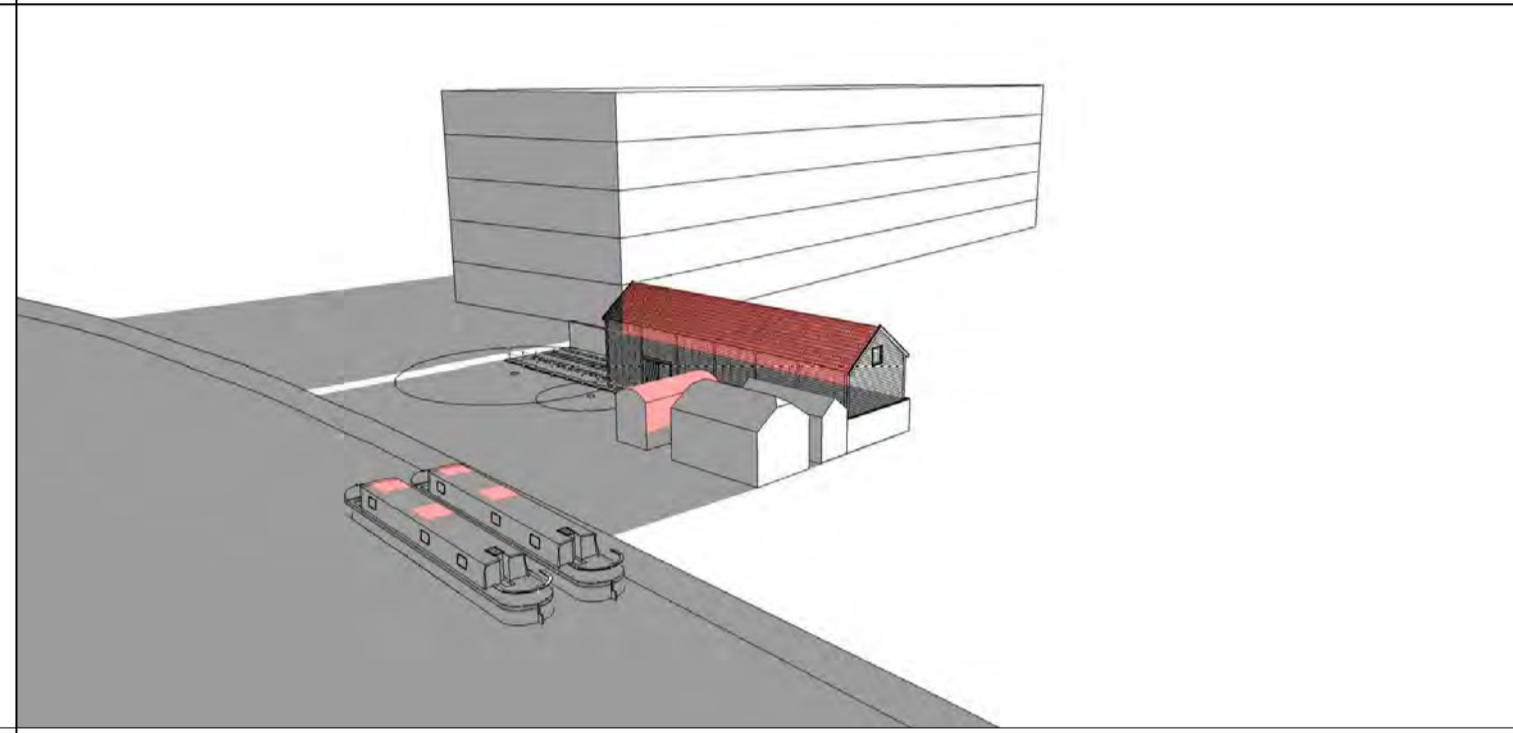
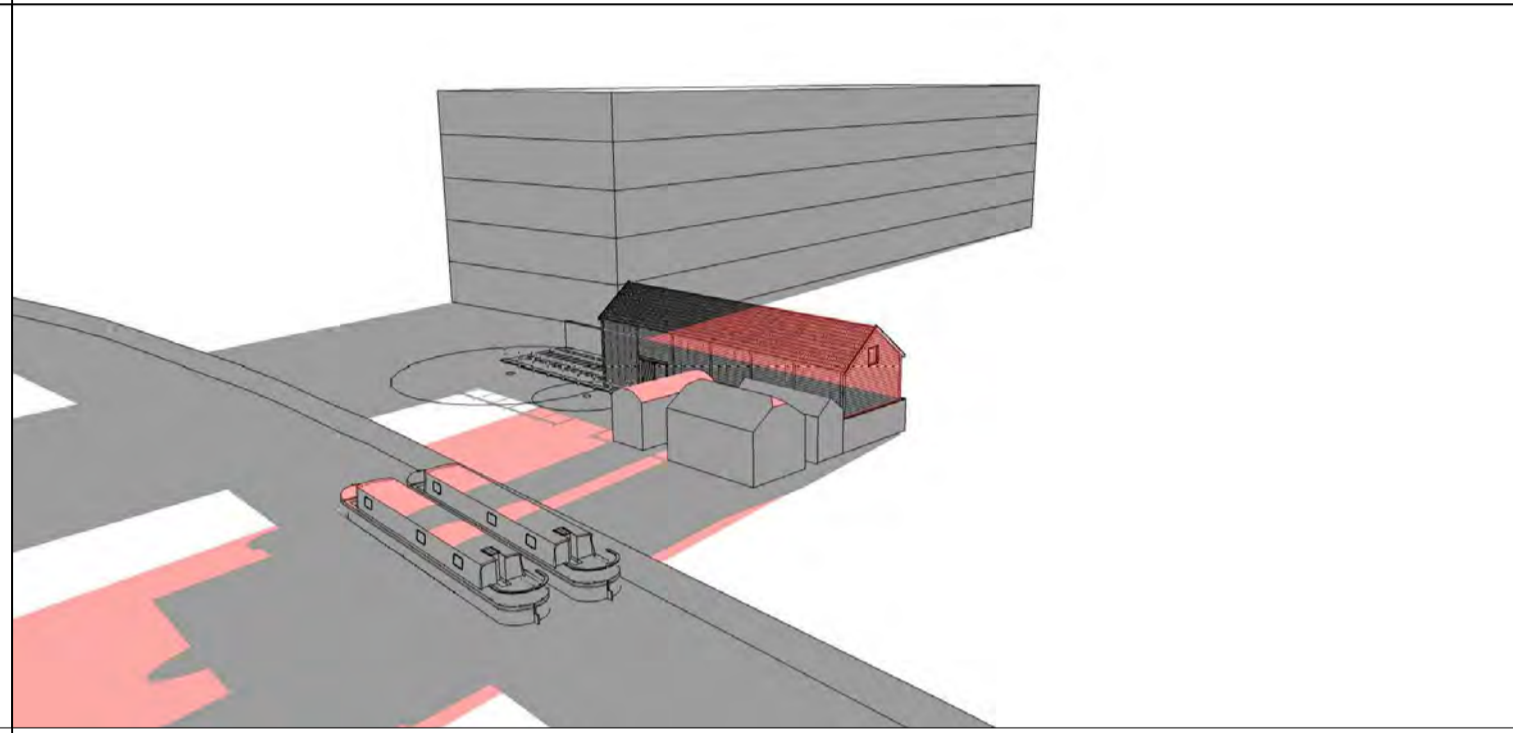
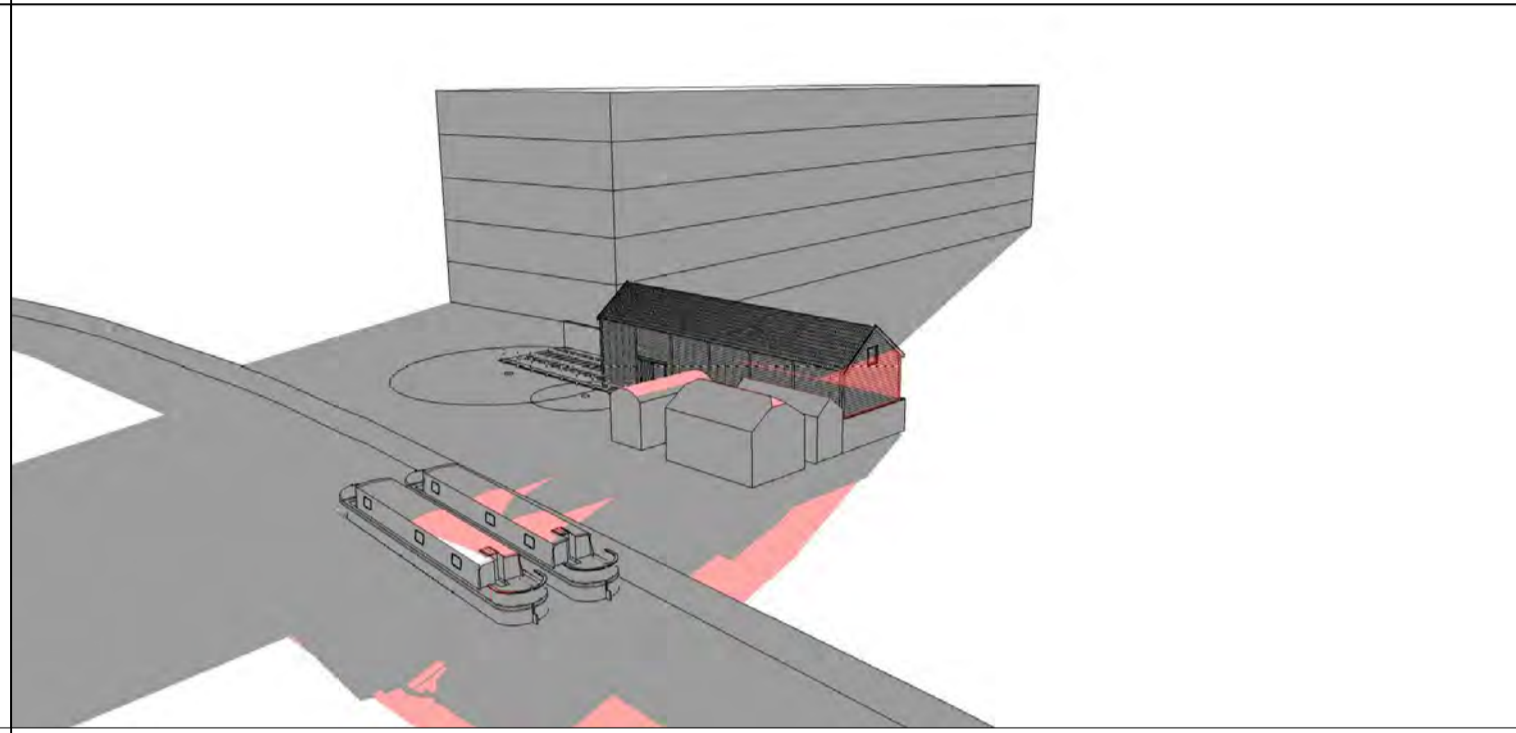
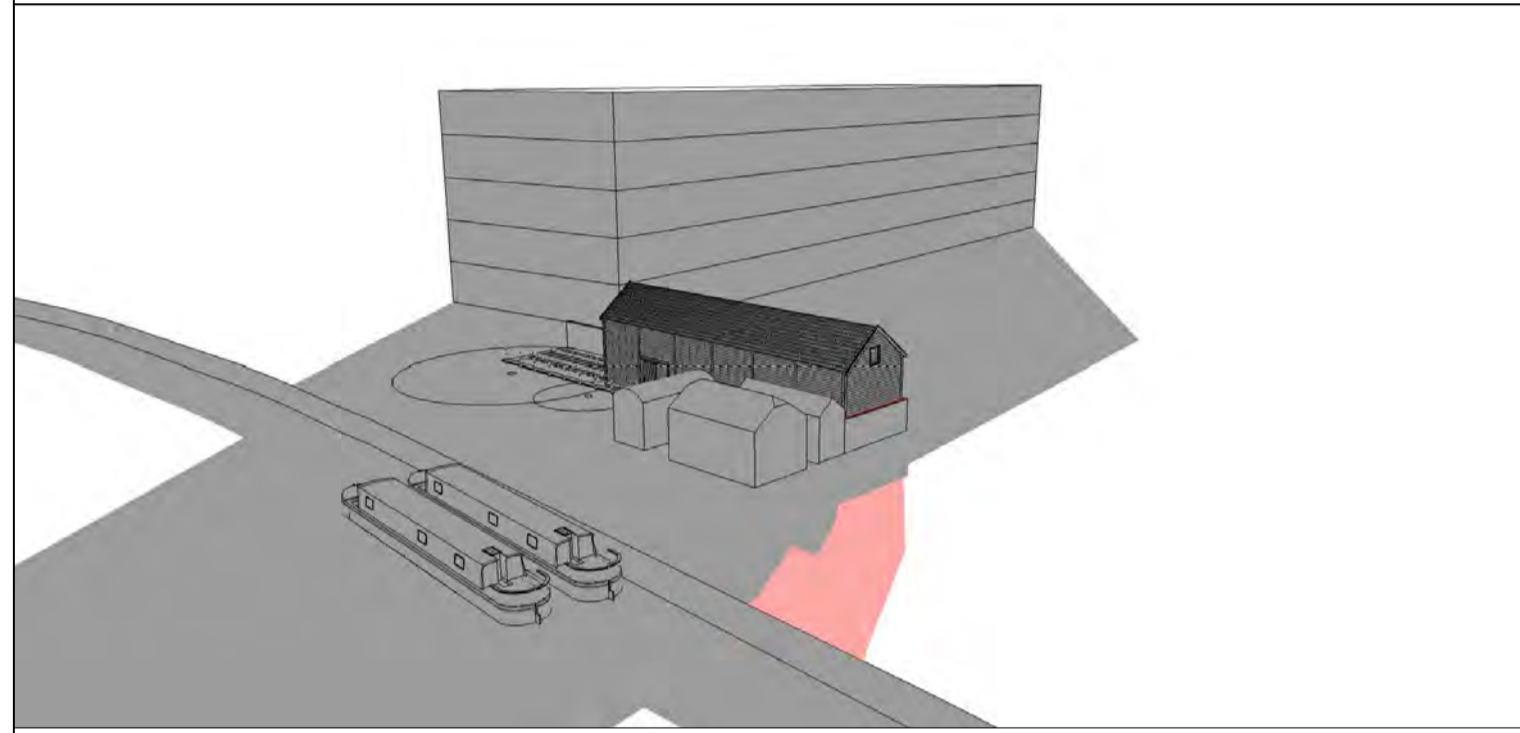


08:13 - Sunrise

09:00

10:00

11:00

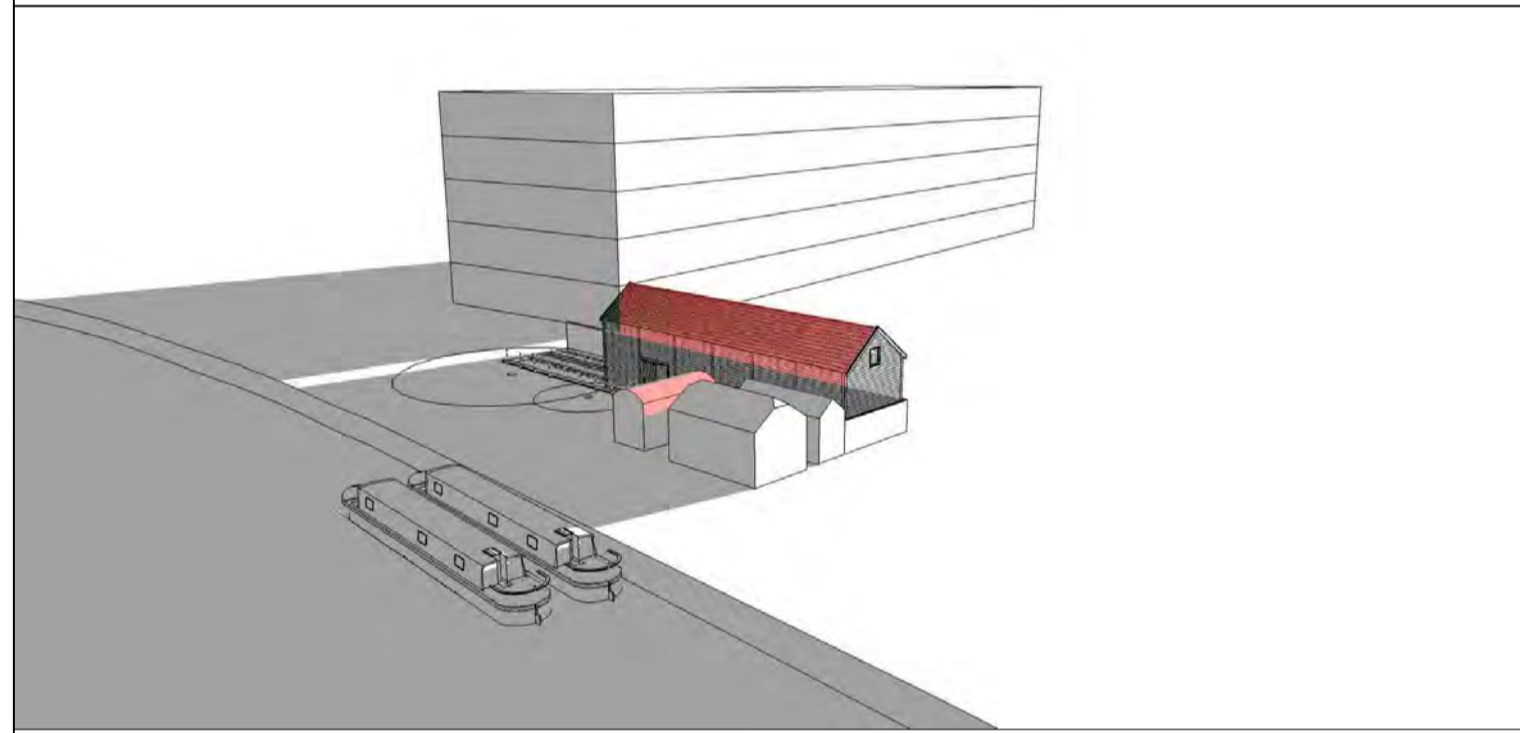


12:00

13:00

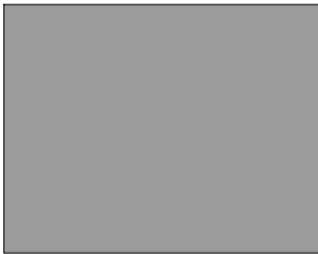
14:00

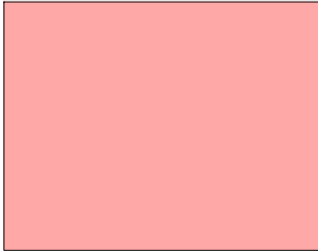
15:00



16:03 - Sunset

Key:


 Existing Shadow

 Shadow created by the proposed engine shed

Note:

- this model does not include the existing three trees which cast shadow on the site and surrounding area.
- this model shows the effects of shadowing caused by direct sunlight and on a sunny day.

Geographic Location

 This model is accurately geo-located

Country: United Kingdom
 Location: Bristol
 Latitude: 51.448646N
 Longitude: 2.606278W

Modeled to scale in Sketchup 2015 software

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**Bristol Museums Galleries and Archives
 Engine Shed
 Proposed 3D Shadow Study - Equinox**

Scale	Perspective	Drawn by	Checked by	Job No.	Orig. No.	Rev.
Date	16.02.16	MK	ND	4902	SK096	7

Scope: PLANNING