

WARD: Ashley CONTACT OFFICER: Jess Leigh
SITE ADDRESS: 13 - 17 Dean Street St Pauls Bristol

APPLICATION NO: 14/01593/F Full Planning
EXPIRY DATE: 16 July 2014

Demolition of existing buildings and construction of 37 cluster flats and 1 studio flat (245 Bedrooms) with ancillary accommodation and provision of 1 no. Class A1 unit (1,000 sq ft gross); and 2 no. Class B1 units (850 sq ft and 550 sq ft gross) at ground floor.

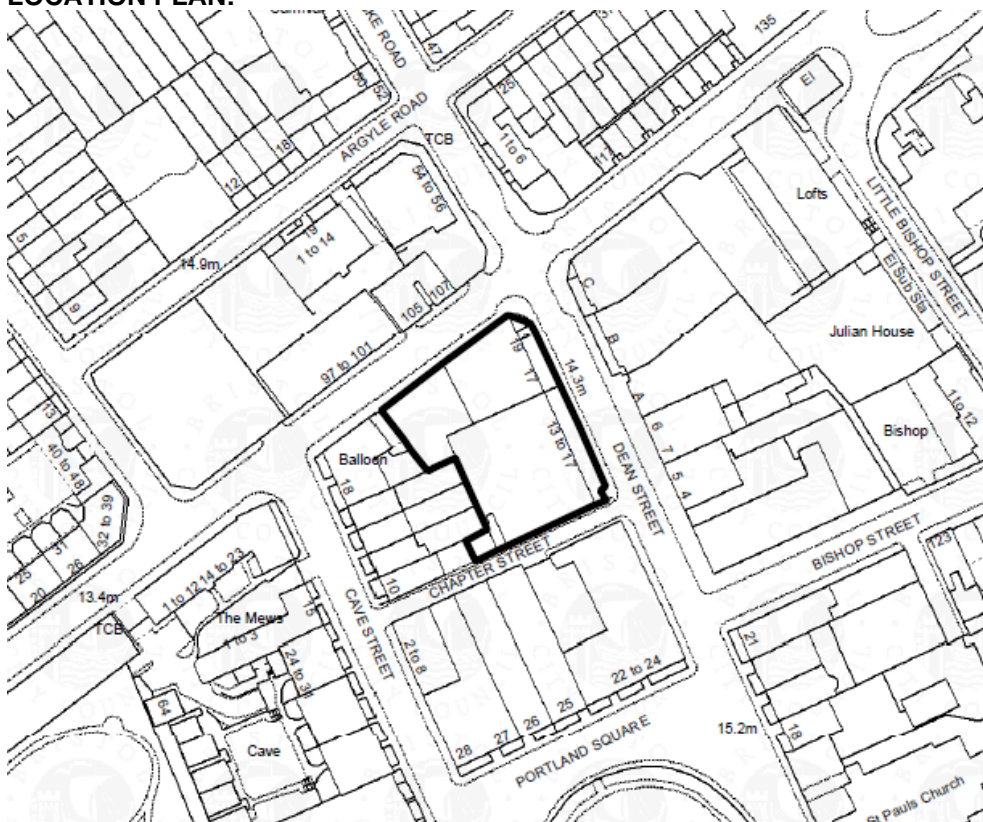
RECOMMENDATION: Grant subject to Condition(s)

AGENT: BBA Architects Ltd
Henrietta Mews
Bath
BA2 6LR

APPLICANT: C/o Agent
C/O Agent
Bath
BANES
BA2 6LR
United Kingdom

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

LOCATION PLAN:



comtop
v4.0408

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

SITE DESCRIPTION

The application site faces Dean Street and lies between Wilder Street and Chapter Street. The site rises slightly from north to south. There is a deep private forecourt on Dean Street. There are three buildings on the site.

- i) Junction of Wilder Street and Dean Street- a two storey flat roofed complex of buildings part of which includes a lower ground floor as it faces Wilder Street where there is an enclosed area - this provides training and conference facilities with office accommodation on the first floor as well café facility. This was previously the Centre for Employment and Enterprise Development (CEED).
- ii) Facing Dean Street- a vehicular repair garage, which includes a flat roofed two storey element, with offices on the upper floor which extends back as two gently sloping dual pitched, brick built, single storey works shop buildings, one of which faces Chapter Street, on Dean Street the forecourt is in use for parking
- iii) On Wilder Street- a large single storey building with a dual pitch roof, clad in grey profile steel and in use as a private social club, there is an area of car parking to this building accessed off Wilder Street.

There is a mix of development in the vicinity of the site to include the modern five storey, flat roofed Portland House facing the site on the other side of Chapter Street, this building has recently been refurbished, internally and externally, to provide flatted accommodation and is now occupied and renamed as Portland Heights. To the rear of the site is a terrace of refurbished Grade II listed, Georgian three storey, with mansard houses on Cave Street, which are now in a mix of residential and office use. The gardens to these properties are in part enclosed by an old stone wall, which forms part of the boundary to the application site. On the junction of Cave Street and Wilder Street is a recent four storey building, Air Balloon Court, this has a brick and render finish and balconies to the upper floors that oversail the public footway, this building has a gently sloping dual pitch roof as it faces Wilder Street and a fifth floor on the corner which is set back from the road frontage.

Facing the site on Dean Street is a single storey flat roofed building in a mix of commercial uses, on Wilder Street there is the yard to a works building, two, two-storey, brick buildings decorated in the Bristol Baroque fashion and a large two storey former factory building now occupied by voluntary organisations.

To the south and west of the site are the terraces of Grade I listed Georgian houses, many now in office use, facing Portland Square and a number of Grade II terraces along the main north south roads leading to Newfoundland Way. These terraces are typically three storey with basements and mansard roofs.

The site falls within the Brunswick and Portland Square Conservation Area.

For planning policy purpose the site falls within the central area and therefore the draft Central Area Action Plan, currently under examination by the inspectorate, is relevant.

PLANNING HISTORY

The buildings on the site were constructed after the site was cleared through enemy action in WW2.

13-17- Consent for the erection of tyre service station- 54/0151/F

17-19- Consent for erection of a factory for manufacture of caps etc.- 57/00098/U

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

Consent for the renovation and upgrading and change of use of existing industrial buildings to provide training and conference facilities with additional first floor office accommodation.

Consent for the change of use to permit the ground floor multi-purpose hall and adjacent training rooms to be used as a member social club- 10/05350/F

Demolition of the existing buildings on the site and erection of a 4 and 5 storey building comprising 45 flats and maisonettes with B1, A3 and flexible A1/B1 (retail/ business)-12/04704/F- this was submitted in October 2013 but withdrawn.

Following further discussions, this was resubmitted as 13/04710/F but that too was withdrawn.

PROPOSAL

It is proposed to demolish the buildings on site and erect a periphery block, taking in the existing front forecourt area. The block is predominantly five storeys in height, dropping to four floors at the junction with Wilder Street and adjacent to Air Balloon Court, and to three and two storeys on Chapter Street. It is contemporary in appearance and designed with vertical breaks of varying widths and facing materials, which are carried through to roof level where a mix of mansard elements and eaves provides a roof that is varied in height. There is a two storey block along the rear boundary. The development is to accommodate 37 student cluster flats comprising 244 study bedrooms. The clusters are made up of between 4 and 7 bedrooms with shared lounge/kitchens.

On the ground floor as it faces Dean Street a 1,000 square foot retail unit is proposed on the Chapter Street corner plus two commercial units, 550 and 850 square foot. On the corner with Wilder Street is a communal space for the students. There are large shop style windows to these uses. Otherwise there are student bedrooms on the ground floor of Wilder Street and Chapter Street. Within the central area there is ramped access to a large cycle store. There are two communal bin stores.

A Management Statement is included with the application.

(N.B. when first submitted the proposal contained 44 cluster flats (285 bedrooms) and an A3 unit on the ground floor measuring a total of 4,500 square feet. The development was largely 5 storeys throughout with a 6th floor designed sited set back from the main frontage and with a glazed finish).

RESPONSE TO PUBLICITY AND CONSULTATION

Community consultation

The Community Involvement Statement submitted with the application referred to the consultation that had been undertaken in connection with the previous scheme that was withdrawn and that as the current application was a follow on from that and therefore no further consultation was undertaken.

The Neighbourhood Planning Network have commented as follows;

'The applicant cites the CI for the previous scheme.13/04710/F. In important aspects this application is a different scheme. This is a major application where the developer has not involved the community in discussions about the current proposals for development as is expected under the SCI and Bristol City Council guidelines'.

When amendments were being proposed to the current scheme the agent subsequently met with St Pauls Unlimited.

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

One hundred and ninety-three letters were issued with a closing date for comment of the 3rd June 2014.

Following receipt of revised drawings showing the changes to the height, elevational treatment and use of the ground floor neighbours were re-notified with a closing date for any further/amended comment of the 6th October.

Twenty-eight comments have been received in total, with seven of those being submitted in response to the second letters.

St Pauls Unlimited have commented that;

1. The mass, density and scale are inappropriate for this site- See Key Issue C.
2. The Central Area Plan states that a development that would create or contribute to a harmful concentration within any given area of smaller flats or sub-divisions, specialist student housing in multiple occupation or hostel accommodation will not be permitted within Ashley.- See Key Issue A
3. A Section 14 notice also covers this site.
4. The proposed site is situated on the edge of the Central Area and is mostly residential- See Key Issue A.
5. The proposed development is likely to have a harmful impact on the existing residential amenity- See Key Issue F.
6. The proposed development shows little or no respect for the adjacent Portland and Brunswick Square Conservation Area- See Key Issue C.
7. The proposed walkway on the ground floor adjacent to Dean St could present anti-social problems (rough sleeping, drug dealing etc.)- See Key Issue C.
8. The proposed front elevations appear to be an eclectic mix of windows which need to be redesigned to be, more in keeping with the local area- See Key Issue C .
9. SPD10 makes it quite clear that a mixed development on this site would be more appropriate and must include affordable family housing- See Key Issue A.

The Bristol Tree Forum have commented that there appears to be no room for trees and should be other forms of green infrastructure.

Bristol Civic Society have commented and key issues raised are as follows;

The demolition of the existing buildings and redevelopment of the site is supported.

The design of the replacement building is not supported. The sites proximity to Portland Square makes the site important.

Dean Street, when viewed from the City Road junction, leads up to and is subservient to, Portland Square. The height and massing would harm this part of the conservation area.

The Society cannot support the current proposal to change the use to student accommodation. The application is not supported with evidence to show that the residential use of the land is commercially unviable.

Comments from other parties, to include the Ward Members, can be summarised as follows;

1. Consultation- residents of Portland Heights have not been consulted on the application - Officer response- This is a recently occupied development and letters were subsequently sent. The lack of community engagement has also been commented on.
2. Design- the proposed six storey building will significantly impact the character and skyline of the area including obstructing views of St Pauls Church. The character appraisal refers to the small scale of the existing buildings reducing their negative impact, this does not lend support to six storeys. The Design and Access Statement miss-characterises the surrounding area. The proposal is significantly out of character with the original Georgian terrace that existed on

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

Dean Street and still do on Cave Street. It is not an area where multi-storey developments are a matter of normality. The oversized building brought forward on the pavement line creates an almost clinical/tunnel effect. Even with revisions the proposal remains out of character. The cladding is at odds- See Key Issue C

3. Impact on neighbours-the terrace on Cave Street will be overshadowed, the development will generate noise, which will particularly affect the flats opposite. Students keep anti-social hours. The development will block light from bedrooms and bathrooms on Chapter Street, windows will also face these with loss of privacy. Students will gather outside to smoke and talk- See Key Issue F
4. Proposed use- residential accommodation on the site should include affordable housing, the proposal for student housing does not fall under description of affordable housing. The reduction in size does not address previous concerns. The need for additional student bedrooms has not been proven, it is too far from the University. Students will not contribute to a stable growth of the area. They have little interest in the area. Additional housing for those with expendable income and value to the community would be better. The proposal takes no regard of the Central Area Plan with regard to the over population of student accommodation in the area- See Key Issue A
5. Parking- the lack of parking is inadequate in the extreme. The additional cars will make it difficult for existing residents. With the introduction of a residents parking scheme there will be limited capacity for more cars and other vehicles to park on street, extra cars would have a huge impact. Students are car owners, there is no specifics in respect of discouraging students from having cars - See Key Issue H
6. Waste- comparable developments feature a lack of waste storage and management leaving refuse on the road- See Key Issue H.
7. Crime- there will be increased potential for criminal activity, the recommended measures by the police have not been incorporated in any demonstrable way, students are a prime target for crime. Their high rates of drug use will attract undesirable elements of society- See Key Issue C.
8. Green space- a community of 285 students will put green areas and Portland Square at risk of degradation- Officer Response- the development will be CIL liable and some of this will be available to the community for works to open space.

Crime Reduction Unit has commented as follows:-

There is no mention of how crime and prevention measures have been considered in the design of the proposals. The Beat Manager states that there are a number of crime issues in the area to include prostitution and drugs offences. These are being tackled by the police but there is concern that the proposed student accommodation could become a crime generator which will put extra pressure on policing resources. If it were to go ahead it must be supported by robust physical security and building management to ensure safety and security of those in the building. Recommended measures include restricted access via a controlled entry system, all internal doors leading off the lobby areas should also have access control to provide security air lock via measures to prevent unauthorised entry into the rest of the building. There must be a secure mail delivery system in place, cycle store must be secure and accessed by a key fob or similar, external and internal entrance doors must comply with recommended security ratings, fire doors should be metal with no outer door furniture and be linked to any alarm system within the building.

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

City Design Group has commented as follows:-

Comments on scheme as originally submitted;

Height, Bulk and Mass - The proposal is unacceptably bulky and monolithic in its form, at odds with the relatively fine urban grain found locally. In addition to this the height is considered excessive at six storeys.

The bulk of the proposal is emphasised by its form that is read as one, huge, unrelieved mass. Although there is some differentiation in material treatment (cladding) the underlying volume of the building and the unrelieved roof and parapet line lead to an impression of great, monolithic mass. The result is a building that relates poorly to surrounding development, the existing and underlying urban grain exemplified by the Georgian planning of the neighbourhood, and a building that is overbearing in its presence in the townscape, especially on Chapter Street.

The proposal does not respond to the local change in level with the road falling back from Portland Square along Dean Street. Portland Square is the heart of the local conservation area. The proposal appears to rise in height along Dean Street with no reflection of the change of level of the building to reflect the change in level in the street.

The proposed building would dominate views towards Portland Square along Dean Street and have an unacceptable visual impact. In terms of the hierarchy of built form and the principal focal spaces of the conservation area the proposal fails to enhance the character and identity of the Portland and Brunswick Square Conservation Area as well as the wider neighbourhood of St Paul's.

Architectural Treatment- it does not appear to reflect any local precedents of quality, the cladding system emphasizes mass. There is no connection between upper floor and ground floor.
 Use - a large retail unit on the ground floor does not reflect the fine urban grain locally and the location of a service bay further diminishes the potential for an active and interesting ground floor.

It is in conflict with policy

Transport Development Management has commented as follows:-

The proposed retail store would be of a size that would suit a local supermarket, there is no objection to this as they are providing a lay-by for servicing. This would require a legal agreement to provide for the construction of the layby, the creation of new pavement between the store and the lay-by to be dedicated as highway and adopted, provision of a TRO to ensure layby is only used for loading and servicing, the removal of all redundant dropped kerbs and the replacement or restoration of any damaged sections of pavement, associated signage and lining.

There is no objection to the student accommodation without car parking given the proximity to the city centre, the developer should provide for managing arrivals and departures at the end of the year in order to avoid unsatisfactory traffic situations.

The 120 cycle spaces have been provided and shown as semi-vertical stands, these are not considered an acceptable solution and 60 sheffield stands should be provided in lieu.
 Bins storage is shown on the ground floor and in view of the amount of clutter that would be created bins should not be placed on the pavement while awaiting collection but instead they should remain in the store and taken out by collectors. A condition would be recommended that bins should not be left out on the pavement at any time.

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

Contaminated Land Environmental Protection has commented as follows:-

The proposed development is sensitive to contamination and situated on a site which has been subject to a number of potentially contaminating land uses including MOT servicing, textile manufacturer and metal manufacturing. Off-site sources of contamination are also numerous due to the site being located in an area of industrial activity.

The applicant will need to demonstrate the site is fit for purpose with respect to risks from land contamination therefore it is recommended standard conditions B11, B12, B13 and C1 are applied to any planning consent.

City Design Group has commented as follows:-

Overall there has been an improvement of the scheme in terms of its elevational arrangement and its relationship to the ground. The increase in verticality, with the bays shown coming down to ground level provides a better result.

There remains some concern about the overall height, bulk and mass.

RELEVANT POLICIES

National Planning Policy Framework – March 2012

Bristol Core Strategy (Adopted June 2011)

BCS2	Bristol City Centre
BCS13	Climate Change
BCS14	Sustainable Energy
BCS15	Sustainable Design and Construction
BCS16	Flood Risk and Water Management
BCS18	Housing Type
BCS20	Effective and Efficient Use of Land
BCS21	Quality Urban Design
BCS22	Conservation and the Historic Environment
BCS8	Delivering a Thriving Economy

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

DM2	Residential sub-divisions, shared and specialist housing
DM12	Retaining valuable employment sites
DM23	Transport development management
DM26	Local character and distinctiveness
DM27	Layout and form
DM29	Design of new buildings
DM31	Heritage assets
DM32	Recycling and refuse provision in new development

Bristol Central Area Plan (emerging)

BCAP4	Specialist student housing in Bristol City Centre
BCAP7	Loss of employment space
BCA15	Small scale retail developments and other related uses in Bristol City Centre
BCAP45	The approach to St Pauls and Stokes Croft
BCAP6	Delivery of employment space in Bristol City Centre

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

KEY ISSUES

(A) IS THE PROPOSED MIX OF USES ACCEPTABLE?

i) Loss of existing uses

When considering the proposed mix of uses it must in the first instance look at the policy implications arising from the loss of the existing uses on the site. This includes offices, a café, a social club and motor repairs garage. The loss of the employment uses would in isolation be contrary to Policy BCS8 of the Core Strategy and Policy DM12 of the Sites Allocation and Development Management Local Plan and Policy 7 of the Draft Central Area Plan all seek to retain employment land outside the designated industrial and warehousing areas where it is still valuable.

In the context of the previous applications for the redevelopment of the site, the Economic Regeneration Officer sought as a starting point an appropriate amount of replacement business floor space and the retention of job opportunities to match local skills. Marketing details were submitted that stated the site as a whole have been marketed since 1st April 2012. There was a record of interest being shown in the site for a gym and taekwondo centre but also as a church. The report commented specifically on the industrial use and stated that there were no agent led requirements for industrial uses of this nature in St Pauls but for central Bristol are centred around St Pauls where there is good access, external yard areas, no hours of restricted use or noise restrictions and away from residential properties. It was concluded that there was no occupier interest in premises of this nature in St Pauls.

The operator of the garage gained consent to rebuild and enlarge a nearby repairs garage in 2013 and it is understood that the intention is to relocate.

The proposal incorporates new commercial floor space, (taken to be B1) -1,400 square foot and a retail unit of 1,000 square foot. This equates to a total of 223 m².

There has been no more up to date marketing report included with the application and even on the basis of that previously submitted, there was no substantial case made that the existing general industrial use was no long viable or valuable so it could be argued that policies are not complied with. However this issue must be balanced against policies that would support a development of the nature proposed as addressed below.

ii) Proposed uses

As an overarching policy, Policy BCS2 of the Core Strategy which covers the city centre commits to a more efficient use of land and a greater mix of uses, to include offices and residential. Policy 1 of the draft Central Area Plan states that new development in the city centre will be expected to contribute to the mix of uses in the wider area with a mix of new homes, employment and other uses appropriate to its context and a continued priority for employment uses being part of the mix in St Pauls.

a) Student accommodation

The proposal for student accommodation has received a number of objections.

The policy background against which to assess this is as follows;

Sites Allocation and Development Management Local Plan adopted July 2014.

Policy DM2 states that specialist student housing 'will be acceptable within the city centre, other locations may be suitable subject to the general criteria included in the policy'.

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

The criteria includes;

'(i). levels of activity that cause excessive noise and disturbance to local residents, levels of on street parking that cannot be reasonably accommodated or regulated through parking control measures, .. or inadequate storage for recycling refuse or structures.'

'(ii). The development would create or contribute to a harmful concentration of such uses within a locality as a result of any of the following:

Exacerbating existing harmful conditions including those listed at (i) above; or reducing the choice of homes in the area by changing the housing mix.

Where development is permitted it must provide a good standard of accommodation by meeting relevant requirements and standards set out in other development plan policies'.

As the site falls within the area defined as the city centre, by the letter of the policy there is no need to address whether the proposal complies with the criteria. However in the light of concerns it would be wished to comment as follows;

(i) 'levels of activity that cause excessive noise and disturbance to local residents';

The proposal will a large number of new residents into the area, who will potentially be living independent of each other, this will generate significant levels of comings and goings however the primary entrance to the development is close to the junction of Wilder Street and Dean Street, which already experiences high levels of activity. With regard to the potential for noise on site, a Management Plan has been submitted which includes provision for a warden or concierge service to be permanently on site during term time. The plan can be imposed by condition plus a requirement for a strategy setting out how arrivals and departures at either end of term will be managed.

'levels of on street parking that cannot be reasonably accommodated or regulated through parking control measures, .. or inadequate storage for recycling refuse or structures.'

These matters will be assessed under the Key Issue on highways below;

'(ii). 'harmful concentration of such uses within a locality as a result of any of the following:

Exacerbating existing harmful conditions including those listed at (i) above; or reducing the choice of homes in the area by changing the housing mix'.

In respect of whether a harmful concentration would result from the proposal, whilst there is other specialist student accommodation within the wider area; to include Jamaica Street and Bond Street, there is no specialist student accommodation in this part of St. Pauls. There are no existing homes being lost through the proposal hence it will not reduce choice.

'good standard of accommodation'- This matter is addressed under Key Issue D.

The draft Bristol Central Area Plan

Policy BCAP4 states that;

'Specialist student housing schemes that contribute to the diversity of uses within the local area will be acceptable within Bristol City Centre unless it would create or contribute to a harmful concentration of specialist student housing within any given area'.

The text to this policy states that when making assessments consideration will be given to the mix of housing within the local area and characteristics of a residential area or residential uses that might

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

contribute to it being an enjoyable or otherwise satisfactory place to live. These usually include generally quieter surroundings; a reasonable level of safe accessible and convenient car parking and a well maintained or visually attractive environment. Harmful concentrations are likely to arise when problems commonly associated with these uses cumulatively result in detrimental effects on these residential qualities and characteristics whether a concentration would result that would be harmful to residential amenity, taking account of the particular qualities and characteristics.

It also states that in areas with a strong residential context such as St Pauls concentrations should be avoided.

As above, there are no other specialist student schemes in this part of St Pauls, with others being separated from the area by key arterial roads hence there can be no argument that the proposal will result in a concentration.

Supplementary Planning Document no.10 on St Pauls

This includes a number of aims to include a sustainable, mixed and balanced residential community, with 20% three bed units with access to amenity space and affordable units in new residential schemes, a diverse local economy particularly for small affordable business units that meet local business needs and maintain the mixed commercial character of the area.

This document has been referred to by objectors.

(Draft Policy BCAP45 states that; 'Within the St. Paul's area, a continued supply of family housing will be maintained' The text this policy states that regard will continue to be had to the principles set out in SPD10 for the development of the area).

b) Retail Unit

Policy 15 of the draft Central Area Plan states that the development of small scale retail uses outside of designated shopping frontages will be acceptable where they add to the vitality of the area. In this instance a small unit is defined as being up to 200m² and as such the proposal complies with this policy and will provide a local facility for the immediate area.

c) Commercial element

This will contribute towards the provision of office floor space as set out in Policy 6 of the draft Central Area Plan. (note that the current permitted development rights in respect of offices to residential do not at present apply to office floor space completed after 2013). On the basis that this floor space is a B1 Use Class it could also be used by light industrial user and contribute to employment floor space in the area - ref SPD10.

Conclusion

The provision of a mixed use development reflects the overall encouragement for mixed uses within the central area, to include offices - as set out in Policy 1 and 6 of the Central Area Plan and BCS2 of the Core Strategy.

If a mixed use development is to be supported then it is accepted that the ongoing presence of a general industrial use on site would not be compatible with residential.

The recent consent for enhanced alternative premises for the general industrial use within the same area is relevant.

The commercial floor space being proposed on the site will provide some mitigation for the loss and can be secured by condition.

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

On balance it is not wished to object to the proposal on the grounds of loss of employment space.

With regard to the student accommodation, concern expressed by local residents about the proposed student accommodation and that SPD 10 seeks family accommodation from new residential development is fully noted.

However precedence must be given to the recently adopted Site Allocation and Development Management Local Plan which specifically allows specialist student accommodation within the central area.

(B) IS THE LOSS OF THE EXISTING BUILDINGS ON SITE ACCEPTABLE IN DESIGN TERMS?

A Conservation Area Appraisal for the Brunswick and Portland Square conservation area was approved in 2009. This refers to the low rise buildings in the north east corner of Portland Square helping to enhance the grandeur of the square. This would apply to the cluster of buildings on, and in the vicinity of, the application site which were constructed in the 1950's following bomb damage. However the buildings on the site are specifically identified as having neutral impact. There is therefore no objection to the loss of the buildings.

(C) IS THE DESIGN OF THE PROPOSAL ACCEPTABLE, DOES IT EITHER PRESERVE OR ENHANCE THE CHARACTER AND/OR APPEARANCE OF THE BRUNWICK AND PORTLAND SQUARE CONSERVATION AREA?

Given the large nature of the proposed scheme, the consideration of the design of the proposal is subdivided into layout, scale and elevations. The Conservation Area Appraisal Enhancement Statement for the conservation area was approved in 2009 and sets out the key features of the area, to be taken into account when designing new development.

St Pauls Unlimited, the Portland and Brunswick Square Association and the Civic Society have all objected to the scale of the scheme and design of the proposal.

As a preliminary comment, there is no objection to the loss of the existing buildings on the site and its redevelopment provides an opportunity to improve this part of the conservation area.

- i) Layout- In line with development elsewhere in the area the proposal is for a periphery block however the conservation area character appraisal states that traditional pattern of development and plot sizes should be respected. The proposed development is not subdivided into plots of a size typically found in the traditional developments within the conservation area. However the mass of the development is visually broken up to reflect the traditional grain of the area, with vertical elements extending from the ground floor through to the roof with a variation in the roof line.
- ii) Scale - the conservation area appraisal refers to the north-south routes through the area being principle routes, which are characterised by three storey blocks with mansards and the east-west routes being secondary and development lower in height between two and three storeys. One of the main foci of the conservation area is Portland Square and development away from the square should be subservient and not compete with the existing properties around the square.

Much of the proposed development is five storeys in height and although large, will be seen in the context of Portland Heights and Air Balloon Court. The height of the proposal drops to two storeys on Chapter Street and four storeys as it abuts Air Balloon Court on Wilder Street. The fact that the development is flat roofed minimises the height vis a vis other existing buildings in the area and on balance it is considered to be acceptable.

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

- iii) Elevations- the conservation area character appraisal refers to the traditional buildings having a vertical emphasis with rusticated ground floors, mansards, traditional materials, railings and pennant stone walls. There are pilasters and pediment surrounds to the properties.

Although the window openings of the proposal are of a standard size, as referred to above, articulation and mix of materials combine to break up the appearance of the development and introduce a vertical emphasis. Traditional materials are proposed and large scale details of all the key elements are to be required by condition.

Overall it is considered that as proposed the development preserves the character and appearance of this part of the Brunswick and Portland Square conservation area

(D) ARE THERE ANY CRIME AND SECURITY ISSUES ARISING FROM THE PROPOSALS?

The Secure by Design Team have stated should the development go ahead then a number of security measures should be employed in particular with regard to access controls to prevent unauthorised access into the building or cycle store. These comments have been forwarded to the applicant though they concern a level of detail that goes beyond what conditions would cover.

A comment from objectors that the walkway on Dean Street could lead to anti-social problems apparently relates to an overhang that was part of the proposal when first submitted and is now much reduced.

(E) IS THE ACCOMMODATION PROVIDED ACCEPTABLE?

Specialist student accommodation is specifically excluded from the need to comply with adopted space standards. The proposed accommodation comprises small, ensuite study rooms and a shared kitchen/lounge area to each cluster, which are made up of between four and seven rooms. There is very limited external amenity space and that which is included will provide an outlook from a small number of rooms rather than functional amenity space. No landscaping plan has been submitted. The layout and size of the flats is commensurate with what is being developed elsewhere in the city, with other examples being made up of cluster flats of no less than six rooms.

Notwithstanding, when considering the quality of the accommodation it is also relevant to consider the privacy situation and in particular the fact that Portland Heights is now in residential use. There are a number of window on the elevation facing Chapter Street, plans of Portland House show facing window to be either to bathrooms or study bedrooms. The intervening distance is only some 5.5m, which even given the low distance between facing windows elsewhere in the area is very low.

However it would not be wished to prevent any development that has windows facing Chapter Street and on the basis that incoming occupants will be aware of the situation on balance no objection is raised. Student accommodation commonly exists in constrained locations and a mix of curtains and blinds are regularly used to maintain privacy.

(F) ARE THE SUSTAINABILITY CREDENTIALS OF THE PROPOSAL ACCEPTABLE?

The application is accompanied by a Sustainability Statement, which includes a high specification for insulation and an array of solar panels to achieve a 12% saving on CO2. This is less than the 20% required by BCS14 but this low amount is an unavoidable product of the high floor area to roof ratio. A combined heat and power system is proposed to serve the development as a whole, while this is welcome it cannot be taken into account when addressing the provisions of BCS14.

It has been questioned whether Air Source Heat pumps might be appropriate to increase the amount of power from renewables, however the necessary plant for this would compete with the PV panels for space on the roof, as it would not be visually acceptable on the elevation.

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

There is a commitment to the use of sustainable materials and waste minimisation and recycling. It is anticipated that there will be no increase in run off from that associated with the existing use.

In conclusion it is considered that subject to conditions the sustainable credentials of the proposal are acceptable.

(G) WILL THE PROPOSAL HAVE AN ADVERSE IMPACT ON THE AMENITIES OF RESIDENTIAL NEIGHBOURS?

The impact on the amenities of the residential occupiers of the Cave Street properties and Air Balloon Court has been the subject of objection. It is the matters of privacy, sunlight, day light and general overbearance that need to be assessed.

In respect of privacy, the intervening distances between facing windows on Cave Street and the rear of the main part of the proposal is 33m, however there are two windows study bedrooms in the rear block which are only 17m distant. These have been designed as oriel windows with one plane in obscure glass to prevent any direct overlooking.

The issue of loss of privacy to Portland Heights has been raised by objectors. This has been referred to above when considering the quality of the proposed accommodation. If the application site is to be developed in a mixed use manner as is supported by policy, then it is unavoidable that windows will be proposed along this elevation. The student bedrooms will not be in use all day and from evidence elsewhere, curtains and blinds are commonly used to maintain privacy.

With regard to sunlight, concern has been expressed on this basis of shadowing by residents of the Cave Street properties and Portland Heights.

Shadow fall from the development will be cast towards Cave Street in the morning and will be longer at times of the year when the angle of the sun is low but less so when this increases. At present the low nature of the existing buildings on the site will allow the passage of morning sun to the rear of these houses albeit the gardens will be shadowed. When assessing this matter it is relevant to take into account that this existing situation is not the norm in the area, with three and four storey houses backing onto each other and if it is accepted that a higher density redevelopment of the site is desirable, there will inevitably be a change in the shading situation.

Given that the elevation of Portland Heights facing the site is north west facing, this is largely in shadow throughout the day at present and the proposal will not alter this. With regard to daylight, the cross sections provided show that the development will fall under a 45 degree line taken from the ground floor of the Cave Street properties, which is taken as being the test for impact on daylight by the Building Research Establishment. Likewise it will not extend beyond a similar line in the horizontal from windows in the rear of Air Balloon Court as it abuts the proposal.

However there will be an impact on the outlook of Portland Heights, at present all the three upper floors of this five storey building look out above the existing building. The proposed development will impact in particular on the first and second floor with the top two floors retaining a degree of outlook and therefore daylight. The only way this could be prevented would be to reduce the height of the scheme in the vicinity of this building to three storeys. Irrespective of the use, if a more efficient use of land is to be encouraged in this central location then this will result in a higher building on this site and impact is to be expected.

The level of overbearing is a more subjective matter and while an issue, is not considered grounds for refusal.

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

(H) IS THE PROPOSAL ACCEPTABLE ON HIGHWAY SAFETY GROUNDS?

The application includes a secure basement cycle storey with space for at least 150 cycles, this meets local plan standards.

There are two refuse stores one on Wilder Street and one on Chapter Street- the latter is comparatively close to the commercial element of the ground floor and could be used by same. The refuse and recycling stores for the residential units are well location to allow direct collection and replacement of bins, suitable arrangements should be made before occupation. No refuse should be left out on the pavement at any time.

The Highway Officer has commented that there is no objection to the lack of car parking as this is a central area with significant on-street parking controls and the Traffic Regulation Order to achieve a Residents Parking Zone has recently been published. If confirmed, as a residential development without car parking, residents would not be eligible for a parking permit. An advice can be added accordingly.

As part of any development all redundant dropped kerbs should be removed and any damage to the pavement repaired.

(I) ARE THERE ANY ARCHAEOLOGICAL IMPLICATIONS?

The archeological desk based assessment previously submitted showed that the site had not been developed to any major extent before the late 18th century, when a terrace of houses was constructed, as part of the major redevelopment of the area from this period. These survived until WWII when the site suffered a direct hit during air raids. The site was subsequently redeveloped with the present buildings.

It is very likely that at least some of the late 18th century buildings will have been furnished with basements. These are likely to survive, probably having been infilled following the destruction of the site in WWII. While the basement infills are likely to be of relatively recent date, a record of the construction of the late 18th century buildings will be of use, while any evidence from non-basemented areas will be especially important in potentially providing information about late 18th century settlement in this area.

It is therefore advised that an archaeological watching brief be maintained during development groundworks.

(J) ARE THERE ANY CONTAMINATION ISSUES RELATIVE TO THE SITE?

The repairs garage is a use often associated with pollution. The contaminated land officer has advised that because the site has a significant industrial history, is surrounded by properties with a similar background and the end use of this development is sensitive to contamination, works will be required to investigate this matter prior to development and mitigation measures undertaken as required. Conditions are recommended to address these matters.

(K) ARE THERE ANY AIR QUALITY ISSUES ARISING FROM THE PROPOSAL?

The site falls within an Air Quality Management Area and an Air Quality Statement was submitted with the previous application. At that time the Air Quality Officer advised that there are no concerns with development of the site in regards to air quality. It is not considered that there have been any material changes that would alter that conclusion from two years ago.

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

COMMUNITY INFRASTRUCTURE LEVY

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

The development will be CIL liable and the agent has submitted a CIL Liability form with the application. The liability is calculated as £473,738.92.

CONCLUSION

The mix of uses within the proposed development is acceptable and accords with approved and draft policy for this part of the city.

The building is large but designed in a way that reflects the grain of the traditional elements within the area and the inclusion of commercial units on the ground floor will add interest to the public realm in accordance with adopted design policy.

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. Land affected by contamination - Site characterisation

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

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

(ii) an assessment of the potential risks to:

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

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

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

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

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

3. Land affected by contamination - submission of remediation scheme

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

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

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

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

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

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

5. To ensure implementation of a programme of archaeological works

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

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

- * The programme and methodology of site investigation and recording
- * The programme for post investigation assessment

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

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

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

6. Prior to the commence of development a survey will be undertaken of the existing adopted footway and road way around the site and approved in writing by the Local Planning Authority. Prior to the occupation of the development hereby permitted a schedule of repair/reinstatement works to the footway and road shall be agreed in writing by the Local Planning Authority and implemented in accordance with that approval prior to occupation. This will include the reinstatement of redundant dropped kerbs.

Reason- In the interests of pedestrian and highway safety.

7. Further details of building elements before relevant element started

Detailed drawings at the scale of 1:20 of the following shall be submitted to and be approved in writing by the Local Planning Authority before the relevant part of work is begun. The detail thereby approved shall be carried out in accordance with that approval.

- a) Dormer details
- b) Materials/samples
- c) Material junctions
- d) Windows and doors (including oriel windows)
- e) Roof details (to including parapet and eaves details)
- f) Canopy details or entrance overhang details

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

8. Submissions of samples before specified elements started

Samples of all facing materials shall be submitted to and be approved in writing by the Local Planning Authority before the relevant parts of the work are commenced. The development shall be completed in accordance with the approved samples before the building is occupied.

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

9. The development hereby permitted shall not be occupied until full details of the proposed PV panels have been submitted and approved in writing, to include a shadowing assessment. The details thereby approved shall be implemented in accordance with that approval prior to occupation and there after retained.

Reason: To ensure that the development contributes to mitigating and adapting to climate change and to meeting targets to reduce carbon dioxide emissions.

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

Pre occupation condition(s)

10. Prior to the occupation of the student accommodation hereby permitted the ground floor retail and commercial floor space shall be completed in accordance with the approved drawings and be made available for occupation.

Reason- In order to achieve a mixed use development to include employment floorspace in accordance with adopted policy.

11. Reinstatement of redundant accessways - shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the existing accesses to the development site has been permanently stopped up and the footway reinstated in accordance with the approved plans.

Reason: In the interests of pedestrian safety.

12. To secure the conduct of a watching brief during development groundworks

The applicant/developer shall ensure that all groundworks, including geotechnical works, are monitored and recorded by an archaeologist or an archaeological organisation to be approved by the council and in accordance with the Written Scheme of Investigation approved under condition.

Reason: To record remains of archaeological interest before destruction.

13. Cycle parking

No building or use hereby permitted shall be occupied or the use commenced until further details of the cycle parking have been submitted and approved in writing by the Local Planning Authority and provided in accordance with that approval and thereafter, be kept free of obstruction and available for the parking of cycles only.

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

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

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

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

15. Prior to occupation of the residential accommodation a Management Plan detailing the method for managing student drop-offs and collections at the start and end of term shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, student drop-offs and collections shall accord with the Management Plan.

Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

Reason: To ensure that student drop-offs and collections are managed in the interest of highway safety.

16. Prior to the occupation of the development hereby permitted, a Public Art Plan for the scheme shall be submitted to and approved in writing by the Local Planning Authority. The plan shall also contain a timetable for delivery and details of future maintenance responsibilities and requirements. All public art works shall be completed in accordance with the agreed scheme and thereafter retained as part of the development, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that public art is integrated into the design of the development.

Post occupation management

17. The student accommodation hereby approved shall be managed in perpetuity in accordance with the approved Management Plan.

Reason- In the interests of amenity.

List of approved plans

18. 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.

3590-201 Site location plan, received 17 April 2014
 3590-206 Topographical survey, received 17 April 2014
 3590-207 Existing floor plans, received 17 April 2014
 135-7213-2 Existing elevations, received 17 April 2014
 3590-211 1st floor in context, received 17 April 2014
 3590-212 2nd floor in context, received 17 April 2014
 3590-213 3rd floor in context, received 17 April 2014
 3590-214 4th floor in context, received 17 April 2014
 Design and Access Statement, received 17 April 2014
 3590-217H Proposed ground floor, received 21 October 2014
 3590-218G Proposed first floor, received 21 October 2014
 3590-219H Proposed second floor, received 21 October 2014
 3590-220H Proposed fourth floor, received 21 October 2014
 3590-225E Proposed elevations 01, received 21 October 2014
 3590-216C Proposed basement, received 21 October 2014
 Revised Sustainability Statement, received 21 October 2014
 Technical Note- Addendum to Sustainability Statement, received 21 October 2014
 3590-226G Elevations 02, received 22 October 2014
 3590-224J Street Elevations, received 22 October 2014
 3590-227B Sections, received 22 October 2014
 Management Statement Update, received 22 October 2014
 3590-223A Roof plan, received 31 October 2014

Reason: For the avoidance of doubt.

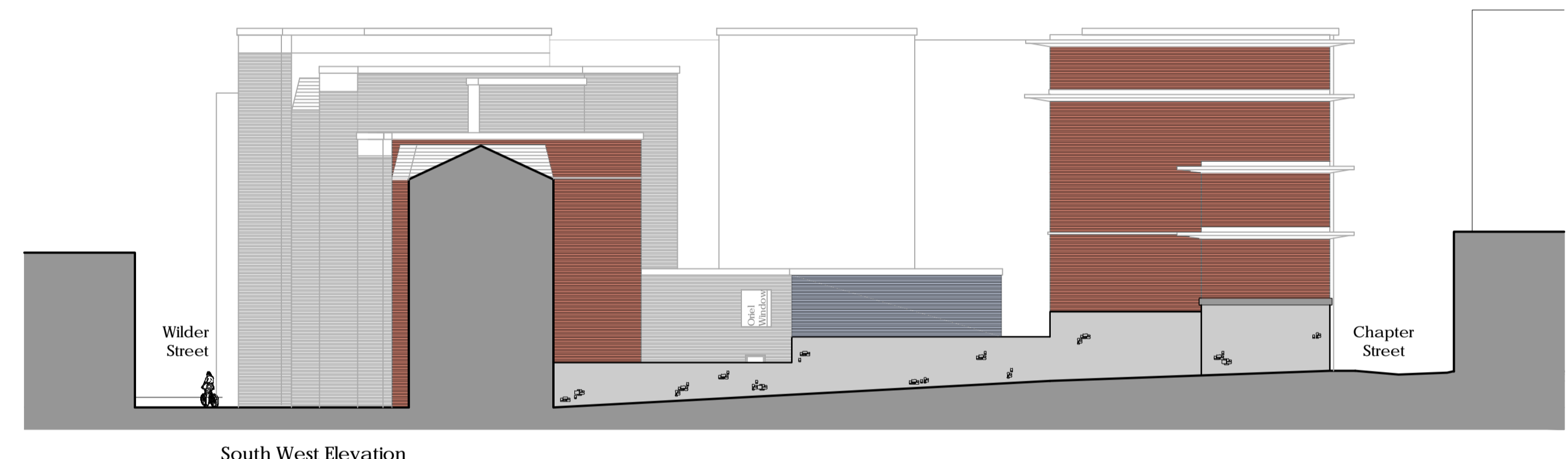
Development Control Committee B – 12 November 2014
Application No. 14/01593/F: 13 - 17 Dean Street St Pauls Bristol

BACKGROUND PAPERS

Crime Reduction Unit
City Design Group

4 June 2014
17 June 2014
2 September 2014
16 June 2014
4 June 2014

Transport Development Management
Contaminated Land Environmental Protection



0 2 4 8 12

Drawing Number: 3590/224
 Drawn By: NDV
 Scale: 1:200

Revision: J
 Checked By: MSB
 Sheet Size: A1

Date: Dec 2013

Street Elevations
 Student Accommodation
 Dean Street, Bristol



View at corner of Dean St and Wilder St - Existing



View at corner of Dean St and Wilder St - Proposed



View Along Dean Street - Existing



View Along Wilder Street - Existing



View Along Dean Street - Proposed



View Along Wilder Street - Proposed



Drawing Number: 3590/225
 Drawn By: NDV
 Scale: 1:100
 Revision: E
 Checked By: MSB
 Date: Dec 2013
 Sheet Size: A1

Elevations 01
 Dean Street and Wilder Street
 Student Accommodation
 Dean Street, Bristol

