

# Development Control B Committee Agenda



**Date:** Tuesday, 13 June 2023

**Time:** 6.00 pm

**Venue:** The Council Chamber, City Hall, College Green,  
Bristol, BS1 5TR

Members of the public attending meetings or taking part in Public Forum are advised that all Development Control meetings are filmed for live or subsequent broadcast via the council's webcasting pages. The whole of the meeting is filmed (except where there are confidential or exempt items) and the footage will be available for two years.

If you ask a question or make a representation, then you are likely to be filmed and will be deemed to have given your consent to this. If you do not wish to be filmed you need to make yourself known to the webcasting staff. However, the Openness of Local Government Bodies Regulations 2014 now means that persons attending meetings may take photographs, film and audio record the proceedings and report on the meeting (Oral commentary is not permitted during the meeting as it would be disruptive). Members of the public should therefore be aware that they may be filmed by others attending and that is not within the council's control.

**Councillors:** Ani Stafford-Townsend (Chair), Chris Windows (Vice-Chair), Lesley Alexander, Amal Ali, Fabian Breckels, Sarah Classick, Lorraine Francis, Katja Hornchen and Guy Poultney

**Copies to:** Matthew Cockburn, Norman Cornthwaite, Allison Taylor (Democratic Services Officer), Jeremy Livitt, Rachael Dando, David Fowler (Members' Office Manager (Conservative)), Stephen Fulham, Paul Shanks, Stephen Peacock (Chief Executive), Philippa Howson, John Smith (Executive Director: Growth & Regeneration), Jonathan Dymond, Peter Westbury and Simone Wilding

**Issued by:** Jeremy Livitt, Democratic Services  
City Hall, PO Box 3399, Bristol, BS1 9NE  
E-mail: [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk)

**Date:** Monday, 5 June 2023



# Agenda

## 1. Welcome, Introduction and Safety Information

6.00 pm

(Pages 4 - 7)

## 2. Apologies for Absence

## 3. Declarations of Interest

To note any interests relevant to the consideration of items on the agenda.

Any declarations of interest made at the meeting which are not on the register of interests should be notified to the Monitoring Officer for inclusion.

## 4. Minutes of the previous meeting held on Tuesday 13th May 2023

To agree the minutes of the last meeting as a correct record.

(Pages 8 - 14)

## 5. Action Sheet

The Committee is requested to note any outstanding actions listed on the rolling Action Sheet for DCB Committee.

(Page 15)

## 6. Appeals

To note appeals lodged, imminent public inquiries and appeals awaiting decision.

(Pages 16 - 23)

## 7. Enforcement

To note enforcement notices.

(Page 24)

## 8. Public Forum

Any member of the public or councillor may participate in public forum. The detailed arrangements for so doing are set out in the Public Information Sheet at the back of this agenda. Please note that the following deadlines will apply in relation to this meeting:

### Questions:

Written questions must be received three clear working days prior to the meeting. For this meeting, this means that your question(s) must be received



at the latest **by 5pm on Wednesday 7<sup>th</sup> June 2023.**

**Petitions and statements:**

Petitions and statements must be received by noon on the working day prior to the meeting. For this meeting, this means that your submission must be received at the latest **by 12 Noon on Monday 12<sup>th</sup> June 2023.**

The statement should be addressed to the Service Director, Legal Services, c/o The Democratic Services Team, City Hall, 3<sup>rd</sup> Floor Deanery Wing, College Green, P O Box 3176, Bristol, BS3 9FS or email - [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk)

**PLEASE NOTE THAT IF YOU WISH TO SPEAK AT THE COMMITTEE, YOU ARE REQUESTED TO INDICATE THIS WHEN SUBMITTING YOUR STATEMENT OR PETITION. ALL REQUESTS TO SPEAK MUST BE ACCOMPANIED BY A WRITTEN STATEMENT.**

In accordance with previous practice adopted for people wishing to speak at Development Control Committees, please note that you may only be allowed 1 minute subject to the number of requests received for the meeting.

## **9. Planning and Development**

To consider the following applications for Development Control Committee B - **(Page 25)**

- a) **21/0376/F - 102 Gloucester Road, Bishopston, BS7 8BN** **(Pages 26 - 92)**
- b) **22/00933/F - U Shed** **(Pages 93 - 180)**
- c) **22/03645/F - Inns Court Open Space, Hartcliffe Way** **(Pages 181 - 207)**

## **10. Date of Next Meeting**

The next meeting is scheduled for 2pm on Wednesday 19<sup>th</sup> July 2023 in the Council Chamber, City Hall, College Green, Bristol



# Public Information Sheet

## Inspection of Papers - Local Government (Access to Information) Act 1985

You can find papers for all our meetings on our website at [www.bristol.gov.uk](http://www.bristol.gov.uk).

## Public meetings

Public meetings including Cabinet, Full Council, regulatory meetings (where planning and licensing decisions are made) and scrutiny will now be held at City Hall.

Members of the press and public who plan to attend City Hall are advised that you may be asked to watch the meeting on a screen in another room should the numbers attending exceed the maximum occupancy of the meeting venue.

## COVID-19 Prevention Measures at City Hall (June 2022)

When attending a meeting at City Hall, the following COVID-19 prevention guidance is advised:

- promotion of good hand hygiene: washing and disinfecting hands frequently
- while face coverings are no longer mandatory, we will continue to recommend their use in venues and workplaces with limited ventilation or large groups of people.
- although legal restrictions have been removed, we should continue to be mindful of others as we navigate this next phase of the pandemic.

## COVID-19 Safety Measures for Attendance at Council Meetings (June 2022)

We request that no one attends a Council Meeting if they:

- are required to self-isolate from another country
- are suffering from symptoms of COVID-19 or
- have tested positive for COVID-19

## Other formats and languages and assistance for those with hearing impairment

You can get committee papers in other formats (e.g. large print, audio tape, braille etc) or in community languages by contacting the Democratic Services Officer. Please give as much notice as possible. We cannot guarantee re-formatting or translation of papers before the date of a particular meeting.

Committee rooms are fitted with induction loops to assist people with hearing impairment. If you require any assistance with this please speak to the Democratic Services Officer.



## Public Forum

Members of the public may make a written statement ask a question or present a petition to most meetings. Your statement or question will be sent to the Committee Members and will be published on the Council's website before the meeting. Please send it to [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk).

The following requirements apply:

- The statement is received no later than **12.00 noon on the working day before the meeting** and is about a matter which is the responsibility of the committee concerned.
- The question is received no later than **5pm three clear working days before the meeting**.

Any statement submitted should be no longer than one side of A4 paper. If the statement is longer than this, then for reasons of cost, it may be that only the first sheet will be copied and made available at the meeting. For copyright reasons, we are unable to reproduce or publish newspaper or magazine articles that may be attached to statements.

By participating in public forum business, we will assume that you have consented to your name and the details of your submission being recorded and circulated to the Committee and published within the minutes. Your statement or question will also be made available to the public via publication on the Council's website and may be provided upon request in response to Freedom of Information Act requests in the future.

We will try to remove personal and identifiable information. However, because of time constraints we cannot guarantee this, and you may therefore wish to consider if your statement contains information that you would prefer not to be in the public domain. Other committee papers may be placed on the council's website and information within them may be searchable on the internet.

### During the meeting:

- Public Forum is normally one of the first items on the agenda, although statements and petitions that relate to specific items on the agenda may be taken just before the item concerned.
- There will be no debate on statements or petitions.
- The Chair will call each submission in turn. When you are invited to speak, please make sure that your presentation focuses on the key issues that you would like Members to consider. This will have the greatest impact.
- Your time allocation may have to be strictly limited if there are a lot of submissions. **This may be as short as one minute.**
- If there are a large number of submissions on one matter a representative may be requested to speak on the groups behalf.
- If you do not attend or speak at the meeting at which your public forum submission is being taken your statement will be noted by Members.
- Under our security arrangements, please note that members of the public (and bags) may be searched. This may apply in the interests of helping to ensure a safe meeting environment for all attending.



- As part of the drive to reduce single-use plastics in council-owned buildings, please bring your own water bottle in order to fill up from the water dispenser.

For further information about procedure rules please refer to our Constitution <https://www.bristol.gov.uk/how-council-decisions-are-made/constitution>

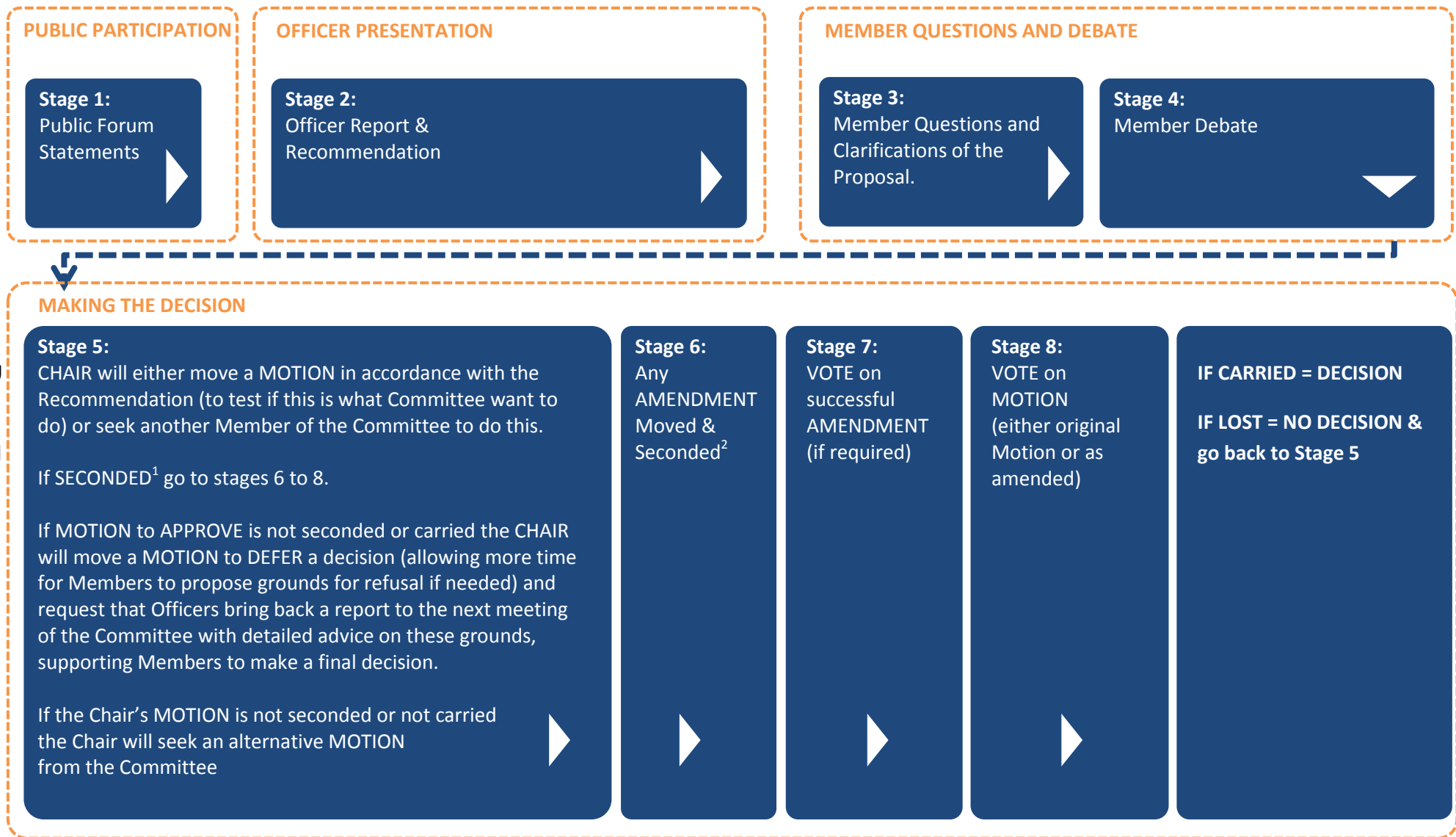
### Webcasting/ Recording of meetings

Members of the public attending meetings or taking part in Public forum are advised that all Full Council and Cabinet meetings and some other committee meetings are now filmed for live or subsequent broadcast via the council's [webcasting pages](#). The whole of the meeting is filmed (except where there are confidential or exempt items). If you ask a question or make a representation, then you are likely to be filmed and will be deemed to have given your consent to this. If you do not wish to be filmed you need to make yourself known to the webcasting staff. However, the Openness of Local Government Bodies Regulations 2014 now means that persons attending meetings may take photographs, film and audio record the proceedings and report on the meeting (Oral commentary is not permitted during the meeting as it would be disruptive). Members of the public should therefore be aware that they may be filmed by others attending and that is not within the council's control.

The privacy notice for Democratic Services can be viewed at [www.bristol.gov.uk/about-our-website/privacy-and-processing-notice-for-resource-services](http://www.bristol.gov.uk/about-our-website/privacy-and-processing-notice-for-resource-services)



# Development Control Committee Debate and Decision Process



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<sup>1</sup> A Motion must be Seconded in order to be formally accepted. If a Motion is not Seconded, the debate continues

<sup>2</sup> An Amendment can occur on any formally approved Motion (ie. one that has been Seconded) prior to Voting. An Amendment must itself be Seconded to be valid and cannot have the effect of negating the original Motion. If Vote carried at Stage7, then this becomes the Motion which is voted on at Stage 8



**Bristol City Council**  
**Minutes of the Development Control B Committee**  
**Meeting**  
**10<sup>th</sup> May 2023 at 2.00 pm**



**Members Present:**

**Councillors:** Ani Stafford-Townsend (Chair), Lesley Alexander, Lorraine Francis (part), Katja Hornchen, Guy Poultney, and Chris Windows

**Officers in Attendance:**

Peter Westbury (Team Manager, Development Management) Presenting Officers (Development Management) and Norman Cornthwaite (Democratic Services)

**1 Welcome, Introduction and Safety Information**

The Chair welcomed everyone to the meeting and issued the safety information.





## **2 Confirmation of the Chair**

It was confirmed that Cllr Ani Stafford-Townsend had been appointed Chair of the Committee.

## **3. Confirmation of the Vice-Chair**

It was confirmed that Cllr Chris Windows had been appointed Vice-Chair of the Committee.

## **4. Membership of the Committee**

The Membership was noted.

## **5. Terms of Reference**

The Terms of Reference for the Committee were noted.

## **6. Dates of Future Meetings**

The dates of future Meetings of the Committee were agreed.

## **7. Apologies for Absence**

Apologies were received from Cllrs Ali, Breckels and Classick.

## **8. Declarations of Interest**

None were received.

## **9. Minutes of the Previous Meeting held on 5<sup>th</sup> April 2023**

The Minutes of the previous Meeting were agreed as a correct record.

## **10. Action Sheet**

There was nothing to report.

## **11. Appeals**

The Team Manager, Development Management introduced the report.

## **12. Enforcement**



The Team Manager, Development Management introduced the report.

**13. 22/05943/X - (Bathurst Basin Bridge Commercial Road) Land Between the A370 Long Ashton Bypass in North Somerset and Cater Road Roundabout**

The Team Manager, Development Management explained that this item had been removed from the Agenda at the request of the applicant to enable all options for the site to be considered.

**14. 21/03767/F - 102 Gloucester Road, Bishopston**

(Cllr Francis arrived at the Meeting during this item and did not participate in it.)

The Presenting Officer introduced the report, summarised it for everyone and gave a presentation.

The application is for the construction of 17 apartments following part demolition of building replaced with new build and conversion of existing first floor and loft spaces. Retention of retail at ground floor. (Major).

The following answers were provided to questions:

- It was confirmed that there is a filling station opposite the site on Berkeley Road
- It was confirmed that Bristol Waste have agreed to the proposed arrangements for the collection of waste from the development
- The turning circle for delivery tankers was explained
- It is proposed to provide two additional on street parking spaces, but it may be possible to provide a third one depending on traffic regulations
- The Transport Development Manager confirm that the parking proposals are indicative and are not confirmed, but that any changes under S 278 would be governed by highway safety requirements
- Arrangements for the tanker deliveries are not a planning matter and when the TRO procedures are triggered it will necessitate a road safety audit and it may be necessary to ask the filling station to consider changing its arrangements for the tanker deliveries
- Future residents would not be entitled to any parking permits; there is an Advice Note relating to this
- National Planning Policy is to encourage the use of sustainable locations and this is one of the more sustainable locations in the city; there is a frequent bus service and it is assumed that not every occupant of the flats will own a car, and there is adequate cycle storage within the site
- The units have been assessed and meet the required space standards taking into account the size of the bedrooms; only separate rooms and rooms with ventilation and outlook can be considered as bedrooms; the top floor flats have more space but have sloping roofs; room widths and storage areas are also taken into account; it is accepted that the scheme may not meet every element of the assessment but overall it is considered to be acceptable



- It is difficult in urban locations to always provide dual aspect units so it is accepted that urban developments will often tend to be single aspect units
- In the Urban Living SPD a minimum density of 50 dwellings per hectare is sought; this scheme proposes 95 dwellings per hectare

## Debate

- Concerns about space standards and the high density of the scheme (It was noted that the original scheme included a large retail area and the new proposal includes a smaller retail area but more residential units as the chapel is now included in the scheme.)
- As the previous scheme was approved it would be difficult to refuse this on density and floor space
- The non-availability of parking permits for residents will help address parking concerns
- Concerns about the recommendation to approve; area very well known; very busy junction; the filling station with a car wash is opposite the site; this proposal is overdevelopment; the single aspect is not good; will not support approval

In response to questions and comments about the parking spaces that are proposed, the Team Manager, Development Management advised that the scheme is not dependent on the provision of the parking spaces and it would not be refused if the three possible parking spaces could not be provided. It is an acceptable scheme.

The Conditions to be attached to any planning approval were summarised for everyone.

Councillor Stafford-Townsend moved the Officer Recommendation to Grant the application.

There was no seconder for the motion so it Fell without being voted on.

- Concerns about the density, space standards and the design; however there were also concerns about BCC losing an appeal if the application were to be refused

The Team Manager, Development Management advised that the application has been assessed and the Officer view is that there are sufficient grounds to grant the application. Officers have been mindful of meeting housing requirements. It is a previously developed site. It is accepted that at times it is impossible to meet all the required standards. The building is unoccupied. The previous scheme was approved. Some employment areas have been given over to residential. There will be other schemes like this that do not meet all the required standards. It is an acceptable scheme. If it is not acceptable, it has to be refused, but Officers would have difficulties in finding reasons for refusal.

- The space in the new application is more than in the previously approved scheme
- Although it was suggested that a decision on the application be deferred pending a site visit, it was noted that site visits are not always well attended, it was also not clear what a visit to this site would achieve



Councillor Windows moved Refusal of the application on the grounds of overdevelopment of the site, concerns about road safety and the limited aspect for the residents.

Councillor Hornchen seconded the motion.

On being put to the vote it was

**Resolved Voting 3 for (Cllrs Alexander, Hornchen and Windows) and 2 against (Cllrs Poultney and Stafford-Townsend) – that the application be refused on the grounds of overdevelopment of the site, concerns about road safety and the limited aspect for the residents; and that a further report on the reasons for refusal be brought before the next Meeting of the Committee.**

#### **14. 22/06080/FB - Capricorn Place Pontoon Hotwell Road BS8 4SX**

The Presenting Officer introduced the report, summarised it for everyone and gave a presentation.

The scheme is for the construction of pontoon infrastructure to deliver a mooring facility including storage facilities and amenities building and installation of floating reed beds.

The following answers were provided to questions:

- Consultation with residents had taken place by letter and site notice, as well as various pre application discussions with the Harbour Office
- A Statement of Community Involvement has been submitted; there were Drop In Sessions that took place in October/November 2022 attended by 25 residents
- The Harbour Office has clauses relating to requiring riggings to be made secure when the boats are moored; there has been no wind impact assessment as it is not a residential application
- The moorings will be for leisure boats, not residential; the maximum length of boats would be 11 metres
- There are strict By Laws concerning the mooring of vessels and ensuring that they are secure; the licences for mooring the boats that have to be obtained from the Harbour Master, which include strict conditions about the mooring of boats
- The nearby moorings are also near residential properties
- The application is only for infrastructure which does not in itself generate noise
- Only leisure licences will be issued
- The Air Quality Officer has been consulted and the development does not fall under the Clean Air Zone that relates to vehicles and highways
- There will be electrical connections for the boats and the use of solid fuels will not be permitted
- There are adjacent car parks but the development is not expected to generate a lot of vehicle movements



- The application is only for 34 moorings
- An indicative drawing shows a boat with a 12 metres mast; this would not block anyone's view or light
- In relation to residential amenity and noise, the structure itself does not generate noise and there has been no issues raised by Pollution Control concerning noise impact; riggings are required to be tied up as part of the licence conditions; noise that comes from boats that are tied up cannot be assessed and are not part of the planning regime, they relate to the operation of boats which is not a planning matter
- There are By Laws relating to fire precautions and fire safety is the responsibility of the Fire Service and the Harbour Office
- The Ecologist has confirmed that there will be no adverse effects on any bats that live in the vicinity; bats are used to living in this type of environment

## Debate

- Although not a material consideration, the development will help with viability of the harbour going forward
- Concerns about the consultation and the impact that a grant of the application may have on the residents and with the hope that this can be mitigated
- It was noted that many of the concerns raised by residents did not relate to planning issues, but to the licensing of the boats for the use in the harbour
- In response to comments about the appearance of the pontoon, the Presenting Officer showed a photo of Brunel Quay and described what the proposed pontoon would look like
- The adjacent pontoon looks like a marina and looks lovely at present
- There is a height difference between the boats and the flats so anyone on the boats could not look into the flats
- In response to comments about the consultation process, the Team Manager, Development Management confirmed that consultation had taken place in October/November 2022 with stakeholders invited to take part; residents' comments were taken into account when the Committee report was prepared; residents also made representations at this Meeting; the entire consultation process has been done in accordance with the legal requirements
- Concerns about residential amenity in relation to the noise generated by the boats' masts; there are also concerns about the pollution generated by the boats' engines
- It was noted that only material planning issues can be taken into account when making a decision on the application
- The Team Manager, Development Management confirmed that the consultation had included Drop In Sessions to which residents were sent invitations; 25 residents attended; the Statement of Community Involvement accompanied the planning application; there were also opportunities for residents to comment on the planning application as well as being able to submit Public Forum Statements for today's Meeting



- In response to comments about material planning considerations, the Team Manager, Development Management confirmed that noise and residential amenity are both material planning considerations and have been taken into account in the Committee report; issues about boats are not material planning considerations and are the responsibility of the Harbour Office

Councillor Stafford-Townsend moved the Officer Recommendation to Grant the application

Councillor Hornchen seconded this motion.

The result of the Vote was 3 for (Cllrs Francis, Hornchen and Stafford-Townsend) and 3 against (Cllrs Alexander, Poultney and Windows).

The Chair, Cllr Stafford-Townsend used her casting vote to vote for the motion and it was

**Resolved – that the application be Granted subject to Conditions.**

The Meeting ended at 5.20 pm.

The next Meeting of the Committee is on 13<sup>th</sup> June 2023 at 6.00 pm.

Chair \_\_\_\_\_





## DEVELOPMENT CONTROL COMMITTEE B

13th June 2023

### REPORT OF THE DIRECTOR: DEVELOPMENT OF PLACE

#### LIST OF CURRENT APPEALS

##### Householder appeal

Item	Ward	Address, description and appeal type	Date lodged
1	Ashley	The Cottage 28 Ashfield Place Bristol BS6 5BF Retention of enclosed roof terrace. Appeal against refusal Delegated decision	16/02/2023
2	Southmead	37 Ullswater Road Bristol BS10 6DH Single storey rear extension and enlarge the existing garden annex building to use as storage, office and WC space. Appeal against refusal Delegated decision	19/04/2023
3	Clifton	21 Constitution Hill Bristol BS8 1DG Mansard roof extension. Appeal against refusal Delegated decision	25/04/2023

##### Written representation

Item	Ward	Address, description and appeal type	Date lodged
4	Brislington West	Wyevale Garden Centre Plc Bath Road Brislington Bristol BS31 2AD Enforcement notice appeal for hardstanding. (C/22/3306445). Appeal against an enforcement notice	04/10/2022
5	Brislington West	Wyevale Garden Centre Plc Bath Road Brislington Bristol BS31 2AD Enforcement notice appeal for builders yard. (C/22/3306441). Appeal against an enforcement notice	04/10/2022



6	Brislington West	Wyevale Garden Centre Plc Bath Road Brislington Bristol BS31 2AD Enforcement notice appeal for bunds & portable buildings. (C/22/3306446). Appeal against an enforcement notice	04/10/2022
7	Brislington West	Wyevale Garden Centre Plc Bath Road Brislington Bristol BS31 2AD Enforcement notice appeal for plant equipment. (C/22/3306444). Appeal against an enforcement notice	04/10/2022
8	Lockleaze	36 Stothard Road Bristol BS7 9XL Enforcement Notice enforcement for the erection of detached building in garden without planning permission. Appeal against an enforcement notice	17/10/2022
9	Westbury-on-Trym & Henleaze	10 Rylestone Grove Bristol BS9 3UT Demolition of existing detached house and erection of 6 bedroom replacement detached dwelling with integral garage, associated landscaping and adjusted access. (Self Build). Appeal against refusal Delegated decision	17/11/2022
10	Stoke Bishop	2 Bramble Drive Bristol BS9 1RE Enforcement notice appeal for front boundary not completed as per plans approved as part of planning permission 21/00431/H and additional planting. Appeal against an enforcement notice	22/11/2022
11	Hillfields	11 The Greenway Bristol BS16 4EZ Erection of two storey, 2 bed detached dwellinghouse, with landscaping and parking. Appeal against non-determination	14/12/2022
12	Cotham	71 Arley Hill Bristol BS6 5PJ Enforcement notice appeal for change of use of the building to large HMO with 8 bedrooms. Appeal against an enforcement notice	15/12/2022

13	Cotham	71 Arley Hill Bristol BS6 5PJ Change of use of the upper floors residential unit from small 6 bedroom HMO C4 to large HMO (Sui Generis Use) for 8 bedrooms (Retrospective). Appeal against refusal Delegated decision	15/12/2022
14	Southville	20 Mount Pleasant Terrace Bristol BS3 1LF Enforcement notice appeal for change of use to HMO (C4) without planning permission. Appeal against an enforcement notice	01/02/2023
15	Bishopsworth	71 Dangerfield Avenue Bristol BS13 8DX Proposed new dwelling to side. Appeal against refusal Delegated decision	01/02/2023
16	Redland	186 Redland Road Bristol BS6 6YH Retention of stainless steel/glass balustrade, at roof level. Appeal against refusal Delegated decision	03/03/2023
17	Redland	186 Redland Road Bristol BS6 6YH Enforcement notice appeal for an installation of stainless steel/glass balustrade at roof level to form roof terrace without planning permission. Appeal against an enforcement notice	03/03/2023
18	Bedminster	149 West Street Bedminster Bristol BS3 3PN Part change of use from an office to a C3 dwelling unit. Appeal against refusal Delegated decision	31/03/2023
19	Central	2 Clare Street City Centre Bristol BS1 1XR Temporary Static, Illuminated Shroud Advertisement. Appeal against non-determination	04/04/2023
20	Ashley	Dainton Self Storage New Gatton Road Bristol BS2 9SH Proposed 1no. internally illuminated display signboard. Appeal against refusal Delegated decision	04/04/2023

21	Hotwells & Harbourside	2 - 10 Hanover Place Bristol BS1 6XT Window replacement works (all new windows to be uvpc). Appeal against refusal Delegated decision	06/04/2023
22	Westbury-on-Trym & Henleaze	29 Hobhouse Close Bristol BS9 4LZ Retrospective application for retention of dwelling. Appeal against non-determination Committee	06/04/2023
23	Southmead	345 Southmead Road Bristol BS10 5LW Erect 2 bed dwelling. Appeal against refusal Delegated decision	11/04/2023
24	St George Central	20 Grantham Road Bristol BS15 1JR Conversion and extension of existing garage to rear garden to provide additional living accommodation associated to the main dwelling. Appeal against refusal Delegated decision	13/04/2023
25	Hengrove & Whitchurch Park	Bamfield Streetworks Bamfield Bristol BS14 0XD Application to determine if prior approval is required for a proposed telecommunications installation: Proposed 15.0m Phase 8 Monopole C/W wraparound cabinet at base and associated ancillary works. Appeal against refusal Delegated decision	13/04/2023
26	Knowle	318 Wells Road Knowle Bristol BS4 2QG Proposed kitchen extraction from A3 Unit below. Appeal against refusal Delegated decision	13/04/2023
27	Southville	9 Carrington Road Bristol BS3 2AQ Proposed change of use from a single Dwelling House (Use Class C3) to a Small Six-Bedroom House of Multiple Occupation (HMO) (use Class C4). Appeal against refusal Delegated decision	18/04/2023

28	Westbury-on-Trym & Henleaze	Grass Verge Of Passage Road Junction With Greystoke Avenue Westbury Bristol BS9 3HR Application to determine if prior approval is required for a proposed upgrade of the existing installation, involving the installation of a 20 metre high monopole supporting antennas with a wraparound equipment cabinet at the base, the installation of 3 no. additional equipment cabinets, the removal of the existing 11.5 metre high monopole supporting antennas, the removal of 1 no. existing cabinet, and ancillary development thereto. Appeal against refusal Delegated decision	18/04/2023
29	St George Troopers Hill	St Aidans Church Fir Tree Lane Bristol BS5 8TZ The removal of 3 No. antennas and the upgrade of 3 No. antennas, the installation of 1 No. GPS node and associated ancillary development thereto. Appeal against refusal Delegated decision	19/04/2023
30	Easton	1B & 1C Woodbine Road Bristol BS5 9AJ Change of use from 2 dwelling houses (C3a) to 2 small HMO for up to 6 people (C4). Appeal against non-determination	20/04/2023
31	Stoke Bishop	Telecoms Equipment Edge Of Green Shirehampton Road Sea Mills Bristol BS9 2EQ Application to determine if prior approval is required for a proposed telecommunications installation: Proposed 15.0m Phase 9 slimline Monopole and associated ancillary works. Appeal against refusal Delegated decision	21/04/2023
32	Stoke Bishop	The Helios Trust 17 Stoke Hill Bristol BS9 1JN Change of use from doctors surgery to specialist educational needs school for children and therapy centre, and land to residential garden adjacent 19a Pitch and Pay Lane. Appeal against non-determination	21/04/2023
33	Knowle	Land At Junction With Redcatch Road St Agnes Avenue Bristol BS4 2HQ Erection of dwelling (Renewal of planning permission granted on appeal ref APP/Z0116/W/18/3196399 - BCC 16/06418/F) - self build. Appeal against refusal Delegated decision	04/05/2023

34	Knowle	100 Redcatch Road Bristol BS4 2HQ Demolition and re-positioning of curtilage listed stone wall with brick capping. Appeal against refusal Delegated decision	04/05/2023
35	Ashley	6 Sussex Place Bristol BS2 9QW Conversion of this single dwelling into two flats and a maisonette, including provision of bin/cycle storage facilities and associated external alterations. Appeal against non-determination	10/05/2023
36	Hengrove & Whitchurch Park	127 East Dundry Road Bristol BS14 0LP Two storey rear and single storey side extension. Appeal against non-determination	15/05/2023
37	Knowle	100 Redcatch Road Bristol BS4 2HQ Erection of dwelling (Renewal of planning permission granted on appeal ref APP/Z0116/W/18/3196399 - BCC 16/06418/F) - self build. Appeal against non-determination	16/05/2023
38	Knowle	100 Redcatch Road Bristol BS4 2HQ Demolition and re-building of curtilage listed stone wall with brick capping in the same position as the existing wall. Appeal against non-determination	16/05/2023
39	Clifton Down	Redland Filling Station Hampton Road Bristol BS6 6JA Installation of vehicle charging points and associated electrical infrastructure and associated works. (Retrospective) Appeal against refusal Delegated decision	16/05/2023
40	Bishopston & Ashley Down	387 Gloucester Road Horfield Bristol BS7 8TS The retention of an Automated Teller Machine and associated signage. Appeal against refusal Delegated decision	16/05/2023
41	Cotham	Garage To Rear Of 3 Clyde Park Bristol BS6 6RR Demolition of garage and erection of dwellinghouse (Use Class C3). Appeal against non-determination	18/05/2023

42	Brislington West	21 Wick Crescent Bristol BS4 4HG Proposed development of two storey detached 2-bed dwelling, located within the rear garden. Appeal against non-determination	23/05/2023
43	Ashley	6 Sussex Place Bristol BS2 9QW Conversion of this single dwelling into two flats and a maisonette including the renovation of the property as a listed building. Appeal against non-determination	24/05/2023

### List of appeal decisions

Item	Ward	Address, description and appeal type	Decision and date decided
44	Brislington West	515 - 517 Stockwood Road Brislington Bristol BS4 5LR Outline application for the erection of a five-storey building comprising 9no. self-contained flats, with Access, Layout and Scale to be considered at part of the outline application. Appeal against refusal Delegated decision	Appeal dismissed 11/05/2023
45	Bishopston & Ashley Down	21 Oak Road Bristol BS7 8RY Change of use from residential dwellinghouse (Use Class C3) to a House in Multiple Occupation (HMO) for up to 6 residents (Use Class C4), with associated cycle and refuse/recycling storage. Appeal against non-determination Committee	Appeal dismissed 09/05/2023  Costs not awarded
46	Bishopsworth	Land To Rear Of 44 & 46 Wrington Crescent Bristol BS13 7EP Construction of 2no. three bedroom semi-detached dwellings. Appeal against non-determination	Appeal dismissed  03/05/2023 Costs awarded
47	Lawrence Hill	11 - 17 Wade Street Bristol BS2 9DR Outline application for the demolition of buildings and erection of student accommodation, with access, layout and scale to be considered. Appeal against non-determination	Appeal allowed 02/06/2023

48	Westbury-on-Trym & Henleaze	65 Henleaze Road Bristol BS9 4JT Change of use of existing ground floor rear storage area to shop unit into 2 bedroomed HMO. Addition of first floor over rear storage area to form 1 bedroomed flat. Appeal against refusal Delegated decision	Appeal dismissed 03/05/2023
49	Clifton Down	All Saints Court All Saints Road Bristol BS8 2JE Erection of an additional floor, creating two additional flats. Appeal against refusal Delegated decision	Appeal allowed 10/05/2023
50	Avonmouth & Lawrence Weston	Land At Rear Of 2 Woodwell Cottages Woodwell Road Bristol BS11 9UP Revised application for planning permission for the erection of residential dwellings, access road, refuse/ recycling stores, cycle parking and ancillary development (Use Class C3). Appeal against non-determination Delegated decision	Appeal allowed 10/05/2023
51	Southville	Outside 291 North Street Bedminster Bristol BS3 1JP Application to determine if prior approval is required for a proposed development by or on behalf of an electronic communications code operator - Proposed 5G 15m telecoms installation: H3G street pole and additional equipment cabinets. Appeal against refusal Delegated decision	Appeal dismissed 04/05/2023

## **DEVELOPMENT CONTROL COMMITTEE B**

**13th June 2023**

### **REPORT OF THE DIRECTOR: DEVELOPMENT OF PLACE**

#### **LIST OF ENFORCEMENT NOTICES SERVED**

<b>Item</b>	<b>Ward</b>	<b>Address, description and enforcement type</b>	<b>Date issued</b>
1	Ashley	23 Wathen Road Bristol BS6 5BY Works to roof without planning permission. Enforcement notice	16/05/2023



## Development Control Committee B 13 June 2023

### Report of the Director: Economy of Place

#### Index

#### Planning Applications

Item	Ward	Officer Recommendation	Application No/Address/Description
1	Redland	Refuse	21/03767/F - 102 Gloucester Road Bishopston Bristol BS7 8BN Construction of 17 apartments following part demolition of building replaced with new build and conversion of existing first floor and loft spaces. Retention of retail at ground floor. (Major).
2	Hotwells & Harbourside	Refuse	22/00933/F - U Shed Canons Road Bristol BS1 5UH Redevelopment of site involving the demolition of existing building to facilitate the erection of a four storey building comprising offices at upper levels (Use Class E) with flexible active ground floor uses (retail, commercial, food and beverage, drinking establishment, hot food takeaway) (Sui Generis/Use Class E), cycle parking, servicing arrangements, public realm works and landscaping (Major).
3	Filwood	Other	22/02345/F - Inns Court Open Space Hartcliffe Way Bristol BS4 1XD Erection of a part single (double height), part two storey building to provide a Class D2 Youth Zone facility with associated disabled and mini bus parking and service access road, 5 a-side (MUGA) pitch, a single storey storage building, and associated boundary treatments and landscaping. Planning for new site access and turning head, amendments to A3029 central reservation, signalling and crossing.

**Development Control Committee B – 13 June 2023**

**ITEM NO. 1**

**WARD:** Redland

**SITE ADDRESS:** 102 Gloucester Road Bishopston Bristol BS7 8BN

**APPLICATION NO:** 21/03767/F Full Planning

**DETERMINATION DEADLINE:** 18 January 2022

**Construction of 17 apartments following part demolition of building replaced with new build and conversion of existing first floor and loft spaces. Retention of retail at ground floor. (Major).**

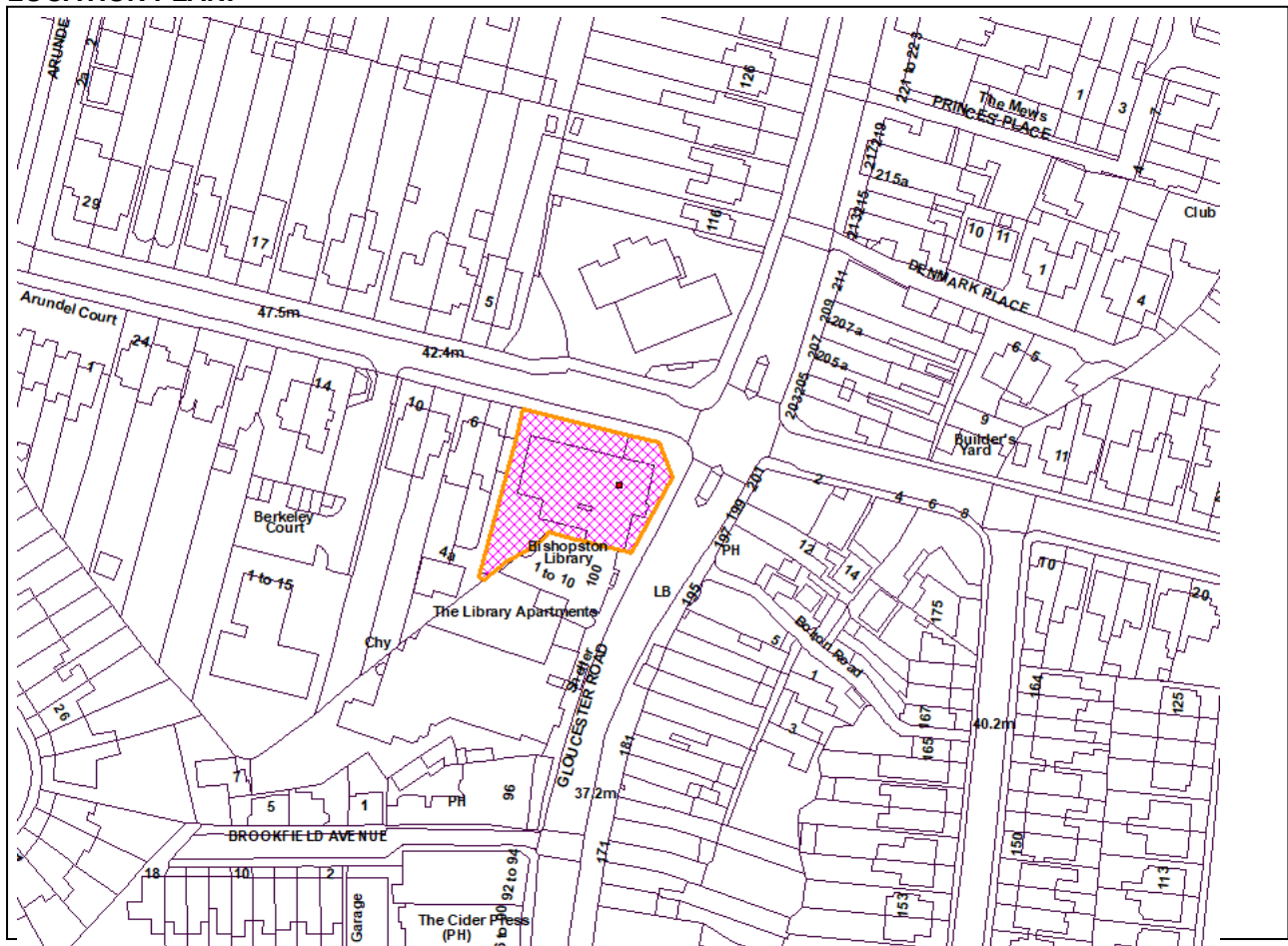
**RECOMMENDATION:** Refuse

**AGENT:** Nicholas Morley Architects  
Suite 10, Corum 2  
Corum Office Park  
Crown Way  
Warmley  
Bristol BS30 8FJ

**APPLICANT:** Nailsea Electrical  
102 Gloucester Road  
Bishopston  
Bristol  
BS7 8BN

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

**LOCATION PLAN:**



**Development Control Committee B – 13 June 2023**

**Application No. 21/03767/F : 102 Gloucester Road Bishopston Bristol BS7 8BN**

**21/03767/F- 102 GLOUCESTER ROAD**

**UPDATE FOLLOWING DEVELOPMENT CONTROL COMMITTEE B – 10 MAY 2023**

**BACKGROUND**

This application was considered by Development Control (DC) Committee B on the 10<sup>th</sup> May 2023 and a vote was taken to refuse the application following an officer recommendation for approval.

The application was for the construction of 17 apartments following part demolition of building replaced with new build and conversion of existing first floor and loft spaces with retention of retail at ground floor. The officer report to that meeting is appended to this report.

Committee voted (3 against the officer recommendation and 2 in favour of the officer recommendation) that an update report be provided by officers setting out grounds that could be legitimately used to refuse the application. The reasons provided by Members were:

1. Overdevelopment
2. Highway safety due to traffic movements in this busy location
3. Quality of the living environment specifically the limited aspect for a number of flats

This report provides officer advice on these reasons and drafts possible wording for these refusal reasons.

**OVERDEVELOPMENT AND QUALITY OF LIVING ENVIRONMENT**

During the Committee, concerns were raised regarding overdevelopment of the site. In the discussion these concerns related to the quality of the living environment created and specifically the proportion of single aspect units and the limited aspect of some flats. It is the advice of officer that points 1. and 2. above should be considered as a single reason.

In considering this issue, Members are again reminded that approved scheme 20/00022/F remains extant for the site for commercial space and 9 residential flats, which forms a material planning consideration and could be implemented (see approved plans within the Supporting Documents). The current proposal is for almost exactly the same floor layout within the proposed new build extension as that approved in terms of the proportion of single aspect units. The approved scheme included one additional dual aspect flat at second floor level only. The additional 8 units proposed would be achieved through 4 new units at ground floor (approved was commercial space) on an almost matching layout as already approved at first floor; and 4 units through converting the former chapel building at first floor (3 flats) and second floor (1 flat).

Of the 5 flats within the former chapel building, all homes would meet or exceed the national space standard for the number of bedrooms, taking into account the standard's requirements regarding head height and bedroom sizes. The relevant national space standards have been met for all units.

The policy in respect of providing dual aspect units encourages "the provision of dual aspect units, where possible, particularly where one of the aspects is north facing" (Policy DM29: Design of New Buildings of the Development Management Policies) and does not set specific standards to be achieved in that respect.

**Development Control Committee B – 13 June 2023****Application No. 21/03767/F : 102 Gloucester Road Bishopston Bristol BS7 8BN**

As set out in the previous report (appended) - within the proposed development, 13 units would be single aspect (76%). Of these, 8 flats would be south or east-facing and 5 flats would also have access to a small garden or balcony, improving the overall living environment. The former chapel building presents various constraints (including heritage reasons) to creating dual aspect units in this case.

The outlook of the majority of units would be good and comparable to existing neighbouring homes in the area. Overall, only 4 of the proposed units could be considered in any way to have a more limited aspect (or outlook) by reason of proximity to existing boundary walls - these are Flats 12 and 13 at ground floor and Flats 3 and 4 at first floor. Flats 3 and 4 are almost identical layouts to those already approved under permission 20/00022/F.

Flats 12 and 13 would be new units compared to the approved scheme, as they are ground floor units and under that permission only commercial was approved at ground floor level. These units would have window to boundary fence/ wall measurements of 2.8m and 3.7m with external terrace areas of 17sqm and 25sqm respectively. The window to boundary distances would be comparable to other similar approved developments in the city and the private external amenity space provision would be considered a good amount of space comparable to the size of the units and would provide for everyday activities such as drying laundry, relaxing and play - comparable to many smaller terraced houses typical in Bristol. While these units would be bounded by the high boundary wall of The Library development (refer to Proposed West elevation), such situations are not unusual in urban environments and are often found in historic environments around the city where the topography leads to stepped forms of development creating a courtyard character.

A point was raised in the Committee's discussion around density compared to other parts of the city. It was reported that Core Strategy Policy BSC20 seeks a minimum indicative net density of 50 dwellings per hectare (dph) and the application proposal was cited to be 95 dph. The relative densities of other areas of the city were highlighted by the case officer during the meeting (85dph for terraced housing in Southville and 120dph for terraced streets in Totterdown). It is worth pointing out (though it can carry only very limited weight due to its status) that the Draft Local Plan Review (Consultation version March 2019) Draft Policy UL2: Residential Densities suggests for major development, minimum densities of 100dph in the Inner Urban Area (and 120dph in the Inner Urban Area More Intensive identified locations such as this site) to ensure the efficient use of land. As highlighted at the meeting, density figures are generally used as a guideline (except the minimum standard of 50dph) while considering all of the urban design considerations of a development.

To summarise, it is for the reasons above that officers do not consider overdevelopment and the quality of living environment and aspect/ outlook to be a justifiable reason for refusal and would urge Members to reconsider this.

It is also worth noting that the extant permission, being only 9 units, did not meet the threshold (10 units) for affordable housing. The current scheme at 17 units does meet the threshold and includes the provision of 4 no. First Homes.

However, if Members are still minded to refuse the application on this basis, it is recommended that points 1 (overdevelopment) and 2 (living environment) above be combined to form a single reason for refusal to substantiate the specific harm arising from overdevelopment of the site.

**Development Control Committee B – 13 June 2023**

**Application No. 21/03767/F : 102 Gloucester Road Bishopston Bristol BS7 8BN**

**HIGHWAY SAFETY**

The Transport Development Management representative has again visited the application site and has again advised that in their opinion there is no grounds for a road safety objection given that Berkeley Road has a generous carriageway at the junction with Gloucester Road.

Speed restrictions on Berkeley Road and Gloucester Road are 20mph meaning low traffic speeds and that manoeuvring into and out of the spaces can be safely achieved and already are carried out in this way. Off-street parking already exists in the same location i.e. there is no change.

The servicing of the petrol station (via tanker) is one-way movement of a maximum of 2 trips a week. The evidence provided by the applicant showed the movement into the petrol station can be made under the proposed scheme. This application has removed the off-street parking which allows for a better footway.

The evidence indicated there were potential options to increase on street parking provision that could be used for loading only and therefore benefit any residence in the vicinity not just the new development. However, overall the proposal would be considered by officers to be acceptable without any additional on-street parking being created by reason of the highly sustainable location (considered one of the most sustainable locations in the city). New residents would not be eligible for permits in either existing or future parking controlled zones.

The submitted general arrangement plan was indicative as previously explained and it would be subject to technical approvals and traffic regulation orders which are highway authority responsibility.

Overall, in road safety terms this is safer than the previously approved scheme. However, the section 278 agreement would require a safety audit to ensure all changes to the public highway meet our highway authority standards. Transport objections have to be deemed severe or insufficient mitigation has been provided to be upheld and in their view, this is not the case.

Paragraph 111 of the National Planning Policy Framework states that that “Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.”

Officers therefore strongly advise that we do not consider there to be grounds for refusal on this basis. However, if despite this advice, Members remain minded to refuse the application the refusal reason set out below would be advised.

**AFFORDABLE HOUSING**

While the applicant and officers have agreed a policy compliant approach to affordable housing provision following Viability Assessment, through the provision of 4 no. First Homes, a section 106 agreement is not yet in place to secure delivery of these dwellings.

Therefore, Members should be aware that by refusing the application, the opportunity to secure these affordable homes as agreed may be lost. The absence of an agreement to

**Development Control Committee B – 13 June 2023**

**Application No. 21/03767/F : 102 Gloucester Road Bishopston Bristol BS7 8BN**

secure these homes must therefore form an additional refusal reason- see recommended wording below.

The applicant has advised that they would appeal a refusal of this application and should this be the case, the Inspector may be minded to allow this reason for refusal to be addressed via the agreement of a section 106 at that stage.

**TILTED BALANCE**

Any decision taken must demonstrate that the refusal reasons (the adverse impacts of the development) would significantly and demonstrably outweigh the benefits of the development, when assessed against the policies in the National Planning Policy Framework (NPPF) taken as a whole.

**POSSIBLE REASONS FOR REFUSAL**

Noting the recommendations of officers above, if Members consider that the proposed development would remain unacceptable, the following reasons for refusal would be recommended.

1. The proposal would constitute an overly cramped form of development of the site resulting in overdevelopment by reason of the proportion of single-aspect flats, the limited aspect for a number of flats and the overall quality of the living environment. This would be contrary to paragraph 130 of the National Planning Policy Framework, Policies BCS20 and BCS21 of the Bristol Local Plan: Core Strategy and Policies DM27, DM29 of the Bristol Local Plan: Development Management Policies.
2. The proposed development would result in unacceptable highway safety conflicts as a result of vehicle manoeuvring into and out of the proposed off-street car parking spaces in this location, which experiences high vehicle traffic and pedestrian movements by reason of the location adjacent to the junction of Berkeley Road and Gloucester Road, the adjacent pedestrian crossing and the close proximity to the petrol filling station. This would be contrary to Policy BCS10 of the Bristol Local Plan: Core Strategy (2011) and Policy DM23 of the Bristol Local Plan: Development Management Policies (2014).
3. In the absence of an appropriate agreement under s106 of the Town and Country Planning Act 1990, the proposed development fails to provide for Affordable Housing requirements in order to mitigate the impacts of the development contrary to Policy BCS11 of the Bristol Local Plan: Core Strategy (2011) and Policy BCS17 of the Bristol Local Plan: Development Management Policies (2014).

**Development Control Committee B – 10 May 2023****Application No. 21/03767/F : 102 Gloucester Road Bishopston Bristol BS7 8BN**

## REASON FOR REFERRAL

Local ward Member for Redland Ward, Councillor Fodor has referred this application to Development Management Committee should it be recommended for approval by officers for the following reasons:

This major application, on the site of a previous permission granted, now seeks to build 17 flats where previously 9 had been approved just a year earlier following extensive negotiations.

There are residents' concerns regarding privacy due to proposed balconies overlooking the adjacent Bishopston Library flats and concerns over parking, and concerns about overdevelopment being attempted. These issues need to be debated by committee in a public meeting where statements can be heard from residents and issues considered before any conditions are agreed or the decision gets made.

## SUMMARY

The application refers to the redevelopment of the former Nailsea Electrical premises at 102 Gloucester Road in Redland ward. The site comprises a retail unit located within a former Methodist Chapel (a locally listed building and heritage asset) and its modern extension, with an external yard to the rear. Off-street customer parking lies perpendicular to Berkeley Road. The site is within the Gloucester Road Conservation Area.

A recent planning permission for redevelopment of the site for retail, office and residential use (9 flats) remains extant. This included parking for the commercial units on Berkeley Road and retail use across the whole ground floor plus extension over the rear yard. The retailer Nailsea Electrical has since relocated to Hengrove and a new application proposal has been brought forward.

The current application proposal comprises retail use at the ground floor and residential units at first floor of the former chapel within a new-build extension to the west of the site containing residential units at ground, first and second floor levels. There are a total of 17 residential homes proposed comprising 7 no. 1-bedroom flats, 7 no. 2-bedroom flats and 3 no. 3-bedroom flats. Affordable housing is proposed in the form of 4 'First Home' units (all 1-bedroom flats).

The rear yard is proposed as external landscaped space also housing the residential cycle store and air source heat pumps (ASHPs). 4 vehicle parking spaces are proposed accessed from Berkeley Road- 3 no. for the retail use a 1 no. disabled parking bay dedicated for the residential use. Waste storage and access would be from the Berkeley Road frontage.

The response to publicity and consultation on the application can be summarised as: 28 contributors commented on the application with 20 objectors, 5 contributors making general representations and 2 in support. These include an objection from The Bishopston Cotham and Redland Street Scene Group and The Conservation Advisory Panel (neutral comment).

Objection comments relate primarily to overdevelopment, density, lack of parking and traffic issues, impact on neighbouring residents, living environment for future residents, proposed materials, lack of affordable housing provision, landscaping and construction impacts. Comments in support relate to the overall improvement of the proposal to the site and area including restoration of the dilapidated historic building, removal of the unsightly scrap yard and replacement with a garden and good cycle storage.

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The officer's summary assessment of the proposal is as follows:

The National Planning Policy Framework (NPPF) paragraph 11 outlines a presumption in favour of sustainable development. For decision taking this means "approving development proposals that accord with an up-to-date development plan without delay" unless the proposal would be contrary to policies in the NPPF relating to designated assets (heritage assets or habitat sites) or the adverse impacts of the development would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

In relation to this, the Council has a clear identified shortfall in housing supply and officers advise that the proposals would be in accordance with the NPPF in relation to designated heritage assets.

The principle of the redevelopment of the site has already been approved by the extant permission including the proposed new-build 'envelope'- the size of the proposed new-build structure would reduce under the current proposal. Officers advise that the proposal would be an acceptable mix of housing, including affordable housing, and makes appropriate provision for the amenity of future residents. The amenity of neighbouring residents would be safeguarded, and the proposal includes a reduced number of balconies compared to the extant scheme. The local concern regarding the lack of parking is noted, as is the demand for parking in this area. However, the proposal is in a highly sustainable location, to which car-free development is directed and is a location where residents could reside without the need for a private vehicle. The addition of a number of additional vehicles to the area for parking could be accommodated without unacceptable impact on highway safety and two on-street parking spaces would be created. All other material considerations have been addressed.

Officers therefore advise approval of the application subject to planning conditions and planning agreement.

#### SITE DESCRIPTION

The development site is 102 Gloucester Road, the Former Methodist Chapel, currently a retail store (use class A1/E) previously occupied by Nailsea Electrical. The site is located to the western side of Gloucester Road at the Berkeley/Sommerville Road crossing.

The former chapel has an L-shaped footprint extending along both Gloucester Road and Berkeley Road. The Gloucester Road elevation includes a distinctive clock tower including main entrance. To the western, Berkeley Road side the building includes a modern side storey extension constructed with red brick and flat roof. A yard area extends to the rear (south-west) of the site. The building is presently accessed via Berkeley Road and the submission sets out that there are 10 off-street parking spaces located perpendicular to the road in a forecourt area on this side of the site.

The Bishopston Library mixed use redevelopment is located immediately to the south of the site. Dwellings to the southern side of Berkeley Road commencing at 4 and 4A Berkeley Road are located immediately to the west. Gloucester Road (A38) is a major arterial route north from the city centre. At this point it is lined by predominantly commercial uses, frequently with residential accommodation above. Residential becomes the predominant use within side streets, as is the case on Berkeley Road. The site is located within the designated Gloucester Road Town Centre. The site is also located within the Gloucester Road Conservation Area. The Former Methodist Chapel is designated an Unlisted Building of Merit and features on Bristol's local list of valued buildings.

#### RELEVANT PLANNING HISTORY



**Development Control Committee B – 10 May 2023****Application No. 21/03767/F : 102 Gloucester Road Bishopston Bristol BS7 8BN**

20/00022/F- Demolition of western part of former chapel and single storey extension and construction of three storey extension comprising 9 dwellings (use class C3), extension of ground floor retail unit (use class A1), conversion of existing loft to office use (use class B1a), external alterations, associated access and landscaping works. GRANTED 15.02.2021

19/01527/F- Construction of 9no. (2-bedroom flats) flats over extended ground floor retail area, following part demolition of ground and first areas, and conversion of loft area to create office space. External alterations to existing building and forecourt on Gloucester Road and Berkley Road Elevation including roof extension to tower. WITHDRAWN 02.07.2019

**APPLICATION**

The current application seeks full planning permission for the following proposed development:

- Part demolition of the existing building;
- Conversion of the former chapel building and a new build extension;
- Retail unit at ground floor within the former chapel building;
- A residential mix of 17 flats comprising 7 no. 1-bedroom flats, 7 no. 2-bedroom flats and 3 no. 3-bedroom flats.
- Of these 17 units, 4 First Homes would be provided (4 no. 1-bedroom homes).
- 4 car parking bays are proposed to the Berkeley Road frontage of the site (in place of existing parking bays). 3 for the retail units, 1 disabled bay for the residential flats.

In terms of the proposed design, a series of four parallel gable roofs facing Berkeley Road are proposed. The extension would be constructed with pennant stone to match the chapel at ground floor level, limestone banding courses and window surrounds, with red brick to the upper floors. Alterations to the chapel building would include the removal of all current retail signage, introduction of full height windows within the Gloucester Road elevation, reinstatement of the clock tower roof, original window openings and entrance, roof windows to Gloucester Road and dormer windows, reinstatement of Berkeley Road windows and new entrance doors. All proposed windows and doors would include dark grey metal frames. Dormers would be clad with zinc. The chapel would be re-roofed with dark red double roman tiles.

Access to the proposed flats would be via entrances within the Berkeley Road elevation. These would include entrance canopy and glazed access doors accessed by walled and paved footpaths from Berkley Road. Cycle parking and refuse stores would also be accessed via separate service entrances in this location. Waste collection points are proposed to the front of the building in this location. Bins and recycling would be collected from this location on collection day however bins would be permanently housed within the building. Cycle parking for a total of 26 bikes within a bike store at the rear of the property accessed via the side access from Berkeley Road. It is proposed to reintroduce primary access to the retail unit via the main former chapel entrance on Gloucester Road. The existing retail entrance on Berkeley Road would also be retained.

Landscaping and boundary treatment improvements are proposed to the road frontages. The footway on Gloucester Road would be resurfaced with paving to match that adjacent at the Bishopston Library development. This would extend to the junction with Berkeley Road. The footway on Berkeley Road itself will be resurfaced with tarmac with new pennant kerbs where raising kerbs is required. It is proposed to remove an existing young street tree and replant a new tree further west on Berkley Road outside the site including installing a new tree pit.

The development would feature on site renewable energy generation in the form of a solar

**Development Control Committee B – 10 May 2023****Application No. 21/03767/F : 102 Gloucester Road Bishopston Bristol BS7 8BN**

photovoltaic array installed to the pitched roofs of the proposed three storey extension and air source heat pumps within the rear external space.

**AMENDMENTS TO THE APPLICATION**

The application has been amended during the course of the application and further information has been submitted in support of the application. This includes the following:

- Disabled parking bay included for residential units;
- Parking outside ground floor flats (Berkeley Road) removed and replaced with private gardens with landscaping/ tree planting and access;
- Rear (southern) elevation amended to omit second floor balconies and balconies reduced at first floor;
- Waste store moved from rear garden to dedicated internal store accessed from the Berkeley Road frontage;
- Viability assessment (affordable housing);
- Sustainability statement updated and Overheating Assessment provided. Air source heat pumps shown on plan (to rear garden);
- Noise assessment (acoustic report) updated;
- Bat survey updated;

**PRE-APPLICATION COMMUNITY INVOLVEMENT**

Due to its size, the application is required to be accompanied by a Statement of Community Involvement. Guidance and good practice examples exist to inform the choice of appropriate methods in order to help ensure effective, efficient, transparent and accountable community involvement. Those responsible for undertaking community involvement are expected to reflect such good practice to ensure inclusive, fair and effective initiatives. Failure to do so may limit the validity and relative credibility of the involvement undertaken.

The applicant prepared a statement of community involvement (dated 5<sup>th</sup> July 2021) which has been assessed, and is summarised below:

## i) Process

Covid restrictions meant that post box deliveries and social media were used to inform the community of the revised proposals. A letter drop was made on 5th March 2021 to over 100 properties to explain that the proposal was to increase the current approval for 9 residential units to 14 residential units whilst maintaining retail areas in existing building. Further to this a "whatsapp" drop was made on 9th May 2021 which updated the interested parties and neighbours (the whatsapp group has a number of members, so it was felt this was a reasonable approach) which stated that after further consideration it has been decided to resubmit for 17 apartments and retain retail use on the ground floor of the existing building. The flyers for the proposals are included in Appendix A. The property owners have also liaised with neighbours over the last few months so they are aware of the revised proposals.

## ii) Fundamental Outcomes

**Development Control Committee B – 10 May 2023****Application No. 21/03767/F : 102 Gloucester Road Bishopston Bristol BS7 8BN**

Responses received were listed as follows: landscaping, construction including timescales, overdevelopment, car parking and hard landscaping, climate change, use as community space, bins and recycling, terraces to ground floor. The applicant responds to each point in the Community Involvement Statement.

**RESPONSE TO PUBLICITY AND CONSULTATION**

The application was publicised by site notice, press notice and letters to individual neighbours (92 properties). In total (over two rounds of consultation), 28 contributors commented on the application with 20 objectors, 5 contributors making general representations and 2 in support. The first period of consultation was carried out in October 2021. 18 representations were received- 14 objections, 3 neutral comments and 1 comment in support of the proposal, as summarised below:

*Objections:*

- No parking provision for residents or provision for deliveries;
- Excessive density;
- Impact on neighbouring properties- light and privacy- especially balconies to rear;
- Concerns regarding management of waste;
- Clarity sought over landscape boundary treatment to adjacent residential property and landscaping generally to soften the landscape and improve the flora, also the 'sedum roof' previously proposed to the rear extension;
- It is set out in the submission that construction works would require pavement closure for 18 months- this would prevent pedestrian access and be unsafe;
- Wildlife impacts of development;
- No consultation \*\*\*

*Support:*

- An adjacent resident is keen to see the existing unsightly scrap metal yard removed. The proposal to replace the (previously approved) ground floor commercial area with residential is supported in relation to those existing residents at the eastern end of Berkeley Road;
- The addition of a garden area is a positive change provided well-maintained in perpetuity;
- Support the good-sized area for bins/ cycle store to the rear of the site;
- Restoration of a dilapidated building;

*Neutral:*

- Generally supportive of the design of the north elevation though seek soft landscaping to the north elevation. Object to the south and west facing balconies to first and second floors. Soft landscaping to be clearly specified. Parking concerns.

Following the amendments to the application set out above, a second period of consultation was carried out in March/ April 2023. 14 representations were received (from 11 objectors and 1 supporter). The comments received are summarised as follows (for full comments please refer to the public website):

**Development Control Committee B – 10 May 2023****Application No. 21/03767/F : 102 Gloucester Road Bishopston Bristol BS7 8BN***Objections:*

- Proposal is almost double the number of flats of the previous approved scheme;
- High density and cramped;
- Negative impact on neighbours including light and privacy;
- Overbearing and oppressive, building block too deep in relation to 4a Berkeley Rd;
- Poor quality living environment of proposed dwellings- single aspect and north-facing;
- Design: red brick is not typical of Berkeley Road; render would be preferable. Glazing excessive to some flats;
- No parking proposed, no car club provision and poor public transport with addition of 17 to 34 extra vehicles.
- The site is just outside the existing Residential Parking Zone (RPZ) and already affected by pre-existing highway problems on Berkeley Road including overparking, dangerous parking, speeding, commuter rat-run, dangers to pedestrians including school children and pollution; particularly near junction with Gloucester Road- the proposal would add to this;
- No affordable housing provision;
- Inadequate greenery- garden and hedges should be required;
- Construction must ensure pedestrian movement;
- Inconsistencies in drawings; \*\*\*\*

*Support:*

- The proposed development would be an improvement to the site and area;

## LOCAL AMENITY GROUPS

The Bristol Tree Forum (summarised- please see full comment online- 6 Oct 2022) submitted an enquiry regarding the application and the Heras fencing erected around the site and commenting that the recently-planted street tree outside the site that they had fought to save was still looking damaged. The Arboricultural Impact Assessment (AIA) for the application shows replacement of the tree further up the street and the BTF enquired as to tree officer comments on the application and whether the tree could be protected.

*The Bishopston Cotham and Redland Street Scene Group (full comment- 16 Aug 2021)- Objection to the application:*

“BCR SSG note that the principle of residential development on this site is already established by the approved application 20/00022/F. This revised proposal will create unacceptable standards of residential accommodation and we object to the application.

The change from a smaller number of individual units with waste and recycling storage on the front of the building to a much larger number of flats with a poorly-located bin store at the rear of this site is not acceptable. Good management of waste and recycling is important to reduce the negative impact of densification of residential areas; location of the bins and containers so that they are easily accessible will reduce the likelihood of bins and boxes being left on streets and of fly-tipping. This is a health consideration as well as a convenience issue as set out in DM32.

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We object to the retention of car parking bays in front of the residential accommodation for business use given the much-reduced floor area of the showroom and the moving of goods storage off site. This area should be used to make a more appropriate setting for ground floor residential accommodation as a buffer area from the street with appropriate planting including small trees, and to allow location of waste and recycling and cycle stores at the front of the building.

This location at this busy junction is not ideal for residential accommodation, particularly at ground floor level where air quality from particulates from traffic is poor, so more consideration to providing a standard of accommodation which does not contribute to mental and physical health issues for future residents must be given. DM14. Relocating the waste and recycling storage to the Berkeley Road front of the building will free up the ground level area at the rear of the building to create a private amenity space for the residents of the flats. Inclusion of tree and shrub planting will improve the air quality for residents at this busy junction where vehicles wait at traffic lights. Access to the rear open space from the residential accommodation is poor. Consideration to creating a direct access from the hall and stairway should be given.

The depth of the proposed residential building means that a number of North-facing single-aspect flats are created. This is unsatisfactory and contrary to the provisions of Policy DM 29 which states that new residential development should provide dual aspect where possible particularly where one of the aspects is north facing. The proposed layout includes a particularly unacceptable flat at ground floor level which is single aspect north facing with bedrooms facing towards the street which does not comply with aim for active frontages, natural surveillance, and appropriate levels of privacy, outlook and daylight. DM 29. The outlook for residents is onto the parking bays for visitors to the shop so windows will look onto visitors and delivery vehicles, which will be coming and going from the parking bays all day. This will exacerbate the already polluted air. The proposed development will fail to promote and enable a healthy living environment DM 14. The 2nd floor level flats in the roof of the chapel above the retained showroom section are very poor-quality residential accommodation. The narrow dormer windows with solid cheeks will give a very low level of natural light and ventilation and one of the two units is another single aspect north-facing unit. The other unit faces east onto Gloucester Road and again is a single aspect unit. The proposed roof lights will not make up for this poor-quality lighting and ventilation provision nor the restricted views available from the narrow dormer windows. We note that one of these flats are already included in the approved scheme. We cannot see how this conforms with DM14 or DM29.”

*The Conservation Advisory Panel commented as follows (full comment 29 Aug 2021)- neutral response to the application:*

“The Panel recognises that there is an existing planning consent for this site and that externally only relatively minor changes to that consent are proposed. The principal contribution of this building to the Conservation Area is its form and massing. The proposed new dormers on the east side would interrupt the sloping roof on the Gloucester Road elevation and harm the building's appearance and should be omitted.”

#### LOCAL COUNCILLOR CORRESPONDENCE

As set out above, Local ward Member for Redland Ward, Councillor Fodor has referred the application to Development Management Committee (see reasons given above).

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## CASE OFFICER RESPONSES TO PUBLIC CONSULTATION

## INTERNAL CONSULTATION (BRISTOL CITY COUNCIL CONSULTEE ADVICE)

Please note that these are summarised comments and full comments can be viewed online for most responses unless stated otherwise:

**The Urban Design Team** advised (verbal comment given) that they would support the scheme on balance subject to conditions.

**The Conservation Officer** has commented as follows (full comment below): - I am satisfied that there is no greater heritage impact than the previously consented scheme 20/00022/F, so would support the proposals subject to the application of the conditions previously applied.

The proposed dormer windows to be introduced on the north roof slope of the former chapel do have a degree of impact on the architectural character of the historic building. The impact is very low and proportionate to bringing the building into a new viable use. The overall impact is considered offset by the public benefits of the scheme, preserving the building as a landmark within the Conservation Area. of restoration, adaptation, and reuse of the buildings, the provision of new residential accommodation, and the environmental benefits to the Conservation Area. Any approval should be conditioned to require detailed designs of the dormers and windows to ensure the appearance is appropriate, and minimise the impact as far as practical.

**The Housing Strategy and Enabling Team** advises that (summarised- full comment online): The applicant submitted a viability assessment which has been externally assessed. The external consultant concluded that 4 affordable housing units should be provided. In order to deliver affordable homes on site we are agreeable to 4 x 1b2p flats as First Homes. These are flat number 3, 4, 7 and 12.

**Nature Conservation Officer** (summarised) has raised no objection to the proposal and confirmed that the protected species survey is acceptable and up-to-date.

**The Pollution Control Officer** raises no objection to the proposals subject to conditions regarding noise insulation (summarised).

**Air Quality** has commented as follows (full comment):- No air quality assessment is submitted, but I have no objections on the grounds of air quality. In the most recent representative year, a nearby NO<sub>2</sub> monitoring site recorded an annual mean of 38.3 ug/m<sup>3</sup> in 2019 (limit is 40). Future concentrations are likely to decrease further, so it is unlikely that new exposure will be introduced, especially as the proposed ground floor is retail, and the facade is further away from the road than the monitoring site. I have no objection to the development on air quality grounds.

**Flood Risk Manager** has commented as follows (full comment):- The drainage strategy proposed for this development is generally quite good. The discharge rate of 5l/s and storage volume of 51m<sup>3</sup> are fine. It seems Wessex Water have previously been consulted about this but confirmation of the sewer connection would be required. The use of permeable paving, a green roof and planters is also good, we would however like to view more detail of these if possible. As Wessex Water have confirmed acceptance of the proposed flow rates entering the sewer system applying the SuDS condition to cover the outstanding SuDS requirements would be acceptable. With the offsite discharge rate and outlet agreed the remaining details could be confirmed at a later stage through condition.

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## EXTERNAL CONSULTATION (CONSULTEE ADVICE)

**Wessex Water** has input on the application and advised the applicant regarding the public surface water sewer connection.

**HSE - Fire Safety** has commented as follows:- We became a statutory consultee on 1st August 2021. We cannot comment on planning applications from local planning authorities submitted prior to that date (unless a subsequent application, after 1st August 2021, is made under section 73 of the Town and Country Planning Act 1990). Therefore, on this occasion we will not be able to provide a response to this application." (This case was validated on 27/07/21 according to the records provided).

## RELEVANT POLICIES

National Planning Policy Framework – July 2021

Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocations and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2016 and Lawrence Weston Neighbourhood Development Plan 2017 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.

In determining this application, the Local Planning Authority has had regard to all relevant policies of the Bristol Local Plan and relevant guidance.

## EQUALITIES

The public sector equalities duty is a material planning consideration as the duty is engaged through the public body decision making process.

"S149 of the Equalities Act 2010 provides that a public authority must in the exercise of its functions have due regard to:-

- (a) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Act
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- (c) foster good relationships between persons who share a relevant characteristic and those who do not share it.

During the determination of this application due regard has been given to the impact of the scheme upon people who share the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The proposal will provide a mix of housing size and tenure to reflect identified need to include a number of smaller units, 4 of which would be categorised as affordable (First Homes). The access to the majority of dwellings will be at an acceptable gradient and a disabled parking space is provided. It is considered that there will be a positive impact on equalities.

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## KEY ISSUES

## (A) SUSTAINABLE DEVELOPMENT

The National Planning Policy Framework (NPPF, 2019) states that "the purpose of the planning system is to contribute to the achievement of sustainable development". This includes economic, social and environmental objectives. NPPF Paragraph 11 (c) and (d) relate to the presumption in favour of sustainable development in decision-taking (i.e. as opposed to plan-making). They state that decisions should apply a presumption in favour of sustainable development, which means:

(c) approving development proposals that accord with an up-to-date development plan without delay; or

(d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date (8) , granting permission unless:

(i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed (7) ; or

(ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Footnote (7) refers to assets of particular importance. In this case, the only relevant asset of those listed, is that of the Gloucester Road Conservation Area, a designated heritage asset.

Footnote (8) relating to the term 'out-of-date' states this includes "where the local planning authority cannot demonstrate a 5 year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 74); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous 3 years." Please refer to Key Issue B '*Proposed residential use and housing delivery test*' for further assessment of this matter.

Local Plan Policy DM1 (Presumption in Favour of Sustainable Development) outlines that the city's approach to development proposals will generally be positive and reflective of the presumption in favour of sustainable development as referenced throughout the NPPF.

The considerations of whether the proposal would accord with the development plan and whether the development can be considered up-to-date are covered in the following Key Issues.

## (B) PRINCIPLE OF DEVELOPMENT – EXISTING AND PROPOSED LAND USES

*Proposed residential use and the Housing Delivery Test*

On 19 January 2021, the government published the results of its 2020 Housing Delivery Test, which aims to measure how effectively each local authority is delivering housing against NPPF requirement to demonstrate a five-year supply of deliverable housing sites plus five per cent land supply buffer as standard. Bristol was found to be delivering only 72% of the housing requirement. The penalties for this will be that Bristol will have to provide a "buffer" of sites for 20% more homes than are needed to meet their five-year target, will be required to produce a Housing Action Plan (which has been produced), and the presumption in favour of development in the NPPF will apply.

In view of the fact that the LPA is not able to demonstrate a five-year housing land supply, the current policies are deemed out of date, and paragraph 11(d) of the NPPF, and the 'tilted balance' is engaged.



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As set out under Key Issue (A) above, applying the ‘tilted balance’ to this application involves two aspects to understanding whether planning permission should be granted, which (as taken from NPPF paragraph 11 (d)) in this case can be summarised as:

- i. Whether the application of policies in the NPPF that protect Conservation Areas provide a clear reason for refusing the proposal;
- ii. Whether any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

In relation to point i. it has been identified that the only asset of relevance in this case would be the Gloucester Road Conservation Area. As covered below by Key Issue (G) *Urban Design and Heritage* below, the proposal is deemed to preserve and enhance the character of the Conservation Area and therefore meets the test of point i.

In relation to point ii. the question for this application is therefore, would any adverse impacts of granting planning permission significantly and demonstrably outweigh the benefits of providing housing? These matters are covered in detail below.

Local planning policy relating to housing proposals can be summarised as follows. Policy BCS5 ‘Housing Provision’ sets out the Core Strategy’s aim ‘...to deliver new homes within the built up area to contribute towards accommodating a growing number of people and households in the city’, and highlights that the ‘...minimum target will be 26,400 homes between 2006 and 2026’. Further, policy BCS5 identifies that the ‘...development of new homes will primarily be on previously developed sites across the city’. The development would contribute to the minimum new homes target discussed in policy BCS5 and would provide housing in a built-up area, as envisaged by the policy.

Policy BCS20 ‘Effective and Efficient Use of Land’ seeks to ensure that all developments maximise the use of previously developed land. The key expectation of the policy is that development uses land efficiently, achieving densities appropriate for the respective site. The policy expects appropriate densities for sites to be informed by the characteristics of the site, the local context, the site’s accessibility, the opportunities for a mix of uses across the site, the need to provide an appropriate mix of housing to meet the community’s needs and demands, and the need to achieve high-quality, well-designed environments.

Policy BCS10 (Transport and Access Improvements) of the Core Strategy states that development proposals should be located where sustainable travel patterns can be achieved, with more intensive, higher density mixed use development at accessible centres and along or close to main public transport routes. Proposals should minimise the need to travel, especially by private car, and maximise opportunities for the use of walking, cycling and public transport.

In common with policy BCS5 and BCS20, the NPPF also promotes the effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions (paragraph 119). Further, paragraph 120d of the NPPF expects planning decisions to amongst other things, ‘promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained, and available sites could be used more effectively...’.

To summarise, as a proposal for new homes; the presumption in favour of sustainable development and ‘tilted balance’ is applicable in the light of the Housing Delivery Test results and the current absence of a five-year supply.

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To justify a refusal of planning permission, it would be necessary to demonstrate that any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Redevelopment of the site for residential use to include a mix of dwellings and retail use is consistent with the Local Plan, the direction of emerging policy in the Local Plan Review March 2019 and the NPPF. The site is within a highly sustainable location close to local facilities and good public transport links adjacent to an existing residential area and is therefore an appropriate location for residential development. The principle of the residential-led redevelopment of the site would therefore be acceptable.

Together with this Key Issue, the remaining report assesses the development against the development plan, along with other material considerations, including the NPPF, culminating in a consideration of the planning balance, where any adverse impacts of the granting planning permission are weighed against its benefits, when assessed against the policies in the NPPF when taken as a whole.

*Loss of retail floorspace*

The existing site comprises over 800sqm of retail and ancillary space. Approved application 20/00022/F (extant until 15.02.24) includes an extension of the existing retail use into the rear yard of the site creating a larger retail space on ground floor (retail area – 645sqm, office – 42sqm) and retaining the retail area on the first floor (260sqm). On the second floor, additional office space is also provided (approx. 75sqm). This equates to an overall increase in retail area of 265sqm and a total of over 900sqm.

The current application proposes to retain 254sqm of retail space at ground floor to the Gloucester Road frontage with 1192.4sqm of residential use. The proposal relocates the main entrance to the retail area onto Gloucester Road to enhance the businesses presence in the street and locality.

Section 7 of the NPPF (Ensuring the vitality of town centres) states planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.

The site is located within the designated Gloucester Road Town Centre as identified on the Site Allocations and Development Management Policies Local Plan (SADMP) Policies Map but is outside of the Primary Shopping Area and Secondary Shopping Frontages (Policy DM8 of the Bristol Site Allocations and Development Management Policies applies to these designations).

Policy BCS7 of the Bristol Core Strategy states that uses which contribute to maintaining the vitality, viability and diversity of centres will be encouraged. Active ground floor uses will be maintained and enhanced throughout the centres. Retail shop uses will predominate in the designated primary shopping areas of the City and Town Centres, supported by a wider range of appropriate uses in the other parts of these centres.

The loss of retail floor area in this location would be acceptable given that the site lies outside primary shopping area and secondary shopping frontage. In addition, the remaining retail floor area would be enhanced with new entrances onto Gloucester Road thereby contributing to an active frontage and the vitality of the area.

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Policy BCS20 (Effective and Efficient Use of Land) states that new development will maximise opportunities to re-use previously developed land. Where development is planned opportunities will be sought to use land more efficiently across the city. Imaginative design solutions will be encouraged at all sites to ensure optimum efficiency in the use of land is achieved. Higher densities of development will be sought:

- i. In and around the city centre;
- ii. In or close to other centres;
- iii. Along or close to main public transport routes.

For residential development a minimum indicative net density of 50 dwellings per hectare will be sought. Net densities below 50 dwelling per hectare should only occur where it is essential to safeguard the special interest and character of the area.

The Urban Living SPD (2018) outlines the Council's approach to delivering residential development of a high quality at higher densities. This document indicates that densities of 120units per hectare will be targeted within urban settings within the 'Inner Urban Area' such as this site. The Urban Living SPD (UL SPD) states: "The Inner Urban Area broadly comprises the city's Georgian and Victorian neighbourhoods, most of which fall within a 20-minute walk of the city centre in either a northerly, easterly or southerly direction. (Figure 2 map of the UL SPD refers).

Policy encourages effective and efficient use of land, particularly in maximising opportunities to re-use previously developed land within designated centres and along or close to major transport corridors. As discussed above, the site is located within the designated Gloucester Road Town Centre and benefits from very good public transport accessibility. The site is therefore well suited to accommodating higher density forms of residential development. Residential development at this location would encourage future occupants to primarily walk, cycle and use public transport, rather than owning a private car. More effective and efficient use of underutilised land in this location to deliver housing to meet local needs is supported and encouraged by policy. Residential development of this site to achieve higher densities is therefore supported.

The Urban Living Supplementary Planning Document (UL SPD) states that "Whilst ultimately it's the design outcome that is key, rather than the density figure, understanding density levels is useful. An unusually high or low density for the location should suggest further consideration of the brief and the aim of the scheme, together with additional scrutiny of elements that are made more complex by higher density."

Using the UL SPD calculation method for density, the scheme has been calculated as a density of 95 dwellings per hectare (dph). This would meet the minimum indicative net density of 50 dwellings per hectare specified by Policy BCS20 and would be similar to the density of 120dph targeted for the 'Inner Urban Area'. As set out within the supporting text to Policy BCS20, this is similar to streets of terraced housing such as in Southville (85dph) or Totterdown (120dph). The approach to density is therefore considered to be policy compliant and in keeping with the transitional character of the area and adjacency to the more densely developed Gloucester Road, with its commercial character.

**(D) HOUSING MIX AND BALANCE**

Policy BCS18 (Housing Type) of the Core Strategy states that all new residential development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities.

To achieve an appropriate tenure, type and size mix the development should aim to:

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- Address affordable housing need and housing demand;
- Contribute to the diversity of housing in the local area and help to redress any housing imbalance that exists;
- Respond to the requirements of a changing population;
- Employ imaginative design solutions.

2021 Census data can be a useful indicator of existing housing mix and balance. The relevant indicators are summarised below:

Redland ward

- 41% living in flats, maisonettes or apartments (35% for Bristol, 22% England and Wales).
- 40% of households have 4 or more bedrooms, 24% 3 bedrooms, 22% 2 bedrooms, 15% 1-bedroom.
- 26% one person households.
- Household ownership- 65% (outright or with mortgage), shared ownership- 0.3%, social rented- 3%, private rented- 31%

Berkeley Road South Lower Super Output Area (LSOA) (neighbourhood level)

- 28% living in flats, maisonettes or apartments (35% for Bristol, 22% England and Wales), 71% in houses.
- 44% of households have 4 or more bedrooms, 28% 3 bedrooms, 16% 2 bedrooms, 12% 1-bedroom.
- 25% one-person households, 31% two-person households, 17% 3-person households, 17% 4-person households, 6% 5-person households, 2.5% 6 or more person households.
- Household ownership- 67% (outright or with mortgage), shared ownership- 0.2%, social rented- 2%, private rented- 31%

The proposal is for flats and given that the predominant housing type in the ward and LSOA is houses, this would contribute to the housing diversity of the area. The housing mix in terms of sizes would also be acceptable in light of the data- see summary below- and would help to increase the availability of smaller properties.

The proposed residential development in this instance would comprise a flatted scheme including a total of 17 flats comprising:

- 1 bedroom x 7 (1 bedroom 2 person x 7)
- 2 bedroom x 7 (2b3p x 3 2b4p x 4)
- 3 bedroom x 3 (3b6p x 1 and 3b4p x 2 which would be only 3sqm below the space standard for a 3b5p home).

Overall, the development proposes to take an inefficiently managed and underutilised town centre retail site and develop it to deliver an appropriate mix of retail and residential use and more efficient use of previously developed land in a sustainable location. This would have both social, economic and environmental benefits.

**(E) AFFORDABLE HOUSING PROVISION**

The Council's planning policies for affordable housing in Bristol are set out in Policy BCS17: Affordable Housing Provision in the Core Strategy Local Plan (Adopted June 2011), and Policy DM3: Affordable Housing Provision: Smaller Sites in the Site Allocations and Development Management Policies Local Plan (Adopted July 2014). Further guidance on the Council's affordable housing policies is set out in the Affordable Housing Practice Note 2022 (AHPN).

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The site falls within Redland ward, which is in Inner West Bristol. In accordance with policy BCS17 the site is required to deliver 40% affordable housing, which is 6.8 units out of the 17 homes being delivered.

The application submission stated that the provision of affordable housing would be unviable. Following submission of a viability assessment and its review, it has been established that affordable housing can be provided, albeit not at the level or tenure specified in the policy (40%).

The Council's Housing Enabling Manager has indicated that given the small number of properties comprised in the development, and the fact that housing associations are unlikely to be interested in taking only a few units within a predominantly open market block, they would not require the provision of social rent or shared ownership on-site affordable housing. Instead, they advised that the Council accept the provision of First Homes, sold at a 30% discount to open market value.

It has been agreed by the applicant that 4 First Homes be included within the scheme, sold at 30% discount to open market value. In order to deliver affordable homes on site it has been agreed that 4 no. 1b2p be provided as First Homes. These are flat numbers 3, 4, 7 and 12 as shown on plan and would be secured through section 106 planning agreement in accordance with the relevant terms.

**(F) TRANSPORT AND HIGHWAY MATTERS**

The National Planning Policy Framework (NPPF) paragraph 104 (in summary) seeks that development take account of:

- Impact on transport networks;
- Opportunities from existing/ proposed infrastructure;
- Promotion of walking/ cycling/ public transport;
- Environmental impact and mitigation;
- Patterns of movement, streets and parking to contribute to high-quality places.

Paragraph 105 of the NPPF states that "Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes."

NPPF Paragraph 111 states that "Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe."

Para. 112 states that applications should (summarised):

- (a) Give priority to pedestrian and cycle movements;
- (b) Address the needs of people with disabilities/ reduced mobility in relation to all modes of transport;
- (c) Create safe, secure, attractive places- which minimise conflict between users, avoid unnecessary street clutter, and respond to local character and design standards
- (d) Allow for the efficient delivery of goods, and access by service and emergency vehicles;
- (e) Be designed to enable charging of plug-in and other ultra-low emissions vehicles in safe, accessible and convenient locations.

Policy BCS10 (Transport and Access Improvements) of the Core Strategy states that development proposals should be located where sustainable travel patterns can be achieved, with more intensive higher density mixed use development at accessible centres and along or close to main

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public transport routes. Proposals should minimise the need to travel, especially by private car, and maximise opportunities for the use of walking cycling and public transport.

It goes on to state that developments should be designed and located to ensure the provision of safe streets and reduce as far as possible the negative impacts of vehicles such as excessive volumes, fumes and noise. Proposals should create places and streets where traffic and other activities are integrated and where buildings, spaces and the needs of people shape the area.

The following hierarchy for transport user priorities is set out:

- a) The pedestrian;
- b) The cyclist;
- c) Public transport;
- d) Access for commercial vehicles;
- e) Short stay visitors by car;
- f) The private car.

Policy DM23 (Transport Development Management) of the SADMP outlines that new development should not give rise to unacceptable traffic conditions and will be expected to provide safe access to the highway network. The policy also outlines that new development should be accessible by sustainable transport methods such as walking, cycling and public transport. Furthermore, the policy sets standards for parking provision. These can be found at Appendix 2 of the SADMP document. The parking standards are maximum levels for car parking and minimum levels for cycle parking.

Policy DM32 (Recycling & Refuse Provision in New Development) of the SADMP outlines that all new development should provide bin and recycling storage facilities fit for the nature of development, with adequate capacity for the proposed development, in a location which is safe and accessible for all users and does not harm the visual amenity of the area or neighbouring amenity.

The site is located to the western side of Gloucester Road within Redland ward. This is approximately 1.4km north of the city centre boundary. Gloucester Road (A38) is a major arterial route providing access to the city from the northern suburbs and beyond. Gloucester Road is served by a range of bus services. There is a north and outbound stop outside Bishopston Library immediately south of the site. South and inbound services are accessible by stops 200m from the site. The site is also around 1km from Redland or Montpelier Rail Stations which provide a further public transport option to access neighbouring suburbs, the city centre and the wider national rail network. The site is also located within a designated town centre which includes a range of shops, services and facilities. Given the proximity, it would be convenient for residents to shop and make use of local services and facilities on foot. The site would represent a sustainable and policy compliant location for the development proposed.

The application proposal is for 3 car parking spaces to serve the retail units(s) with 1 disabled car parking bay to serve the residential flats (as required by policy). 26 secure and covered cycle parking spaces are proposed within a bike store to the rear of the property.

Local policy standards relating to car parking levels are maximum levels and there is no minimum residential parking requirement. Minimum thresholds are however specified for cycle parking and disabled parking. The standard for the cycle parking is 27 spaces, however the proposed cycle store appears able to accommodate a further cycle stand, and this can be secured by condition.

Provision of a car club parking space would not be sought for a development of this size, nor would a dedicated servicing bay as there is no policy standard requiring this. The nearest existing car club space is shown (Travelwest) to be approximately 300m way on Effingham Road.

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The existing arrangement has 10 off-street vehicle parking spaces serving the current retail unit. Planning permission 20/00022/F includes 8 no. parking spaces on the site to serve the retail use, with no on-site car parking provision for the residential development (9 flats).

Objection has been received from local residents/ interested parties regarding the quantum of residential development and lack of parking provision for the residential units, with existing parking and traffic pressures and associated highway safety concerns cited. Refer to 'Response to Publicity and Consultation' section for full details.

It is acknowledged that this is an area of traffic and parking pressure, particularly given that the site is not within a Residents Parking Scheme (RPS) but is located close to existing RPS areas (the site is approximately 0.5km north of the nearest RPS boundary). Such areas can be a focus for commuter parking.

2021 Census data for car ownership levels for flats within this Lower Super Output Area (the Berkeley Road South neighbourhood area), show 53% of existing households have 1 car, 8 % have two cars and 2% with 3 or more cars. For this development proposal, this would equate to approximately 11 cars total.

The extant permission allows for 9 new residential units without off-street parking (an estimated car ownership level of approximately 5 cars) so the assessment should be made based on the additional 8 residential units proposed over that level which would be an additional 6 cars requiring on-street parking. These are estimated levels based on existing Census data and for a site in such a sustainable location and for a car-free development, this level would be expected to be lower. Changes in working patterns particularly since the pandemic have also shown increases in people working from home, which may affect car ownership levels. The 2021 Census data for this ward (noting the likely impact of the pandemic on this data) showed 55% working mainly from home, 3% via bus/ minibus/ coach, 20% driving and 20% via 'active travel' modes.

The proposal would lead to the creation of on-street parking of 2-3 car parking spaces, where the existing off-street parking would be removed. A tracking diagram for a fuel tanker to enter the adjacent petrol filling station has demonstrated the extent of on-street parking space creation possible. A Traffic Regulation Order (TRO) for parking restrictions along the site's frontage would be required (at a cost of £6,310 to be secured via section 106 agreement).

In regard to highway safety, local junctions currently have parking restrictions maintaining safety at these points and TDM advises that the additional car parking demand would not be concluded to result in an unacceptable impact upon the highway or to result in a highway safety issue. An advice note would be recommended to alert future purchasers that should the site become part of a future RPS, that as a car free development, they may not be eligible for a parking permit.

The Council's Transport Development Management Team (TDM) advises that they "acknowledge the constrained parking in this location. The site is considered to be situated in a sustainable location given the range of bus services in close vicinity, range of local amenities and ability to cycle and walk to a number of destinations in a short period of time. On this basis and given the local and national policy in favour of supporting development in sustainable locations to reduce reliance on the private car TDM are content and raise no concern regarding the lack of parking for residents."

The applicant would be required to carry out the following highway works to be secured via condition and section 278 agreement post-planning:

- Reconstruct the footway along the length of the site;
- Install pennant kerbing along the site frontage;
- Upgrade or install street lighting;

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- Remove the small existing street tree on Berkeley Road and replace with a new tree and tree pit;

Bristol Waste has reviewed the proposed plans and confirms the acceptability of the proposed access arrangements. The exact proposed waste bin provision would be specified by Bristol Waste prior to occupation however the plans demonstrate that there is sufficient space for the necessary waste storage. A condition to secure final details is recommended.

A Construction Environmental Management Plan (CEMP) would be a condition requirement should permission be granted. Please refer to the proposed conditions list at the end of this report for details of all highway conditions recommended.

**(G) URBAN DESIGN AND HERITAGE**

The NPPF was revised in June 2021 to strengthen the requirement for good design. Paragraph 134 states:

Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes. Conversely, significant weight should be given to:

- a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or
- b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings

New development is expected to establish a strong sense of place, and to be visually attractive as a result of good architecture, being sympathetic to the local character and history, while not preventing appropriate change (including increased densities).

In addition, requiring good design is at the heart of Bristol planning policy, and BCS21 expects a high quality design in all developments, which contributes positively to an area's character and identity, creating or reinforcing local distinctiveness. Policy DM26 requires new development to respond positively to the site, creating and enhancing public spaces and responding appropriately to height scale and massing of existing buildings. Policy DM27 requires development to achieve a coherent, interconnected and integrated built form, and to use trees and plants appropriate to the character of the area. Policy DM28 requires development to incorporate high quality and inclusive public realm, which is well surveilled and reduces crime and the fear of crime. Policy DM29 requires all new buildings to respond to their solar orientation, incorporate active frontages and clearly defined main entrances facing the public realm that emphasise corners and reinforce the most prominent frontages.

The Council's Urban Living SPD as well as the Development Brief both recognise the need to deliver at least 33,500 new homes by 2036. Urban Living SPD seeks to guide development towards creating compact, characterful and healthy urban areas, and to ensure that development contribute to healthy places and living environments for future residents.

The application proposal is largely the same design as the extant permission 20/00022/F, with the exception of additional dormer windows to the Gloucester Road elevation of the former chapel roof and additional landscaping and boundary treatments to Berkeley Road where off-street parking



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would be replaced by landscaped areas. The new-build element would have the same ‘envelope’ as that already approved.

Nonetheless, the Local Planning Authority is required (under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. Where there is harm to a listed building or a conservation area the decision maker must give that harm considerable importance and weight.

The site is within the Gloucester Road Conservation Area (a designated heritage asset) and the Former Methodist Chapel is a locally listed building (a non-designated heritage asset).

Section 16 of the NPPF sets out the expectations for the role planning decisions should play in conserving and enhancing the historic environment. Where a development proposal would lead to less than substantial harm to the significance of a designated heritage asset (including a conservation area), this harm should be weighed against the public benefit of the proposal, including securing its optimum viable use (para. 202). The impact of a proposal on a non-designated heritage asset (the locally listed building) requires a balanced judgement having regard to the scale of any harm or loss of the significance of that asset (para. 203).

In addition, policy BCS22 states that: *“Development 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 requires that *“proposals affecting locally important heritage assets should ensure they are conserved having regard to their significance and the degree of harm or loss of significance”*.

Officers are satisfied that there would be no greater heritage impact than the previously consented scheme 20/00022/F and in fact there would be some enhancements through improved landscaping and street scene impact. The proposed dormer windows to be introduced on the north roof slope of the former chapel do have a degree of impact on the architectural character of the historic building. The impact is very low and proportionate to bringing the building into a new viable use.

The Council’s Conservation Officer has advised that they are satisfied regarding the heritage impact of the proposals. This takes into account (and gives great weight to elements of harm) the proposed part demolition of the locally listed building (which is kept to a minimum), demolition of the modern element that has a negative impact on the chapel building and conservation area, the overall enhancement of the chapel building proposed and other site enhancements including the public benefits of contribution to housing supply and street scene enhancement.

The Council’s Urban Design Officer has raised concerns about several aspects of the development in terms of urban living considerations (as set out within the Urban Living Supplementary Planning Document- SPD). These aspects include the long circulation corridors without natural light and ventilation and the proportion of single aspect units. However, on balance they support the application overall subject to conditions to secure detailed design elements including methods of security and reducing opportunities for crime. A condition is also recommended seeking confirmation that there is a contract in place to deliver full fibre broadband to the development.

**(H) HEALTH AND SAFETY EXECUTIVE (FIRE SAFETY RISK)**

The Health and Safety Executive Planning Gateway One system, set up following the Grenfell Tower tragedy, considers the fire safety risk of certain categories of new buildings through the planning process. This process applies to all applications registered after 1 Aug 2021. In this case, the application was registered prior to that date in July 2021. However, it is unlikely that this process

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would apply to this development in any event as it applies to buildings where the top-floor floor level is 18m or over and in this case, this measurement would be approximately 6.3m.

**(I) RESIDENTIAL AMENITY- NEIGHBOURING AND FUTURE OCCUPIERS**

This Key Issue considers the proposal's impact on neighbouring properties and future occupiers in accordance with development plan policies, which require consideration to matters of privacy, outlook, natural lighting, ventilation, and indoor and outdoor space (see policies BCS20, BCS21, DM27, and DM29). These policy expectations concerning existing neighbour's amenity are consistent with the NPPF, for example paragraph 130 of the NPPF which expects planning decisions to ensure new developments create places with a high standard of amenity for existing and future users. The Development plan policy and the Urban Living Supplementary Planning Document (UL SPD), both seek to ensure that existing and future occupiers are not prejudiced, while encouraging developments to make an efficient use of land.

*Neighbouring occupiers*

With the above in mind, it is important to ensure the application of daylight and sunlight assessments does not prejudice the development's ability to make an efficient use of the site to deliver housing, whilst also ensuring the development does not result in unreasonable impacts on neighbours, including unacceptable living standards for residential uses. It is therefore material to acknowledge that the site is very constrained in terms of where residential development can be successfully located.

Although this proposal involves an increase in the number of residential units proposed, this is achieved based on the same building envelope (the ground floor footprint has reduced compared to permission 20/00022/F and the upper floor footprints remains the same).

The key consideration is the relationship of the south elevation to neighbouring properties adjacent at 4 Berkeley Road and properties to the south within the library development, which have windows and terraces overlooking and immediately adjoining the application site. The proposal would maintain the same separation distance as the approved scheme and while two additional window openings are proposed these are minimal and the number of balconies compared to the approved scheme is also reduced. The proposed second floor balconies originally proposed by the current application have now been removed from the scheme. There would also be new ground floor openings created compared to the approved development, but these would be lower than adjacent terraces and windows so would not lead to overlooking. Opaque glazed privacy screens, 1.8m in height from roof level are proposed to the sides of the terraces to prevent direct overlooking towards neighbouring properties. These will be secured by condition.

In conclusion, whilst there are some tight relationships which result surrounding the site, these do not cause significant detriment to the overall quality of amenity at any adjacent property. Given the increased density which is encouraged by policy, some reduction in spaciousness is inevitable. The applicant has made amendments to the scheme in this instance to address areas of particular concern. Following these, it is concluded that the development would preserve an acceptable standard of amenity for all neighbouring occupiers in accordance with the requirements of national and local planning policy.

*Future residents*

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Policy DM29 (Design of New Buildings) of the SADMP states the design of new buildings should be of high quality. To achieve this, new buildings are expected to ensure that existing and proposed development achieves appropriate levels of privacy, outlook and daylight. New residential development should provide dual aspect where possible, particularly where one of the aspects is north-facing.

Within the proposed development, 13 units would be single aspect (76%). Of these, 8 flats would be south or east-facing and 5 flats would also have access to a small garden or balcony, improving the overall living environment.

The Urban Living SPD sets out recommended private amenity space provision based on 5sqm for a 1-2 person home and an additional 1sqm per additional occupant thereafter. Based on the proposal, this would be a total amenity space requirement of 104sqm. 7 of the homes would have external space that would meet the individual recommendation or nearly meet it – in the case of Flats 1 and 3, the balconies would be slightly below the space sought. The recommended amenity space calculation for the remaining flats (those without gardens or balconies) would be calculated to be 64sqm. The communal garden (measuring the main, useable space) would measure 67sqm in area, and though quite a constrained space, overall the proposed development would provide the recommended level of external amenity space albeit for the majority of units, this would be in the form of communal space. A landscaping condition is recommended relating to the detail of this space.

The SPD states that “Where sufficient private open space cannot be accommodated on site, due to identified constraints, proximity to existing open space may be considered.” The SPD also seeks provision for children’s playspace and provides a calculation for developments. This proposal has insufficient communal space to include specific children’s playspace, though one of the larger units would benefit from private external space of almost 60sqm. Furthermore, St Andrew’s Park is approximately 350m walk away (500m to the children’s play area).

Taking into account the particular constraints of the site and historic building as well as the wider benefits of the proposals, officers recommend that this represents an acceptable arrangement and approach to this particular site. The overall level of amenity provided to future residents would be acceptable. While the provision of more dedicated external space (private or communal) would be welcomed, it is recognised that this is difficult to achieve within the constraints of the site and given proximity to the amenities of Gloucester Road and the nearby St Andrews Park, this is acceptable.

The relevant space standards are the Ministry of Housing, Communities & Local Government, Technical housing standards - nationally described space standard (2015). These outline technical standards for application to all tenures of new housing across England. The standards set minimum internal areas which accommodation should provide relative to the number of future occupants. The development has been assessed against the standards and is compliant in all respects. This will ensure that the development delivers homes which offer sufficient space to accommodate the everyday living and needs of future occupants.

## (J) SUSTAINABILITY

As embedded in the NPPF, sustainability should be integral to all new development, and should encourage opportunities for development to draw its energy supply from decentralised, renewable Item no. 1 Development Control Committee A – 24 August 2022 Application No. 21/06878/F : Land At Corner Of York Road And St Luke’s Road Bedminster Bristol BS3 4AD or low carbon energy supply systems. Core Strategy Policy BCS13 encourages developments to respond pro-actively to climate change, by incorporating measures to mitigate and adapt to it. BCS14 sets out a heat hierarchy for new development, and an expectation that new development will connect to existing

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CHP/CCHP distribution networks. The same policy also expects development to provide sufficient renewable energy generation to reduce carbon dioxide emissions from residual energy use in the buildings by at least 20%. BCS15 requires developments to demonstrate through a Sustainability Statement how they have addressed energy efficiency; waste and recycling; conserving water; materials; facilitating future refurbishment and enhancement of biodiversity.

The submitted Sustainability and Energy Statement updated during the course of the application has been assessed by the Sustainable City Team as being acceptable subject to conditions.

The key features of the proposed development in terms of addressing the sustainability policies include the provision of a communal air source heat pump system (ASHP) within the external space to the rear of the property. In addition, a solar photovoltaic array is proposed to the roof pitches. A condition to secure details of the noise output levels of the ASHPs is recommended, along with any noise mitigation that may be necessary.

An Overheating Assessment has been submitted for the units based on thermal modelling undertaken of the proposal. This is based on mechanical ventilation and heat recovery (MVHR) with built-in cooling and integral blinds across all units.

Such assessments are required to model for present-day temperatures but also expected future temperatures using predicted weather modelling for the years 2050 and 2080 (taking into account the design life of developments). In this case, the overheating assessment demonstrates that the proposal would meet requirements for the present-day but would require MVHR and external louvres or cooling to meet the 2050 and 2080 temperatures.

Further negotiation took place regarding the proposed external louvres (which allow windows at ground floor to be open at night while providing security and allow windows at other floors to be open at night while providing noise mitigation). It was advised that the external louvres proposed raised concerns in terms of visual impact (especially in terms of the former chapel) and amenity as they would prevent a view out of many rooms.

The subsequent Overheating Assessment then omitted these features and proposes MVHR, cooling (mechanical) and integral blinds to meet the overheating criteria for all units for the years 2050 and 2080. However, cooling is not policy compliant since it increases energy demand and associated CO2 emissions so alternative approaches would be advised. The use of blinds to mitigate overheating is not supported as it relies on occupier intervention and can affect liveability if required to be closed for long periods.

In some cases where the mitigation measure is only required to pass criteria under the 2080 weather file and would require replacement prior to then anyway, it may be appropriate to identify this as a suitable retrofit measure whilst demonstrating that the building has been designed in such a way to accommodate it in the future. However, in this case mitigation is required to meet both the 2050 and 2080 weather files.

Alternative suggested approaches to addressing this issue include increasing natural ventilation (window openings/ ventilation louvres/ increasing thermal mass) or reducing the g-values of the windows to reduce solar gain. If these measures would be insufficient, additional measures including louvres/ external shading/ reducing the area of glazing may be acceptable. There may be alternative louvre/ shading options that would be acceptable to some residential units subject to detailed design considerations or other alternatives.

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The applicant was asked to respond to these alternatives and a summary and explanation of the key considerations is set out below:

- Building Regulations requires ground floor windows to be closed at night and window restrictors, which limit the amount of natural ventilation achievable;
- For ground floor rooms, agreement for windows to be open at night perhaps through some other security measures could be an option, external ventilation louvres with a more acceptable appearance could be explored or mechanical cooling (as proposed).
- Ventilation louvres (which allow ventilation while providing security as required to ground floor rooms or noise mitigation) would have a visual impact on the proposal. External louvres/shading would be unacceptable to the former chapel building, a heritage asset. While external louvres may be acceptable in visual terms to the new-build element and rear elevation if appropriately designed, those explored to date were unacceptable in visual terms (projecting 20cm from the window face and obscuring a view out of the windows of many rooms).
- By 2080, 2 complete service refits would be anticipated, with associated improvements in thermal efficiency and cooling benefits so these measures can be retrofitted later.

In summary, the matters have not been fully addressed to the satisfaction of the Sustainable City Team. However, it is clear that there are a number of constraints in terms of considerations for the site. Should Members be minded to recommend approval, it is advised that a suitable worded condition be attached requiring the various options to be explored further – please see recommended conditions list for appropriate wording. It should be noted that external alterations required may require further permission, however it may be possible to secure such alterations as amendments to any permission granted.

**(K) TREES, LANDSCAPING AND NATURE CONSERVATION**

Immediately outside the site on Berkeley Road is located a small street tree that has been replaced but is not thriving and has been damaged, presumably by vehicles. This street tree should be replaced with a new specimen and can be secured through the section 278 process.

A Biodiversity Net Gain Assessment is not an application requirement in this particular case due to the date of application submission (July 2021). However, based on the proposals it can be demonstrated that there would be a biodiversity net gain contained to the existing situation through provision of landscaping and tree planting. Relevant conditions would be required to secure the proposed landscaping and tree planting.

A bat and protected species has been carried out and is up-to-date and would be the subject of a planning condition should approval be granted (see recommended conditions).

**(L) NOISE ASSESSMENT AND POLLUTION CONTROL**

An Acoustic Report supports the application relating to the impact of traffic noise on future residents of the site. The Council's Pollution Control Officer raises no objection on this basis.

They recommend a planning condition relating to noise insulation between the ground floor commercial use and first floor residential use alongside a number of other general conditions- see full list below. A condition is also required to secure details of the proposed air source heat pumps in order to ensure that products with an appropriate noise level are selected.

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The site is in Flood Zone 1 and there are no objections on flood risk grounds. A condition is recommended in respect of sustainable drainage system (SuDS) requirements.

**(N) CONTAMINATED LAND**

The revised geotechnical report has been considered. The principal difference between this scheme with respect to the risks from contamination and that already permitted is the inclusion of soft landscaping areas to the rear of the premises. The proposed mitigation is acceptable, therefore if approved, a number of conditions are recommended.

**(O) AIR QUALITY**

The Council's Air Quality Officer has advised that monitoring data shows that compliance with objectives will be achieved in this location and therefore does not object to the application.

**(P) PLANNING OBLIGATIONS**

Planning obligations must accord with section 122 of the Community Infrastructure Levy Regulations 2010 and paragraphs 55 and 57 of the NPPF, in that a planning obligation may only constitute a reason for granting planning permission for a development if the obligation is:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

The following planning obligations would be required by this development proposal:

- i. Affordable housing- provision of 4 no. First Homes.
- ii. Traffic Regulation Order contribution for the provision of parking restriction outside the site- to be confirmed (sum of £6310.00)

Should Members determine to approve the application, officers would seek delegated authority to complete the section 106 agreement for the above obligations.

**(Q) BENEFITS AND PLANNING BALANCE**

Officers acknowledge the Government's 2020 Housing Delivery Test (HDT) results that indicate that the Council's delivery of housing was below (less than 75%) the housing requirement over the previous 3 years. Further, the Council currently cannot demonstrate a deliverable 5 year housing land supply. This means that the 'tilted balance' set out in NPPF paragraph 11(d)(ii) applies. Specifically, paragraph 11 makes it clear that plans and decision should apply a presumption in favour of sustainable development, with section (c) of this paragraph explaining that development proposals that accord with an up-to-date development plan should be approved without delay. However, section (d) goes on to explain that where there are no relevant development plan policies, or where the policies which are most important for determining the application are out-of-date, planning permission should be granted unless:

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- i. the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this NPPF taken as a whole.

There are a number of conflicts with the development plan specifically in terms of the number of single aspect units proposed and overheating considerations (Policies DM27, DM29, BCS13, BCS14 and BCS15). However, the overheating consideration can be dealt with via appropriate condition and the higher proportion of single aspect units is deemed to be off- set by the external amenity space and south-facing aspect of some of these units.

The fact that policies have to be considered out-of-date does not mean that they can carry no weight. To carry weight, policies must be consistent with the NPPF, as explained in its paragraph 213 which, amongst other things, explains that the closer the policies in the plan are to the policies in the NPPF, the greater the weight that may be given to them. As such, it is perfectly possible for policies which are deemed out-of-date for reasons of an inadequate housing land supply to still carry significant weight.

In this case, officers consider that to be the case here, as all the policies cited within this report for reasons to refuse the development are consistent with the NPPF. The policies referenced should therefore still all carry significant weight in the determination of this application. No policies covered by NPPF paragraph 11(d)(i) apply in this case, so the application should be determined in the context of NPPF paragraph 11(d)(ii).

Benefits would flow from approving this development, and these are acknowledged. The proposal would offer a contribution to housing supply, including affordable homes for which the presumption in favour of sustainable development and the tilted balance apply. This benefit therefor carries substantial weight. There would be benefits in terms of the restoration of the existing locally listed building and site, bringing it back into active use and the efficient use of the land. The proposal would represent an enhancement to the character and appearance of the Conservation Area and would include green infrastructure and biodiversity benefits. The redevelopment has been designed to current sustainability standards and would therefore provide residential accommodation with both environmental benefits and benefits to future residents in terms of health and energy costs, as well as a good level of cycle parking provision and well-designed waste storage. There would be benefits in terms of employment during the construction period.

The benefits of the proposal would be deemed to outweigh the minor conflicts identified and accordingly, it is recommended that permission is granted (subject to planning agreement) without delay.

**(R) RECOMMENDATION**

That the Applicant be advised that the Local Planning Authority is disposed to grant planning permission, subject to the completion, within a period of six months from the date of this committee, or any other time as may be reasonably agreed with the Service Director, Planning and Sustainable Development and at the Applicant's expense, of a planning agreement made under the terms of Section 106 of the Town and Country Planning Act 1990 (as amended), entered into by the Applicant to cover the following matters:

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- i. Affordable housing- provision of 4 no. First Homes.
- ii. Traffic Regulation Order contribution for the provision of parking restriction outside the site- to be confirmed (sum of £6310.00)

**COMMUNITY INFRASTRUCTURE LEVY**

The CIL liability for this development is £87,829.43, however social housing relief may be claimed on those residential dwellings included in the development that are either (a) to be managed by a Housing Association for the provision of affordable housing, or (b) First Homes.

**RECOMMENDED** GRANT subject to Planning Agreement

**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. Highway works - General arrangement plan

No development shall take place until general arrangement plan(s) to a scale of 1:200 showing the following works to the adopted highway has been submitted to and approved in writing by the Local Planning Authority.

Reconstruction of the footway along the length of the site

Where applicable indicating proposals for:

- o Existing levels of the finished highway tying into building threshold levels
- o Alterations to waiting restrictions or other Traffic Regulation Orders to enable the works
- o Signing, street furniture, street trees and pits
- o Structures on or adjacent to the highway
- o Extent of any stopping up, diversion or dedication of new highway (including all public rights of way shown on the definitive map and statement)

No development shall take place over the route of any public right of way prior to the confirmation of a Town & Country Planning Act 1990 path diversion/stopping up order.

Prior to occupation these works shall be completed to the satisfaction of the Highway Authority and approved in writing by the Local Planning Authority.



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Reason: In the interests of public safety and to ensure that all road works associated with the proposed development are: planned; approved in good time (including any statutory processes); undertaken to a standard approved by the Local Planning Authority and are completed before occupation.

3. Construction Environmental Management Plan - Major Development

No development shall take place, including any demolition works, until a construction management plan or construction method statement has been submitted to and approved in writing by the Local Planning Authority. The approved plan/statement shall be adhered to throughout the demolition/construction period. The plan/statement shall provide for:

1. A construction programme including phasing of works and construction methodology;
2. 24 hour emergency contact number;
3. Hours of operation (including deliveries and removal of plant, equipment, machinery and waste from the site) plus procedure for emergency deviation from permitted hours;
4. Expected number, type and size of vehicles accessing the site including cranes;
5. Details of management of deliveries, waste, equipment, plant, works, visitors- the use of a consolidation operation or scheme for the delivery of materials and goods;
6. On-site facilities (i.e. portacabins) and locations for storage of plant/waste/construction materials;
7. Routes for construction traffic, avoiding weight and size restrictions to reduce unsuitable traffic on residential roads;
8. Locations for loading/unloading, waiting/holding areas and means of communication for delivery vehicles if space is unavailable within or near the site;
9. Arrangements for the turning of vehicles, to be within the site unless completely unavoidable. Arrangements to receive abnormal loads or unusually large vehicles and swept paths showing access for the largest vehicles regularly accessing the site and measures to ensure adequate space is available;
10. Any necessary temporary traffic management measures;
11. Measures to protect vulnerable road users (cyclists and pedestrians);
12. Arrangements for temporary facilities for any bus stops or routes;
13. Method of preventing mud being carried onto the highway;
14. Means by which a reduction in the number of movements and parking on nearby streets can be achieved (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction);
15. Travel planning: car sharing, use of local workforce, parking facilities for staff and visitors, a scheme to encourage the use of public transport and cycling;
16. Methods of communicating the Construction Environmental Management Plan to staff, visitors and neighbouring residents and businesses and procedures for maintaining good public relations including complaint management, public consultation and liaison. Bristol City Council encourages all contractors to be 'Considerate Contractors' when working in the city by being aware of the needs of neighbours and the environment.
17. Arrangements for liaison with the Council's Pollution Control Team;
18. Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
19. Control measures for dust and other air-borne pollutants. This must also take into account the need to protect any local resident who may have a particular susceptibility to air-borne pollutants.
20. Measures for controlling the use of site lighting whether required for safe working or for security purposes.

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Reason: In the interests of safe operation of the adopted highway in the lead into development both during the demolition and construction phase of the development and in the interests of the amenities of surrounding occupiers during the construction of the development.

## 4. Tree Protection and Arboricultural Method Statement

Prior to the commencement of the development hereby approved (including demolition and all preparatory work), a scheme for the protection of retained trees (including adjacent street trees), in accordance with BS5837:2012, including a tree protection plan (TPP) and an arboricultural method statement (AMS) shall be submitted to and approved in writing by the Local Planning Authority.

Specific issues to be dealt with in the TPP and AMS:

- a) Location and installation of services/ utilities/ drainage.
  - b) Methods of demolition within the root protection area (RPA as defined in BS5837: 2012) of the retained trees.
  - c) Details of construction within the RPA or that may impact on the retained trees.
  - d) A full specification for the installation of boundary treatment works.
  - e) A full specification for the construction of any roads, parking areas and driveways, including details of the no-dig specification and extent of the areas of the road, parking areas and driveways to be constructed using a no-dig specification. Details shall include relevant cross sections through them.
  - f) Detailed levels and cross-sections to show that the raised levels of surfacing, where the installation of a no-dig surfacing within Root Protection Areas is proposed, demonstrating that they can be accommodated where they meet with any adjacent building damp proof courses.
  - g) A specification for protective fencing to safeguard trees during both demolition and construction phases and a plan indicating the alignment of the protective fencing.
  - h) A specification for scaffolding and ground protection within tree protection zones.
  - i) Tree protection during construction on a TPP and construction activities clearly identified as a prohibited in this area.
  - j) Details of site access, temporary parking, on site welfare facilities, loading, unloading and storage of equipment, materials, fuels and waste as well as concrete mixing and use of fires.
  - k) Boundary treatments within the RPA.
  - l) Methodology and detailed assessment of root pruning.
  - m) Arboricultural supervision and inspection by a suitably qualified tree specialist.
  - n) Reporting of inspection and supervision.
  - o) Methods to improve the rooting environment for retained and proposed trees and landscaping.
  - p) Veteran and ancient tree protection and management.
- The development thereafter shall be implemented in strict accordance with approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: Required prior to commencement of development to satisfy the Local Planning Authority that the trees to be retained will not be damaged during demolition or construction and to protect and enhance the appearance and character of the site and locality, in accordance with DM17 and pursuant to section 197 of the Town and Country Planning Act

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1990.

5. Implementation/Installation of Retail Refuse Storage and Recycling Facilities - Shown on Approved Plans

Prior to the commencement of the development hereby approved, revised plans indicating a revised retail waste and recycling store to be located with external access and ventilation to the exterior has been submitted to and approved in writing by the Local Planning Authority.

No building or use hereby permitted shall be occupied or the use commenced until the retail unit 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 adopted highway (including the footway), except on the day of collection.

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

- 6 . Overheating Assessment

Prior to the commencement of the development hereby approved, a revised overheating assessment shall be submitted to and approved in writing by the Local Planning Authority to demonstrate alternative solutions to addressing identified overheating risks.

The development shall thereafter be carried out only in accordance with the approved details prior to the first occupation of the residential use and shall be maintained as such in perpetuity thereafter.

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

7. Details of Photovoltaics (PV)

1) Prior to commencement, details of the proposed PV system including location, dimensions, design/ technical specification together with calculation of annual energy generation (kWh/annum) and associated reduction in residual CO<sub>2</sub> emissions shall be provided within the Energy Statement.

2) Prior to occupation the following information shall be provided:

- Evidence of the PV system as installed including exact location, technical specification and projected annual energy yield (kWh/year) e.g. a copy of the MCS installer's certificate.
- A calculation showing that the projected annual yield of the installed system is sufficient to reduce residual CO<sub>2</sub> emissions by the percentage shown in the approved Energy Statement.

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

## 8. Further details: Green roof

Prior to installation of the cycle store green roof hereby approved, a strategy for its implementation shall be submitted to and approved in writing by the Local Planning Authority. The strategy must include details relating to the extent, substrate depth, planting specification, installation method and the management and maintenance of the roof. The roof must then be installed in accordance with the approved strategy prior to first use of the extension and shall be maintained in accordance with the strategy in perpetuity unless otherwise agreed in writing by the Local Planning Authority.

Reason: In order to maintain the integrity and connectivity of the strategic green infrastructure network, a biodiversity net gain and ensure a satisfactory appearance to the finished building in accordance with Policies BCS9, BCS21, DM17, DM19, DM26, DM28 and DM29.

## 9. Further details: Construction/large scale elements

No development shall proceed above slab level until further details comprising construction sections and large scale detailed plans and elevations (to an appropriate scale) of the following elements, are submitted to and approved in writing by the Local Planning Authority.

- o Proposed chapel window reveals
- o Chapel clocks and clock tower roof
- o Chapel quoin details
- o Chapel dormers
- o Raised limestone window dressings
- o Extension typical windows
- o Extension typical doors
- o Extension stone/brick materials junction
- o Extension limestone banding
- o Extension roof eaves profile/barge board fascias
- o Residential entrances security measures and gates (main entrance and side access route) including technical specifications
- o Cycle store security measures and lighting including technical specifications

The development shall then be completed in full accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: In order to ensure the finished appearance of the building is of a high quality and responds appropriately to the character and appearance of the local area, including conservation area, avoiding harm to heritage assets in accordance with Policies BCS21, BCS22, DM26, DM28, DM29, DM30 and DM31.

## 10. Further details: Stone work

No development shall proceed above slab level until further details of typical stone work including pennant and limestone areas are submitted to and approved in writing by the Local Planning Authority. Details of quarry/source, colour, texture, typical face bond and pointing shall be supplied including samples as necessary. The development shall then be completed

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in full accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: In order to ensure the finished appearance of the building is of a high quality and responds appropriately to the character and appearance of the local area, including conservation area, avoiding harm to heritage assets in accordance with Policies BCS21, BCS22, DM26, DM28 and DM29, DM30 and DM31.

11. Further details: Materials

No development shall proceed above slab level until further details regarding proposed materials including manufacturer, specification, product information and samples (if necessary), demonstrating appearance, colour and texture of the following elements, are submitted to and approved in writing by the Local Planning Authority.

1. Red brick
2. Roof tiles
3. Coping stones
4. Cladding
5. Boundary walls
6. Paving
7. Privacy screens

The development shall then be completed in full accordance with the approved materials unless otherwise agreed in writing by the Local Planning Authority.

Reason: In order to ensure the finished appearance of the building is of a high quality and responds appropriately to the character and appearance of the local area, including conservation area, avoiding harm to heritage assets in accordance with Policies BCS21, BCS22, DM26, DM28 and DM29, DM30 and DM31.

12. Contract for Redevelopment

Works for the demolition of the building(s) or part of the building forming part of the development hereby permitted shall not be commenced before a valid contract for the carrying out and completion of works of redevelopment of the site for which planning permission has been granted has been entered into, and evidence of that contract submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the demolition is followed by immediate rebuilding and to maintain the character and appearance of the Conservation Area.

13. Local Employment Opportunities

No development shall take place including any works of demolition until the developer/occupier enters into an agreement with the city council to produce and implement a strategy that aims to maximise the opportunities for local residents to access employment offered by the development. The approved strategy shall be undertaken in accordance with an agreed timetable.

Reason: In recognition of the employment opportunity offered by the early phases of the construction and operation of the development.

14. Protection of Retained Trees during the Construction Period

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No work of any kind shall take place on the site until the protective barriers have been erected around the retained trees, in the position and to the specification in section 5.4 of the Arboricultural Impact Assessment by Barton Hyett, dated March 2020. Once installed photos should be electronically sent to the Local Authority Case Officer, to be verified in writing by the Tree Officer. The Local Planning Authority shall be given not less than two weeks prior written notice by the developer of the commencement of works on the site in order that the council may verify in writing that the approved tree protection measures are in place when the work commences. The approved fence(s) shall be in place before any equipment, machinery or materials are brought on to the site for the purposes of the development and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Within the fenced area(s) there shall be no scaffolding, no stockpiling of any materials or soil, no machinery or other equipment parked or operated, no traffic over the root system, no changes to the soil level, no excavation of trenches, no site huts, no fires lit, no dumping of toxic chemicals and no retained trees shall be used for winching purposes. If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the Council.

Under no circumstances should the tree protection be moved during the period of the development and until all works are completed and all materials and machinery are removed.

Landscaping works within protected areas is to be agreed with the Local Planning Authority and carried out when all other construction and landscaping works are complete.

Reason: To protect the retained trees from damage during construction, including all ground works and works that may be required by other conditions, and in recognition of the contribution which the retained tree(s) give(s) and will continue to give to the amenity of the area in line with Policy DM17.

15. Sustainable Drainage System (SuDS)

No development shall take place until a Sustainable Drainage Strategy and associated detailed design, management and maintenance plan of surface water drainage for the site using SuDS methods has been submitted to and approved in writing by the Local Planning Authority. The approved drainage system shall be implemented in accordance with the approved Sustainable Drainage Strategy prior to the use of the building commencing and maintained thereafter for the lifetime of the development.

Reason: To prevent the increased risk of flooding by ensuring the provision of a satisfactory means of surface water disposal is incorporated into the design and the build and that the principles of sustainable drainage are incorporated into this proposal and maintained for the lifetime of the proposal.

16. The Bat & Protected Species Survey (EcoLogic, 3rd April 2023 update Rev 03) is valid for 12 months only. If the works have not commenced within 18 months of the survey date, then the survey should be repeated and the results submitted to Bristol City Council for written approval in a report, prior to commencement. The survey report shall conclude whether the Ecological Mitigation and Enhancement Strategy should be updated, and if so, an updated EMES shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of any works.

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The development shall then be undertaken in full accordance with the approved Ecology report/EMES.

Reason: To ensure legal and policy compliance with regard to valued ecological species and habitats as well as to invasive plant species.

17. Sound Insulation between residential flats and retail units on ground floor

No development shall take place until a scheme of noise insulation measures for the partition between the residential accommodation and the retail units on the ground floor has been submitted to and approved in writing by the Council.

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

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

Reason: To safeguard the amenity of future occupiers

**Pre occupation condition(s)**

18. Air source heat pump specifications

No building or use hereby permitted shall be occupied or the use commenced until a report detailing the air source heat pump specifications and predicted noise levels along with any necessary acoustic screening has been submitted to and been approved in writing by the Local Planning Authority.

Reason: In order to safeguard the amenities of adjoining residential occupiers.

19. Artificial Lighting (external)

No building or use hereby permitted shall be occupied or use commenced until a report detailing the lighting scheme and predicted light levels at neighbouring residential properties has been submitted to and been approved in writing by the Local Planning Authority.

Artificial lighting to the development must conform to requirements to meet the Obtrusive Light Limitations for Exterior Lighting Installations for Environmental Zone - E2 contained within Table 1 of the Institute of Light Engineers Guidance Notes for the Reduction of Obtrusive Lighting, GN01, dated 2005.

Reason: In order to safeguard the amenities of adjoining residential occupiers.

20. Further details: Bird/bat/bee boxes

Prior to first residential occupation of the extension hereby approved, detailed proposals must be submitted and approved in writing by the Local Planning Authority for the

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installation of one built-in house sparrow terrace, one built in swift brick, one built-in bee brick or box and two built-in bat boxes. Bird boxes shall be located on the north or east elevations of the extension. The location, specification, height and orientation of these features shall be shown on a site plan.

Bee bricks and bat boxes shall be located beneath eaves level on the south elevation of the building. Development shall be undertaken in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To provide nesting opportunities for legally protected species and to ensure the development achieves a biodiversity net gain in accordance with national planning policy.

21. Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development that was not previously identified, it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken and where remediation is necessary, a remediation scheme must be prepared and submitted for the approval of the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval 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.

22. Implementation of Approved Remediation Scheme

No occupation of the development, 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 (otherwise known as a validation report) that demonstrates the effectiveness of the remediation carried out must be produced, and be approved in writing by 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.

23. Implementation/Installation of Residential Refuse Storage and Recycling Facilities - Shown on Approved Plans

No building or use hereby permitted shall be occupied or use commenced until the residential 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.



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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 adopted highway (including the footway), except on the day of collection.

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

24. New works to match - Locally listed building

All new external and internal works and finishes, and any works of making good, shall match the existing original fabric in respect of using materials of a matching form, composition and consistency, detailed execution and finished appearance, except where indicated otherwise on the drawings hereby approved.

Reason: In order that the special architectural and historic interest of this locally listed building is safeguarded.

25. Completion and Maintenance of Cycle Provision - Shown on approved plans

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

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

26. Completion of Pedestrians/Cyclists Access - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the means of access for pedestrians and/or cyclists have been constructed in accordance with the approved plans and shall thereafter be retained for access purposes only.

Reason: In the interests of highway safety.

27. Installation of vehicle crossover - Shown on Approved Plans

No building or use hereby permitted shall be occupied or use commenced until drop kerbs has been installed at the carriageway edge and a vehicle cross-over constructed across the footway fronting the site in accordance with the approved plans and retained in that form thereafter for the lifetime of the development.

Reason: In the interests of pedestrian safety and accessibility

28. Completion and Maintenance of Car/Vehicle Parking - Shown on Approved Plans

No building or use hereby permitted shall be occupied or use commenced until the car/vehicle parking area shown on the approved plans has been completed and thereafter the area shall be kept free of obstruction and available for the parking of vehicles associated with the development.

The disabled parking bay shown on the approved plans shall be kept free of obstruction and available for the parking of residents registered disabled and allocated this space only.

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Reason: To ensure that there are adequate parking facilities to serve the development constructed to an acceptable standard.

## 29. Provision of Pedestrian Visibility Splays

No building or use hereby permitted shall be occupied or use commenced until pedestrian visibility splays of 2 metres x 2 metres to the rear of the footway, shall be provided at the vehicular access serving 4A Berkeley Road adjacent to the west of the site. Nothing shall be erected, retained, planted and/or allowed to grow at or above a height of 1 metre to the rear of the footway which would obstruct the visibility splay. The visibility splays shall be maintained free of obstruction at all times thereafter for the lifetime of the development.

Reason: To ensure motorists have clear and unrestricted views of approaching

## 30. Sound insulation of residential properties from external noise

All recommendations detailed in the Noise Assessments submitted with the application with regards to sound insulation and ventilation of residential properties shall be implemented in full prior to the commencement of the use permitted and be permanently maintained.

Reason: To ensure that the development achieves an acceptable standard of residential amenity for future occupiers.

## 31. Submission and Approval of Landscaping Scheme

No building or use hereby permitted shall be occupied or the use commenced until there has been submitted to and approved in writing by the Local Planning Authority a scheme of hard and soft landscaping, which shall include indications of all existing trees and hedgerows on the land, and details of any to be retained, together with measures for their protection, in the course of development. The approved scheme shall be implemented so that planting is carried out no later than the first planting season following the occupation of the building(s) or the completion of the development whichever is the sooner. All planted materials shall be maintained for five years and any trees or plants removed, dying, being damaged or becoming diseased within that period shall be replaced in the next planting season with others of similar size and species to those originally required to be planted unless the council gives written consent to any variation.

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

**Post occupation management**

## 32. Transparent glazing

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and/or re-enacting that Order) the proposed glazing within the former Methodist Chapel at ground floor level adjacent to Gloucester Road shall be glazed with transparent (clear) glazing to a specification to be agreed with the Local Planning Authority and in accordance with all approved details and plans and shall be permanently maintained thereafter as transparent glazing.

Reason: To safeguard the visual amenity of the surrounding area and the activity of the designated Town Centre.

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## 33. Use Class Restriction

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking and/or re-enacting that Order) the ground floor commercial unit hereby approved shall only be used for retail purposes (use class A1/Class E(a)) and for no other use within of The Town and Country Planning (Use Classes) Order 1987 as amended 1st September 2020, or any provision equivalent to that Class in any Statutory Instrument revoking and/or re-enacting that Order).

Reason: This use only is permitted and other uses, either within the same Use Class, or permitted by the Town and Country Planning (General Permitted Development) Order 2015 as amended are not acceptable to the Local Planning Authority in this location due to the scale and location. Any other use of the site would require independent assessment in relation to the impacts associated with the alternative use.

## 34. Sustainability and energy efficiency measures

The development hereby approved shall incorporate the energy efficiency measures, renewable energy, sustainable design principles and climate change adaptation measures into the design and construction of the development in full accordance with the energy and sustainability statements (Sustainable Energy Statement Revision E- 20 April 2022) prior to first occupation. A total 20.5% reduction in carbon dioxide emissions below residual emissions through renewable technologies (solar panels) shall be achieved.

Reason: To ensure the development incorporates measures to minimise the effects of, and can adapt to a changing climate in accordance with Policies BCS13 (Climate Change), BCS14 (Sustainable Energy), BCS15 (Sustainable Design and Construction) and DM29 (Design of New Buildings).

## 35. Restriction of noise from plant and equipment

The rating level of any noise generated by plant & equipment as part of the development shall be at least 5 dB below the background level as determined by BS4142: 2014 Methods for rating and assessing industrial and commercial sound.

Reason: To safeguard the amenity of nearby premises and the area generally.

## 36. Hours of Deliveries (Class E use only)

Activities relating to deliveries shall only take place between 08.00 and 20.00 Monday to Saturday and not at all on Sundays or Bank Holidays.

Reason: to safeguard the amenities of neighbouring occupiers

## 37. Use of Refuse and recycling facilities

Activities relating to the collection of refuse and recyclables and the tipping of empty bottles into external receptacles shall only take place between 08.00 and 20.00 Monday to Saturday and not at all on Sundays or Bank Holidays.

Reason: To safeguard the amenities of nearby occupiers

## 38. Class E Use- Hours open to customers Monday - Saturday

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No customers shall remain on the retail premises (Use Class E) outside the hours of 08:00 to 23:00 on Monday to Saturday.

Reason: To safeguard the residential amenity of nearby occupiers.

## 39. Walls/Fences

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking and/or re-enacting that Order) no fences, gates or walls shall be erected within the curtilage of the dwellinghouse(s) hereby permitted forward of any wall of the dwellinghouse(s) which fronts onto a road.

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

**List of approved plans**

## 40. 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.

3516 10B Proposed Site and Landscape Plan, received 9 March 2023  
 3516 11C Proposed South and West Elevations, received 9 March 2023  
 3516 1B Proposed Ground and First Floor Plans, received 9 March 2023  
 3516 2B Proposed Second Floor and Roof Plan, received 9 March 2023  
 3516 3C Proposed North and East Elevations, received 9 March 2023  
 3516 4C Proposed Berkeley Road Strip Elevation, received 9 March 2023  
 3516/ 3 Proposed bike store details, received 9 March 2023  
 PL01 Location plan, received 20 July 2021  
 PL15 Proposed section through link, received 20 July 2021  
 PL16 Proposed section through chapel, received 20 July 2021

Reason: For the avoidance of doubt.

**Advices**

## 1 Traffic Regulation Order (TRO)

You are advised that a Traffic Regulation Order (TRO) is required. You must submit a plan to a scale of 1:1000 of an indicative scheme for a TRO, along with timescales for commencement and completion of the development. Please be aware that the statutory TRO process is not straightforward; involving the public advertisement of the proposal(s) and the resolution of any objections.

You should expect a minimum of six months to elapse between the Highway Authority's TRO Team confirming that it has all the information necessary to enable it to proceed and the TRO being advertised. You will not be permitted to implement the TRO measures until the TRO has been sealed, and we cannot always guarantee the outcome of the process.

We cannot begin the TRO process until the appropriate fee has been received. To arrange for a TRO to be processed contact the Highway Authority's Transport Development Management Team at [transportdm@bristol.gov.uk](mailto:transportdm@bristol.gov.uk)

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N.B. The cost of implementing any lining, signing or resurfacing required by the TRO is separate to the TRO fees, which solely cover the administration required to prepare, consult, amend and seal the TRO.

2 Excavation Works on the Adopted Highway

The development hereby approved includes the carrying out of excavation works on the adopted highway. You are advised that before undertaking any work on the adopted highway you will require a Section 171 (Excavation) Licence from the Highway Authority which is available at [www.bristol.gov.uk/highwaylicences](http://www.bristol.gov.uk/highwaylicences)

3 Restriction of Parking Permits - Future Controlled Parking Zone/Residents Parking Scheme

You are advised that the Local Planning Authority has recommended to the Highways Authority that on the creation of any Controlled Parking Zone/Residents Parking Scheme area which includes the development, that the development shall be treated as car free / low-car and the occupiers are ineligible for resident parking permits as well as visitors parking permits if in a Residents Parking Scheme.

4 Stopping Up/Diversion of Adopted Highway

You are advised that to facilitate the development an order must be obtained to stop up or divert the adopted highway under sections 247 and 248 of the Town and Country Planning Act 1990. Please see [www.gov.uk/government/publications/stopping-up-and-diversion-of-highways](http://www.gov.uk/government/publications/stopping-up-and-diversion-of-highways) or contact the National Transport Casework Team at [nationalcasework@dft.gov.uk](mailto:nationalcasework@dft.gov.uk)

5 Works on the Public Highway

The development hereby approved includes the carrying out of work on the adopted highway. You are advised that before undertaking work on the adopted highway you must enter into a highway agreement under Section 278 of the Highways Act 1980 with the council, which would specify the works and the terms and conditions under which they are to be carried out.

Contact the Highway Authority's Transport Development Management Team at [transportDM@bristol.gov.uk](mailto:transportDM@bristol.gov.uk) allowing sufficient time for the preparation and signing of the Agreement. You will be required to pay fees to cover the council's costs in undertaking the following actions:

- I. Drafting the Agreement
- II. A Monitoring Fee equivalent to 15% of the planning application fee
- III. Approving the highway details
- IV. Inspecting the highway works

NB: Planning permission is not permission to work in the highway. A Highway Agreement under Section 278 of the Highways Act 1980 must be completed, the bond secured and the Highway Authority's technical approval and inspection fees paid before any drawings will be considered and approved.

6 Street Name and Numbering

You are advised that to ensure that all new properties and streets are registered with the

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emergency services, Land Registry, National Street Gazetteer and National Land and Property Gazetteer to enable them to be serviced and allow the occupants access to amenities including but not limited to; listing on the Electoral Register, delivery services, and a registered address on utility companies databases, details of the name and numbering of any new house(s) and/or flats/flat conversion(s) on existing and/or newly constructed streets must be submitted to the Highway Authority.

Any new street(s) and property naming/numbering must be agreed in accordance with the Councils Street Naming and Property Numbering Policy and all address allocations can only be issued under the Town Improvement Clauses Act 1847 (Section 64 & 65) and the Public Health Act 1925 (Section 17, 18 & 19). Please see [www.bristol.gov.uk/registeraddress](http://www.bristol.gov.uk/registeraddress)

7 Sustainable Drainage System (SUDS)

The development hereby approved includes the construction/provision of a sustainable drainage system. You are advised to contact the Highway Authority's Flood Risk Management Team at [flood.data@bristol.gov.uk](mailto:flood.data@bristol.gov.uk) before any works commence.

8 Application for advertisement consent needed: You are reminded of the need to obtain separate consent under the Town and Country Planning (Control of Advertisements) Regulations 1992 for any advertisements requiring express consent which you may wish to display on these premises.

9 Construction site noise: Due to the proximity of existing noise sensitive development and the potential for disturbance arising from contractors' operations, the developers' attention is drawn to Section 60 and 61 of the Control of Pollution Act 1974, to BS 5528: Parts 1 and 2: 2009 Noise and Vibration Control on Construction and Open Sites code of practice for basic information and procedures for noise and vibration control" and the code of practice adopted by Bristol City Council with regard to "Construction Noise Control". Information in this respect can be obtained from Pollution Control, City Hall, Bristol City Council, PO Box 3176, Bristol BS3 9FS.

10 Sound insulation/acoustic reports

The recommended design criteria for dwellings are as follows:

\* Daytime (07.00 - 23.00) 35 dB LAeq 16 hours in all rooms & 50 dB in outdoor living areas.

\* Nighttime (23.00 - 07.00) 30 dB LAeq 8 hours & LAmx less than 45 dB in bedrooms.

Where residential properties are likely to be affected by amplified music from neighbouring pubs or clubs, the recommended design criteria is as follows:

\* Noise Rating Curve NR20 at all times in any habitable rooms.

11 Noise - plant & equipment

Anti vibration mounts should be used to isolate plant from fixed structures and a flexible connector used to connect the flue to the fan if there is a potential to transmit vibration to any noise sensitive property. Any systems will also need regular maintenance so as to reduce mechanical noise.

12 Tree Protection: You are advised to refer to BS5837 : 2012 Trees in relation to construction for detailed information on types of tree protection, protection zones and other

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relevant matters.

- 13 Nesting birds: Anyone who takes, damages or destroys the nest of any wild bird whilst that nest is in use or being built is guilty of an offence under the Wildlife and Countryside Act 1981 and prior to commencing work you should ensure that no nesting birds will be affected.

- 14 Bats and bat roosts: Anyone who kills, injures or disturbs bats, obstructs access to bat roosts or damages or disturbs bat roosts, even when unoccupied by bats, is guilty of an offence under the Wildlife and Countryside Act 1981, the Countryside and Rights of Way Act 2000 and the Conservation (Natural Habitats, &c.) Regulations Act. Prior to commencing work you should ensure that no bats or bat roosts would be affected.

A grant of planning permission does not remove the legal protection afforded to bats and their roosts. If, during the works, any bats (or signs of bats, such as droppings) are found, an immediate halt should be called and a bat worker/ecologist should be consulted to determine if and how the works can proceed lawfully, with or without a mitigation licence.

- 15 Alterations to Vehicular Access

The development hereby approved includes the carrying out of alterations to vehicular access(s). You are advised that before undertaking work on the adopted highway you will require a Section 184 Licence from the Highway Authority which is available at [www.bristol.gov.uk/highwaylicences](http://www.bristol.gov.uk/highwaylicences)

The works shall be to the specification and constructed to the satisfaction of the Highways Authority. You will be required to pay fees to cover the Councils costs in undertaking the approval and inspection of the works.

- 16 Solar Photovoltaic System

The projected annual yield and technical details of the installed system will be provided by the Micro-generation Certification Scheme (MCS) approved installer.

The impact of shading on the annual yield of the installed PV system (the Shading Factor) should be calculated by an MCS approved installer using the Standard Estimation Method presented in the MCS guidance.

- 17 Wessex Water requirements: It will be necessary to comply with Wessex Water's main drainage requirements and advice and further information can be obtained from <http://www.wessexwater.co.uk>.

- 18 The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848.

Further information is also available on the Coal Authority website at: [www.gov.uk/government/organisations/the-coal-authority](http://www.gov.uk/government/organisations/the-coal-authority)

- 19 Crime Prevention/ Security

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There is a large communal cycle store, these can be vulnerable to crime. We would recommend that the door providing access into the store should meet PAS 24:2016 and be incorporated into the access control system. The store must have cctv which provides 'identification' quality images in line with the Home Office document 28/09.

The building must have audio visual access control (with the facility to record images) and be compartmentalised to prevent the unlawful free movement through the building. Trades buttons must not be used.

Communal mail boxes must meet TS 009 standards.

Achieving the Secured by Design Award [www.securedbydesign.com](http://www.securedbydesign.com) would demonstrate that crime and disorder have been considered.



## Supporting Documents

102 Gloucester Road

1. Existing Site Plan
2. Existing Floor Plans
3. Existing North & East Elevations
4. Existing South & West Elevations
5. Proposed Site & Landscape Plan
6. Proposed Ground & First Floor Plan
7. Proposed Second Floor & Roof Plan
8. Proposed North & East Elevations
9. Proposed South & West Elevations
10. Proposed Section Through Chapel
11. Proposed Section Through link
12. Site Photos
13. Fuel Tanker Swept Path analysis
14. 20.00022.F – Approved Ground and First Floor Plans
15. 20.00022.F – Approved Second Floor and Roof Plans
16. 20.00022.F – Approved South and West Elevations
17. 20.00022.F – Approved North & East Elevations



PL02 Rev /  
Existing Site Plan

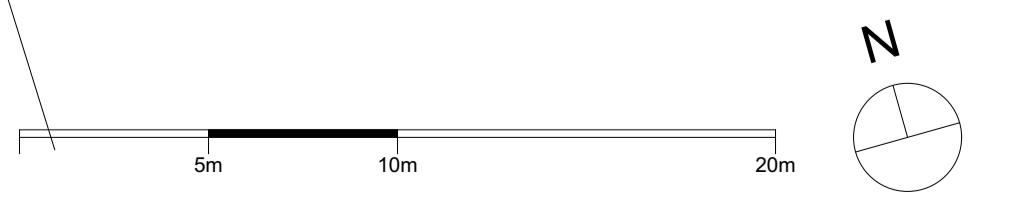
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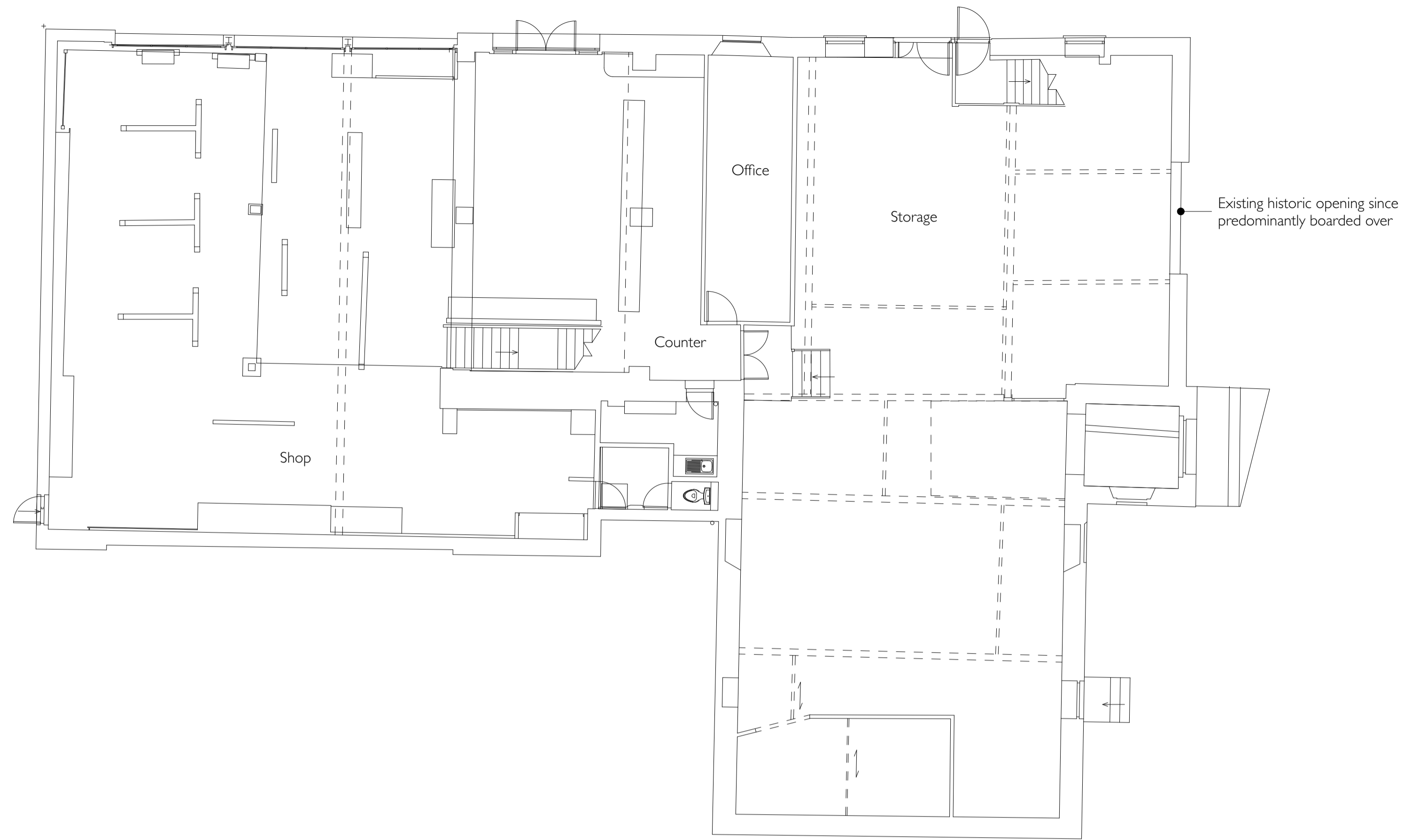
**NICHOLAS MORLEY ARCHITECTS LTD**

Box House, Bath Road, Box, Corsham, SN13 8AA

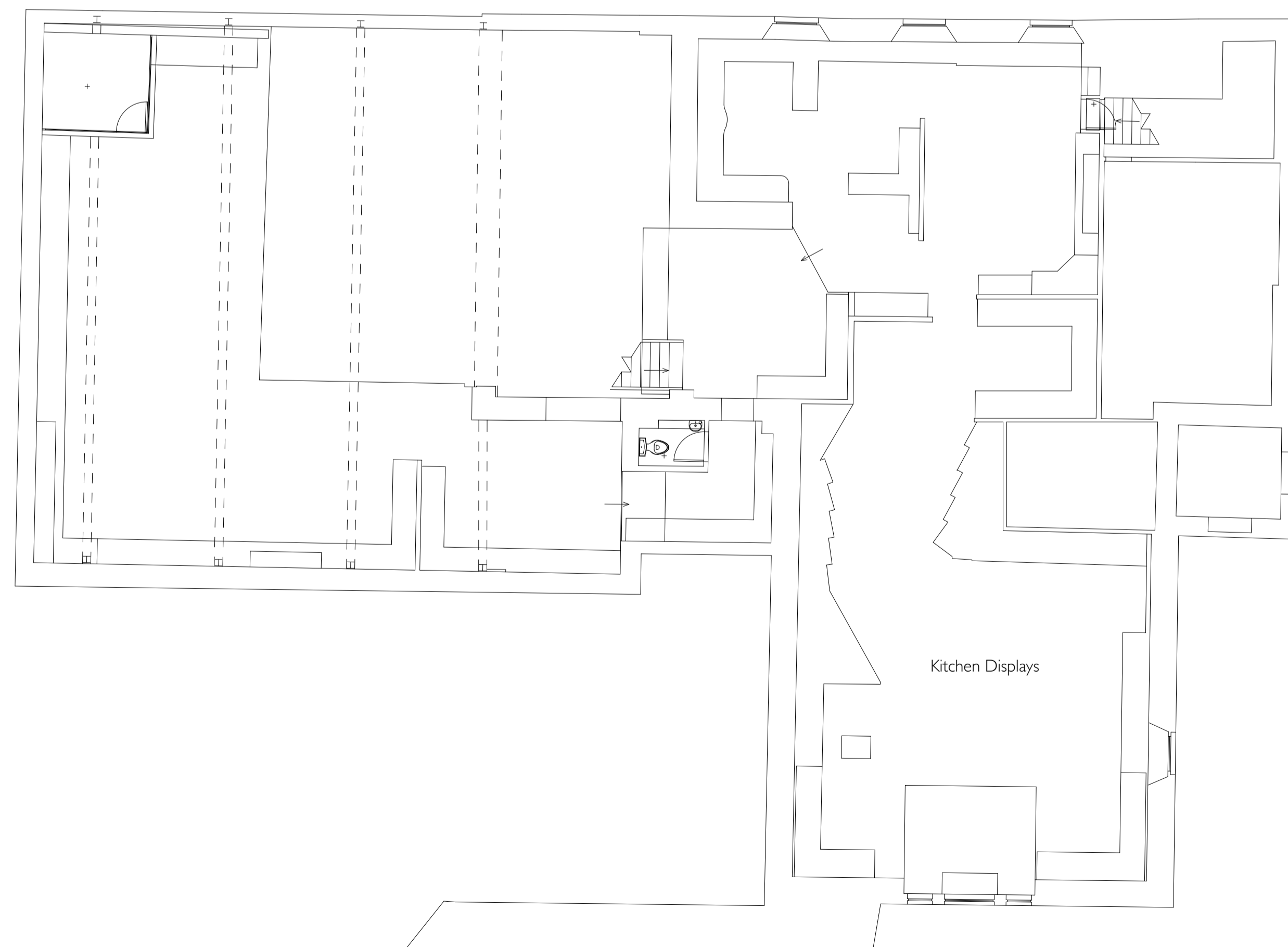
Email: [njm@njmarchitecture.co.uk](mailto:njm@njmarchitecture.co.uk)

[www.nicholasmorleyarchitects.co.uk](http://www.nicholasmorleyarchitects.co.uk)

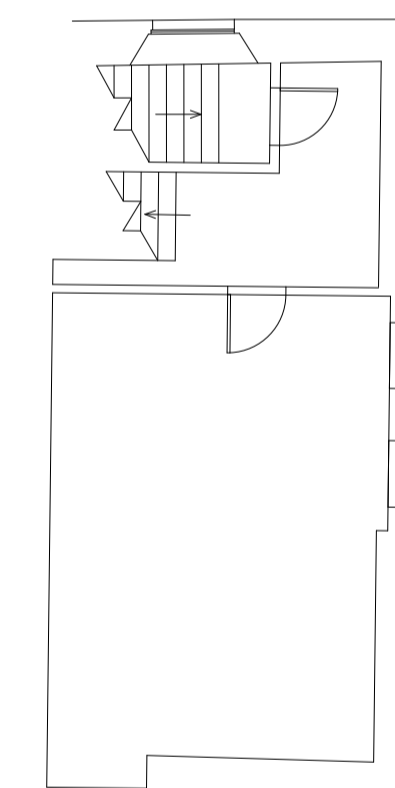




Existing Ground Floor Plan



Existing First Floor Plan



Existing Upper First Floor Plan

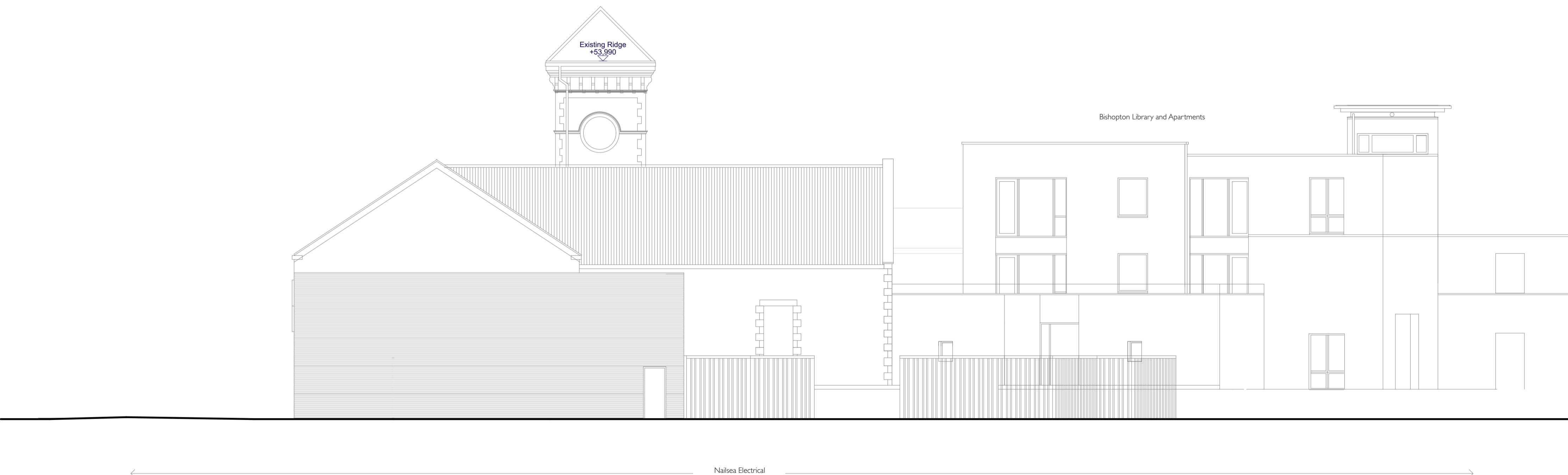
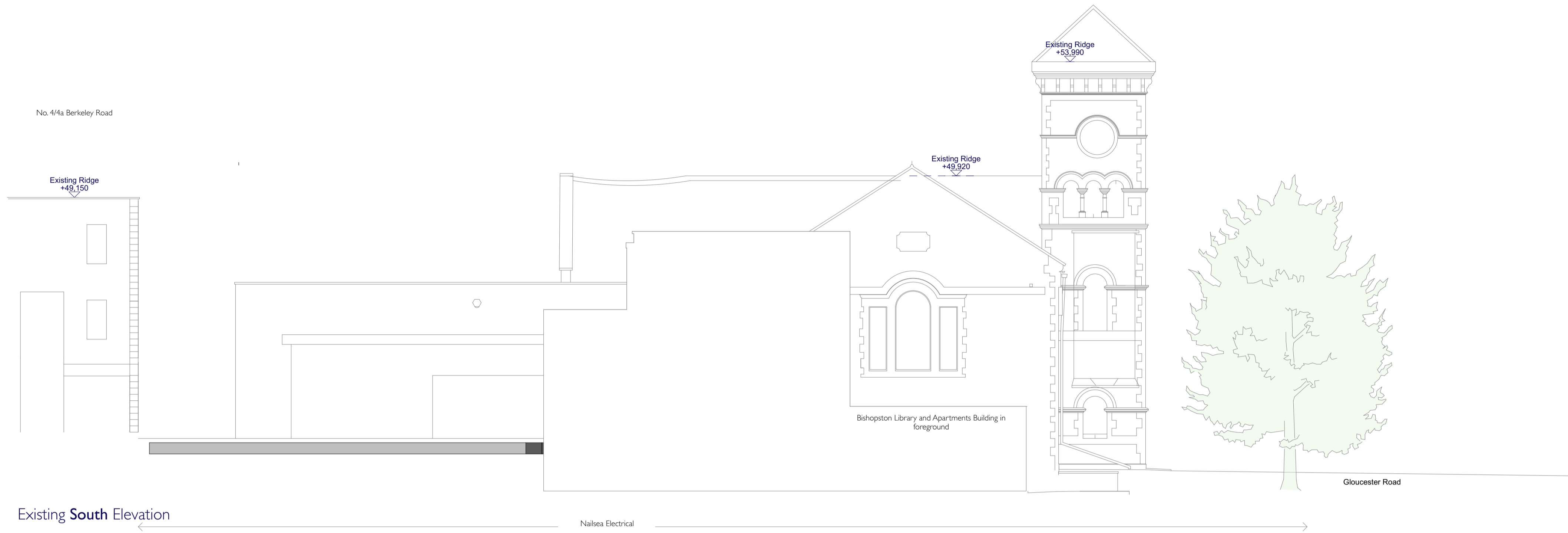


Revision History  
 Rev. A - 21/04/22 - Eastern elevation drawing corrected as drawing previously showed western elevation

PL04 Rev A  
 Existing North and East Elevations

1:100 @ A1

Existing East Elevation (Gloucester Road)



Revision History  
 Rev. A - 21/04/22 - Western elevation drawing corrected as drawing previously showed eastern elevation

PL05 Rev A  
 Existing South and West Elevations

1:100 @ A1

**PLANTING SPECIFICATION**

THE BELOW IMPLEMENTATION AND MAINTENANCE GUIDELINES ARE FOR PLANNING PURPOSES ONLY TO INDICATE THE LEVEL OF WORKMANSHIP TO BE SPECIFIED AND DOES NOT CONSTITUTE A DETAILED SPECIFICATION.

**1.0 GENERAL**

**1.1 RETAINED TREES**

ALL RETAINED TREES TO BE PROTECTED TO BS 5837. DO NOT DUMP SPOIL OR RUBBISH, EXCAVATE OR DISTURB TOPSOIL, PARK VEHICLES OR PLANT, STORE MATERIALS OR PLACE TEMPORARY ACCOMMODATION WITHIN THE BRANCH SPREAD. THE GROUND LEVEL WITHIN AN AREA OF 3 METRES BEYOND THE BRANCH SPREAD MUST NOT BE CHANGED WITHOUT PRIOR APPROVAL.

**1.2 PLANTING**

ALL PLANTS SHALL CONFORM TO BS 3936 AND BE IN ACCORDANCE WITH THE NATIONAL PLANT SPECIFICATION. SUPPLYING NURSERIES SHALL BE REGISTERED UNDER THE HTA NURSERY CERTIFICATION SCHEME. ALL PLANTS SHALL BE PACKED AND TRANSPORTED IN ACCORDANCE WITH THE CODE OF PRACTICE FOR PLANT HANDLING AS PRODUCED BY CPSE. PLANTING SHALL NOT BE CARRIED OUT WHEN THE GROUND IS WATERLOGGED, FROST BOUND OR DURING PERIODS OF COLD DRYING WINDS.

**1.3 TOPSOIL**

TOPSOIL TO BS 3882, OF EITHER GENERAL PURPOSE OR PREMIUM GRADE. TOPSOIL DEPTHS ARE TO BE 300MM FOR TREES AND SHRUBS AND 150MM FOR GRASS. IF THE FORMATION LEVEL IS COMPACTED IT SHOULD BE RIPPED THROUGH BEFORE TOPSOILING. TOPSOIL IS TO BE SPREAD OVER SUBSOIL IN LAYERS NOT EXCEEDING 150MM. GENTLY FIRM EACH LAYER BEFORE SPREADING THE NEXT. DO NOT COMPACT TOPSOIL. PRESERVE FRIABLE TEXTURE OF SEPARATE CRUMBS WHERE EVER POSSIBLE.

**1.4 OPERATIVES**

ALL LANDSCAPE OPERATIVES WILL BE APPROPRIATELY TRAINED, CERTIFIED AND QUALIFIED TO UNDERTAKE THE TASKS REQUIRED. WHEN REQUIRED, THE RELEVANT CERTIFICATES WILL BE MADE AVAILABLE FOR INSPECTION. ALL WORK IS TO BE CARRIED OUT IN ACCORDANCE WITH THE RELEVANT BRITISH STANDARDS, CODES OF PRACTICE AND LEGISLATION.

**2.0 TREE AND SHRUB PLANTING**

**2.1 GROUND PREPARATION**

WHERE NECESSARY TREAT EXISTING WEED GROWTH, BRAMBLES AND REGENERATIVE MATERIAL WITH A GLYPHOSATE BASED HERBICIDE AND ALLOW A SUITABLE PERIOD AS RECOMMENDED BY THE MANUFACTURER FOR THIS TO TAKE EFFECT. A GENERAL PURPOSE SLOW RELEASE FERTILISER AT THE RATE OF 75GM/M<sup>2</sup> AND TREE PLANTING AND MULCHING COMPOST AT THE RATE OF 20LITRES/M<sup>2</sup> ARE TO BE INCORPORATED INTO THE TOP 150MM OF TOPSOIL DURING FINAL CULTIVATIONS. BREAK UP COMPACTED TOPSOIL TO FULL DEPTH AND ALL EXTRANEOUS MATTER SUCH AS PLASTIC, WOOD, METAL AND STONES GREATER THAN 50MM IN ANY DIMENSION SHALL BE REMOVED FROM SITE.

PLANT ONLY DURING THE FOLLOWING SEASONS: CONTAINER GROWN PLANTS: AT ANY TIME IF GROUND AND WEATHER CONDITIONS ARE FAVOURABLE. DECIDUOUS TREES: NOV TO LATE MAR. EVERGREENS: SEPT/OCT OR APR/MAY. HERBACEOUS: SEPT/OCT OR MAR/APR.

TREE PITS OF AT LEAST 75MM DIAMETER GREATER THAN THE ROOT SYSTEM AND NO DEEPER THAN THE ROOTBALL / CONTAINER DEPTH ARE TO BE EXCAVATED WITH THE SIDES WELL SCARIFIED TO PREVENT SMEARING. ALL CONTAINER GROWN AND TREES OVER HEAVY STANDARD SIZE SHALL BE DOUBLE STAKED. STAKES (SHORT DOUBLE FOR EXTRA HEAVY STANDARD) SHOULD BE DRIVEN 300MM INTO UNDISTURBED GROUND BEFORE PLANTING THE TREE, TAKING CARE TO AVOID UNDERGROUND SERVICES AND CABLES ETC. AND TIED WITH RUBBER TIES WITH SOLID RUBBER SPACER OF ADEQUATE WIDTH FOR THE TYPE OF TREE TO BE SECURED.

**2.2 PLANTING**

ALL CONTAINER GROWN ROOT SYSTEMS AND ROOTBALLS SHALL BE THOROUGHLY SOAKED AND ALL CONTAINERS AND ROOTBALL WRAPPINGS REMOVED PRIOR TO PLANTING.

THE TREE SHOULD BE PLANTED AT THE CORRECT DEPTH TAKING INTO ACCOUNT THE POSITION OF THE ROOT FLARE AND THE FINISHED LEVEL. THE ROOTBALL OR ROOT STEM TRANSITION SHOULD BE LEVEL WITH THE EXISTING HOST SOIL OR SURFACE. THE BASE OF THE ROOTBALL SHOULD TYPICALLY SIT ON SUBSOIL OR LARGER ROOTBALLS. THE SUBSOIL WILL SIT AROUND THE LOWER PORTION OF THE ROOTBALL.

TREE PITS SHOULD BE BACKFILLED WITH THE EXCAVATED TOPSOIL. THE ORIGINAL TOP SOIL IS NOT AVAILABLE OR DEEMED UNSUITABLE. A MULTI-PURPOSE TOPSOIL SHOULD BE USED. ANY SUBSOIL EXCAVATED SHOULD BE DISCARDED AND THE SUBSOIL DEPTH (BEYOND 300MM DEEP) BACKFILLED WITH A HIGH SAND CONTENT SUBSOIL. BACKFILL SHOULD BE ADDED GRADUALLY IN LAYERS OF 150MM TO 230MM DEPTH, ENSURING THE TREE IS HELD UPRIGHT AT EACH STAGE. THE FILL SHOULD BE FIRMED IN TO ELIMINATE ALL AIR POCKETS UNDER AND AROUND THE ROOT SYSTEM, BUT WITH CARE BEING TAKEN NOT TO EXCESSIVELY COMPACT THE SOIL. THE FINAL LAYER SHOULD NOT BE CONSOLIDATED.

GENERAL PURPOSE SLOW RELEASE FERTILISER (AT THE RATE OF 75GM/M<sup>2</sup>) AND TREE PLANTING AND MULCHING COMPOST AT THE RATE OF (20LITRES/M<sup>2</sup>) ARE TO BE INCORPORATED INTO THE TOP 150MM OF TOPSOIL DURING FINAL CULTIVATIONS. APPLY MEDIUM GRADE BARK MULCH (25-50MM), FREE OF PESTS, DISEASE FUNGUS AND WEEDS, TO AN AREA OF 1 METRE DIAMETER AROUND THE BASE OF EACH TREE.

SHRUBS AND HERBACEOUS PLANTS ARE TO BE SET OUT AS SHOWN ON THE DRAWING, BEING SPACED OUT EVENLY, SO THAT WHEN ESTABLISHED THEY COMPLETELY FILL THE AREA INDICATED AS PRECISELY AS POSSIBLE. PIT PLANTED INTO THE PREPARED SOIL AT THE SPECIFIED CENTRES WITH MINIMAL DISTURBANCE TO THE ROOTBALL AND WELL FIRMED IN. APPLY TOP DRESSING SLOW RELEASE FERTILISER EVENLY AT A RATE 100GM/M<sup>2</sup> OVER THE PLANTED BED.

SPREAD MEDIUM GRADE BARK MULCH (25-50MM), FREE OF PESTS, DISEASE FUNGUS AND WEEDS, TO A DEPTH OF 75MM ACROSS ALL NEW PLANTING AREAS, ENSURING GROUND COVER PLANTS ARE NOT BURIED.

WATER IN ALL TREES AND SHRUBS / HERBACEOUS PLANTS, AS NECESSARY TO ENSURE THE ESTABLISHMENT AND CONTINUED THRIVING OF ALL PLANTING, AT THE END OF EACH DAY OF PLANTING.

**2.3 MAINTENANCE**

THE LANDSCAPE CONTRACTOR SHALL MAINTAIN ALL AREAS OF NEW PLANTING FOR A PERIOD OF 12 MONTHS FOLLOWING PRACTICAL COMPLETION. ALL STOCK DEEMED TO BE DEAD, DYING OR DISEASED WITHIN THE DEFECTS PERIOD SHALL BE REPLACED BY THE CONTRACTOR AT HIS OWN COST.

THE SITE IS TO BE VISITED MONTHLY THROUGHOUT THE YEAR TO UNDERTAKE THE FOLLOWING OPERATIONS.

WEED CLEARANCE: ALL PLANTING AREAS ARE TO BE KEPT WEED FREE BY HAND WEEDING OR HERBICIDE TREATMENT.

LITTER CLEARANCE: ALL LITTER IS TO BE REMOVED FROM PLANTING BEDS.

WATERING: ALL SHRUBS ARE TO BE WATERED DURING THE GROWING SEASON FOLLOWING ANY DRY PERIODS OF 7 DAYS. PLANTING AREAS ARE TO BE BROUGHT UP TO FIELD CAPACITY AT EACH VISIT, ENSURING FULL DEPTH OF TOPSOIL IS SATURATED, AND EACH TREE IS TO RECEIVE 80 LITRES. CHECKING TREES: ALL TREE TIES AND STAKES ARE TO BE CHECKED AND ADJUSTED IF TOO LOOSE/TIGHT OR IF CHAFFING IS OCCURRING. ANY BROKEN STAKES ARE TO BE REPLACED. STAKES TO BE REMOVED WHEN TREES ARE ESTABLISHED.

FORMATIVE PRUNING: ANY DAMAGED SHOOTS/BRANCHES ARE TO BE PRUNED BACK TO HEALTHY WOOD. PLANTS ARE TO BE PRUNED IN ACCORDANCE WITH GOOD HORTICULTURAL PRACTICE TO MAINTAIN HEALTHY WELL-SHAPED SPECIMENS.

**3.0 STRUCTURE MIX**

**3.1 GROUND PREPARATION**

CLEAR SURFACE VEGETATION AND REMOVE ARISING. WHERE PLANTING IN EXISTING GRASS, CUT EXISTING ROUGH GRASS AND WEEDS BETWEEN 20MM AND 30MM AND REMOVE 300X300MM SQUARES OF TURF AT 1 METRE CENTRES FOR STRUCTURE MIX.

**3.2 PLANTING**

ALL BARE ROOTED STOCK IS TO BE ROOT DIPPED IN WATER RETAINING POLYMER. TRANSPLANTS ARE TO BE PIT PLANTED AND PROTECTED FROM RABBIT DAMAGE BY USING USING APPROVED PROPPRIETARY TREE AND SHRUB SHIELTERS 900MM AND 900MM HIGH RESPECTIVELY. SECURED WITH STAKES AND TIES AS ADVISED BY THE MANUFACTURER. ALL EXTRANEOUS MATTER SUCH AS PLASTIC, WOOD, METAL AND STONES GREATER THAN 50MM IN ANY DIMENSION SHALL BE REMOVED FROM SITE.

**3.3 MAINTENANCE**


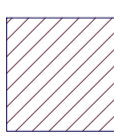

USING APPROVED HERBICIDES, A 1 METRE DIAMETER CIRCLE CENTRED ON EACH PLANTING STATION SHALL BE KEPT WEED FREE THROUGHOUT THE MAINTENANCE PERIOD. ANY WEEDS GROWING IMMEDIATELY ADJACENT TO PLANT STEMS SHALL BE REMOVED BY HAND. THE LANDSCAPE CONTRACTOR SHALL MAINTAIN ALL AREAS OF NEW WOODLAND AND STRUCTURE PLANTING FOR A PERIOD OF 12 MONTHS FOLLOWING PRACTICAL COMPLETION. IN THE AUTUMN FOLL PLANTING THE CA WILL PREPARE A LIST OF ALL PLANTS WHICH ARE DEAD, DYING OR DISEASED AND ARE TO BE REPLACED DURING THE FOLLOWING PLANTING SEASON. ALL STOCK DEEMED TO BE DEAD, DYING OR DISEASED WITHIN THE DEFECTS PERIOD SHALL BE REPLACED BY THE CONTRACTOR AT THEIR OWN COST.

**Proposed Hard Landscaping Notes:**

New permeable paving to site frontages on Berkeley Road and Gloucester Road. Light grey paving to parking areas, dark red/ brown paving to residential entrance areas. To be laid in herringbone pattern.

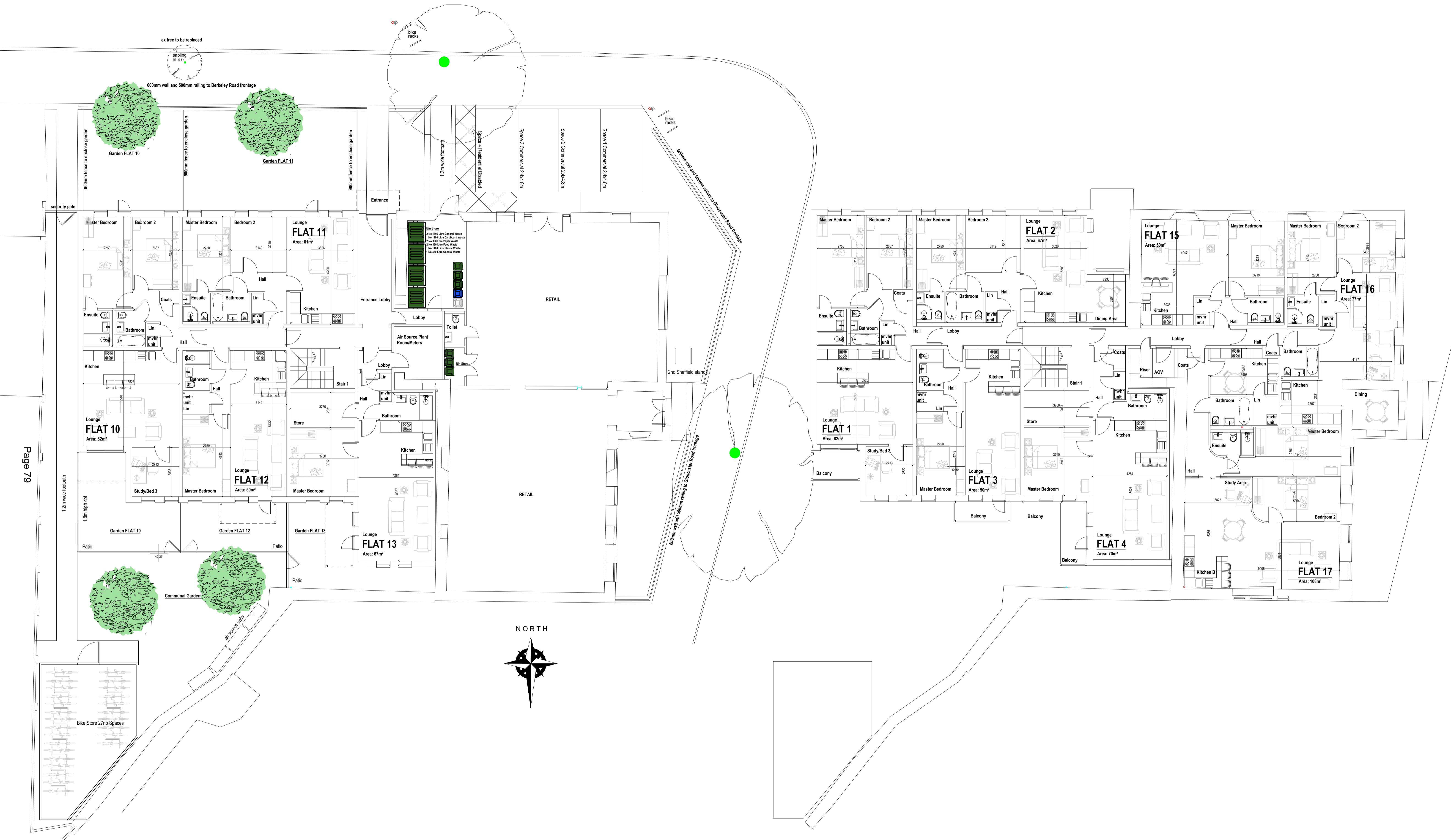
Residential entrances delineated with 600mm high pennant stone walls (matching existing chapel)

New native planting as indicated on site plan and street scene drawings.

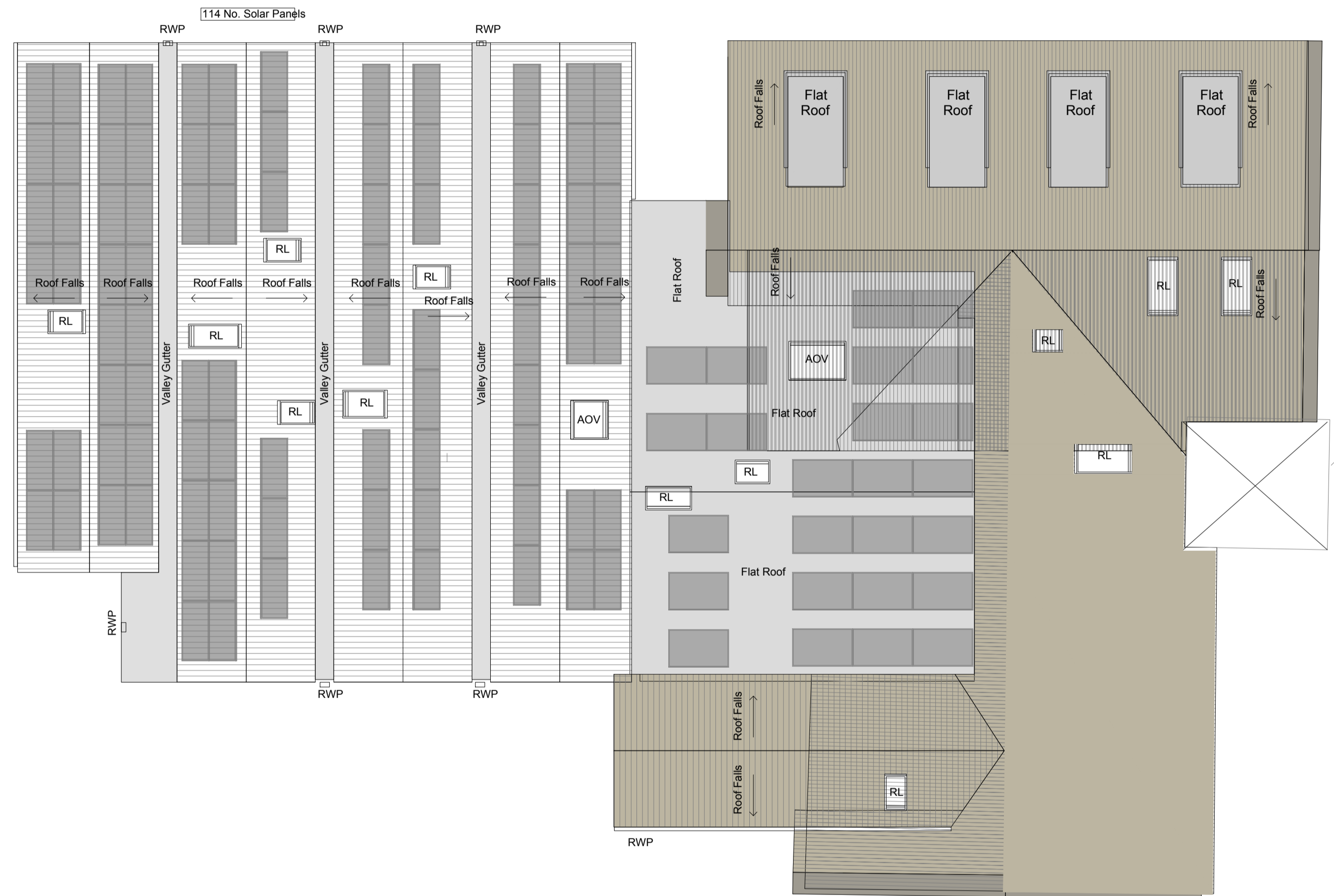
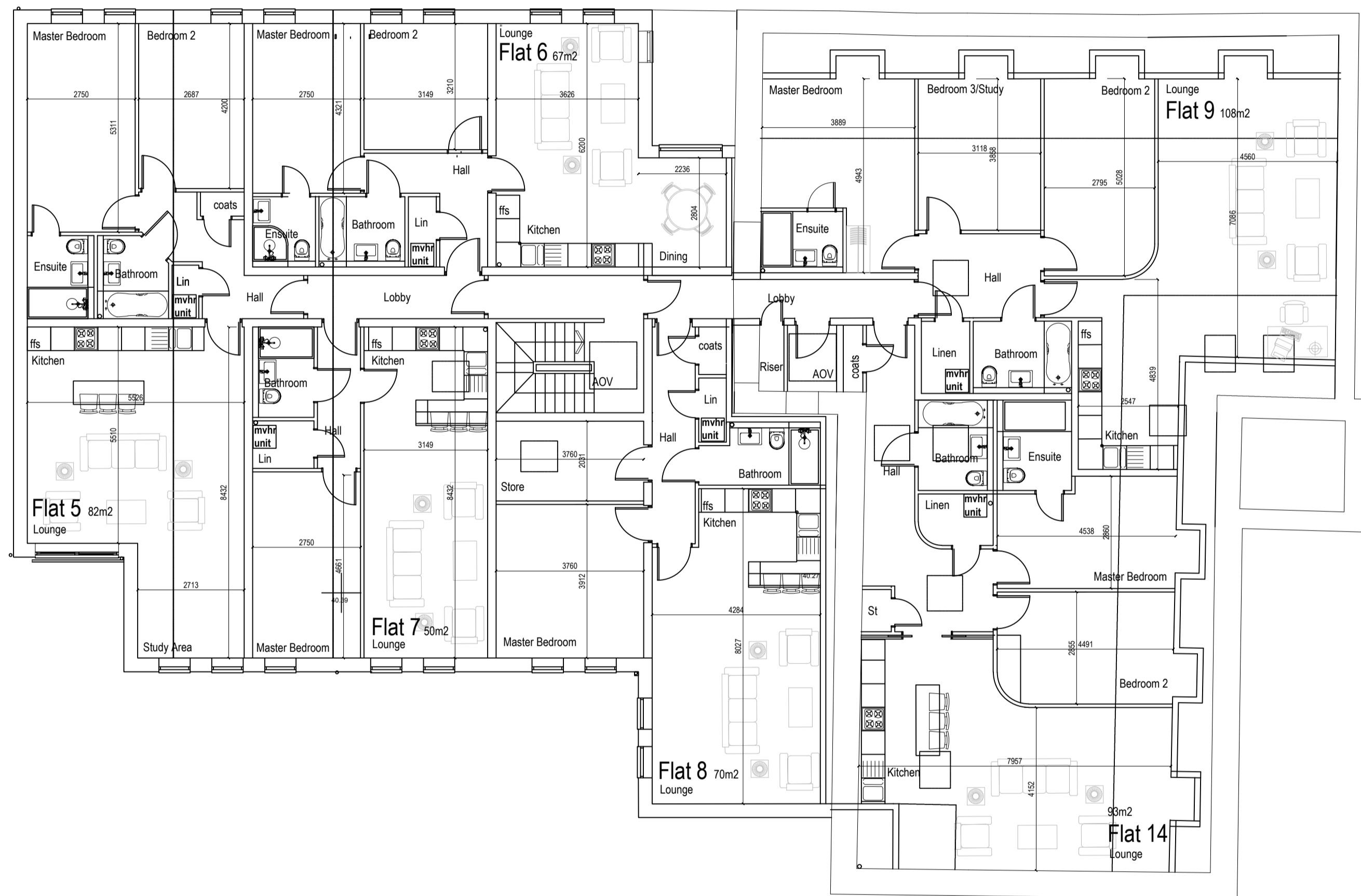
-  Indicates existing footpath on Berkeley Road to be resurfaced in tarmac with existing drop kerbs and remaining kerbs reset.
-  Indicates area to be re-paved in paving matching the existing paving outside Bishopston Library and existing kerbs to be reset
-  Pink/blue lines indicate extent of new pennant kerb to be constructed along Berkeley Road. Blue line indicates dropped kerb



Rev:	Date:	Note:	<b>Proposed Residential Conversion and Development</b> <b>102 Gloucester Road</b> <b>Bishopston Bristol</b> <b>Proposed Site Plan</b>	Date:	July 2022
A	Oct 2022	General updates		Scale:	1:200 @ A1
B	Oct 2022	General updates	DWG No:	3516/10	David Cahill Design Consultants Ltd Unit 2 Office 4 Tower Lane Business Park Warmley Bristol BS30 8XT Tel: 01179618888 Email: davidcahill@design@btopenworld.com



Rev. A	Date: Oct 2022	Note: General updates	Proposed Residential Conversion and Development <b>102 Gloucester Road</b> <b>Bishopston Bristol</b> <b>Proposed Ground and First Floor Plan</b>	Date: July 2022	<b>David Cahill</b> Design Consultants Ltd Unit 2 Office 4 Tower Lane Business Park Warmley Bristol BS30 8XT Tel: 01179618888 Email: davidcahilldesign@topenworld.com
B	Date: Oct 2022	Note: General updates		Scale: 1:100 @ A1 DWG No: 3516/1	



Rev:	Date:	Note:	Proposed Residential Conversion and Development	Date:
A	Oct 2022	General updates	<b>102 Gloucester Road</b>	July 2022
B	Oct 2022	General updates	<b>Bishopston Bristol</b>	Scale:
			<b>Proposed Second and Roof Plan</b>	1:100 @ A1
			DWG No:	3516/2
			<b>David Cahill</b> Design Consultants Ltd Unit 2 Office 4 Tower Lane Business Park Warmley Bristol BS30 8XT Tel: 01179618888 Email: davidcahill@design@btopenworld.com	



- Key for New Building Works:**
- 1 Red brickwork
  - 2 Porch roof to residential entrances with flat roof with dark grey metal perimeter flashings
  - 3 Dark brown double roman roof tiles
  - 4 Bath stone banding to external walls
  - 5 Dark Grey PPC Aluminium glazing system, indicated
  - 6 Dark grey metal rainwater goods
  - 7 Dark brown double roman tiles matching existing chapel
  - 8 Dark grey metal signage
  - 9 New pennant stone matching existing chapel with stone surrounds to new openings.
  - 10 Dark grey metal acoustic Louvre vents
- Key for Proposed Works to Existing Chapel:**
- A New dormer window to existing Chapel
  - B New dark red/brown double roman roof tiles
  - C Existing boarded up window/door to be re-opened and restored with new/repainted window frame and new glazing. Stonework restored where needed
  - D Existing opening to be restored and filled increased
  - E New rooflight in chapel roof (behind tower)
  - F Existing non-original doors removed and new double doors with dark grey metal frame proposed
  - G constructed. All materials to match existing chapel materials
- Note - All damaged/dilapidated stonework to chapel is to be repaired and restored



Proposed North Elevation (Berkeley Road)

Page 81



Proposed East Elevation (Gloucester Road)

Rev.	Date	Note	Proposed Residential Conversion and Development	
A	Oct 2022	General updates	102 Gloucester Road	
B	Oct 2022	acoustic Louvre vents added	Bishopston Bristol	
C	Jan 2023	acoustic Louvre vents removed	Proposed Elevations	

Date:	July 2022
Scale:	1:100 @ A1
DWG No:	3516/3

<b>David Cahill</b>
Design Consultants Ltd
Unit 2 Office 4 Tower Lane Business Park
Warmley Bristol BS30 8XT
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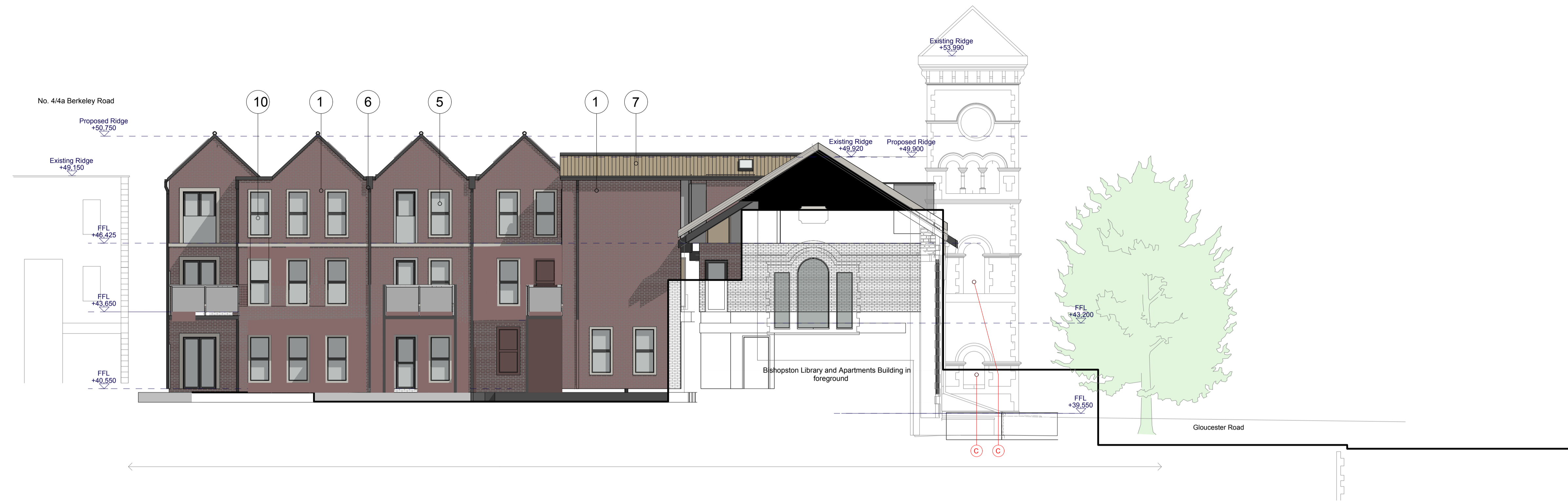
**Key for New Building Works:**

- 1 Red brickwork
- 2 Porch roof to residential entrances with flat roof with dark grey metal perimeter flashings and dark grey metal column support
- 3 Dark brown double roman roof tiles
- 4 Bath stone banding to external walls
- 5 Dark Grey PPC Aluminium glazing system. Windows to have stone surround where indicated
- 6 6 Dark grey metal rainwater goods
- 7 Dark brown double roman tiles matching existing chapel
- 8 8 Dark grey metal signage
- 9 New pennant stone matching existing chapel with stone surrounds to new openings.
- 10 Dark grey metal acoustic Louvre vents

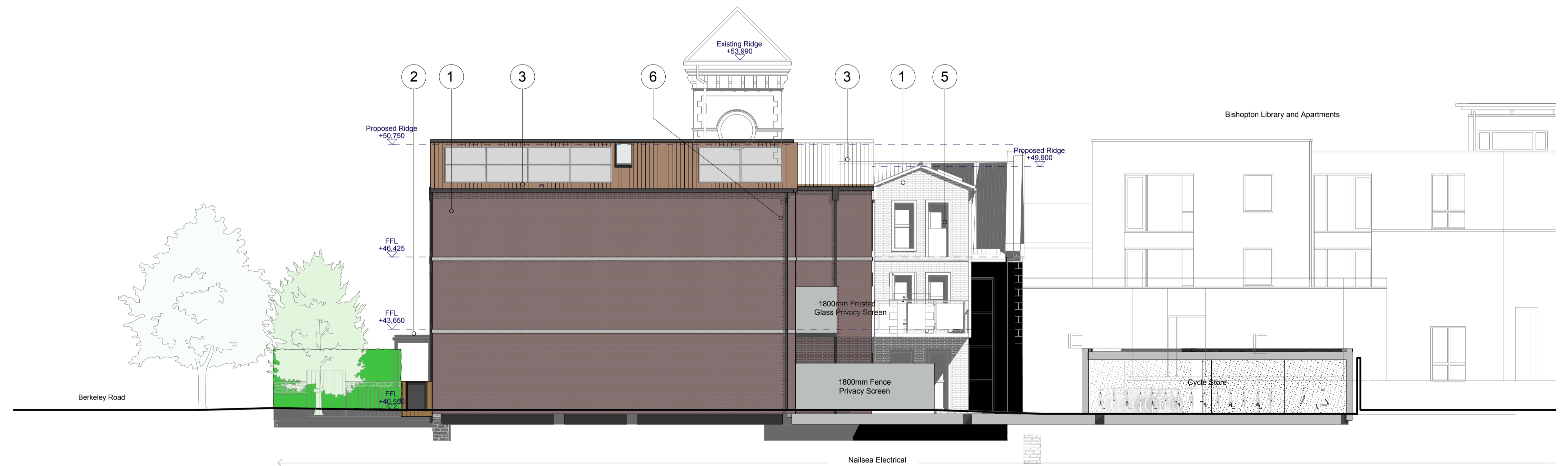
**Key for Proposed Works to Existing Chapel:**

- A New dormer window to existing Chapel
- B New dark red/brown double roman roof tiles
- C Existing boarded up window/door to be re-opened and restored with new/repainted window frame and new glazing. Stonework window surround to be repaired and restored where needed
- D Existing opening to be restored and filled with new glazing. Size of existing opening increased
- E New rooflight in chapel roof (behind tower)
- F Existing non-original doors removed and new double doors with dark grey metal frame proposed
- G New gable, coping and parapet barrier constructed. All materials to match existing chapel materials

Note - All damaged/dilapidated stonework to chapel is to be repaired and restored



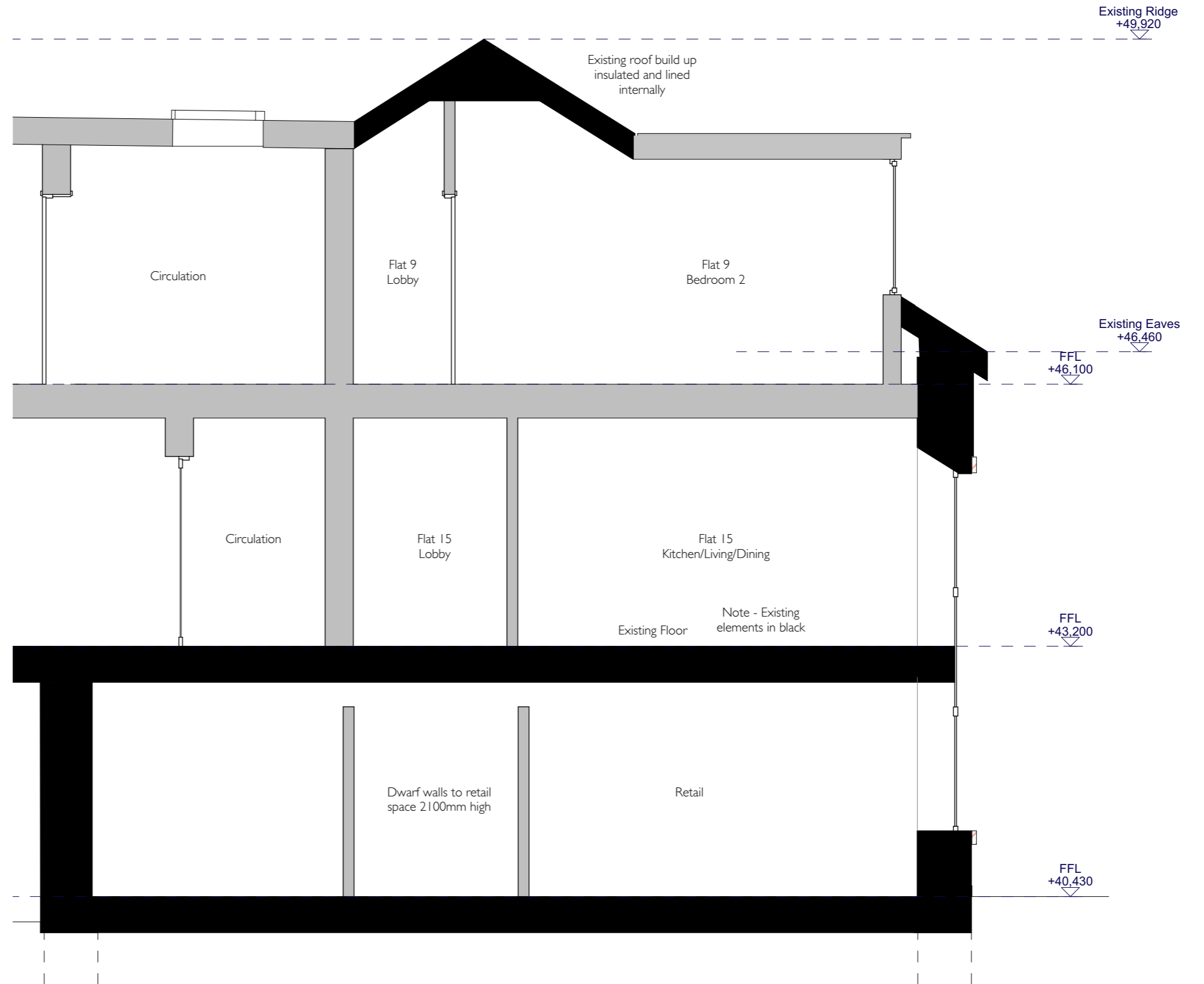
Proposed South Elevation



Proposed West Elevation

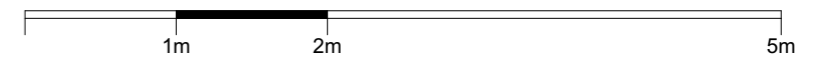
Rev.	Date:	Note	Proposed Residential Conversion and Development		Date:
A	Oct 2022	General updates	102 Gloucester Road		July 2022
B	Oct 2022	General updates	Bishopston Bristol		Scale:
C	Jan 2023	acoustic Louvre vents removed	Proposed Elevations		1:100 @ A1
			DWG No: 3516/11		

**David Cahill**  
 Design Consultants Ltd  
 Unit 2 Office 4 Tower Lane Business Park  
 Warmley Bristol BS30 8XT  
 Tel: 01179618888  
 Email: davidcahilldesign@topenworld.com



PL16 Rev /  
Proposed Section Through Chapel

Scale 1:50 @ A3



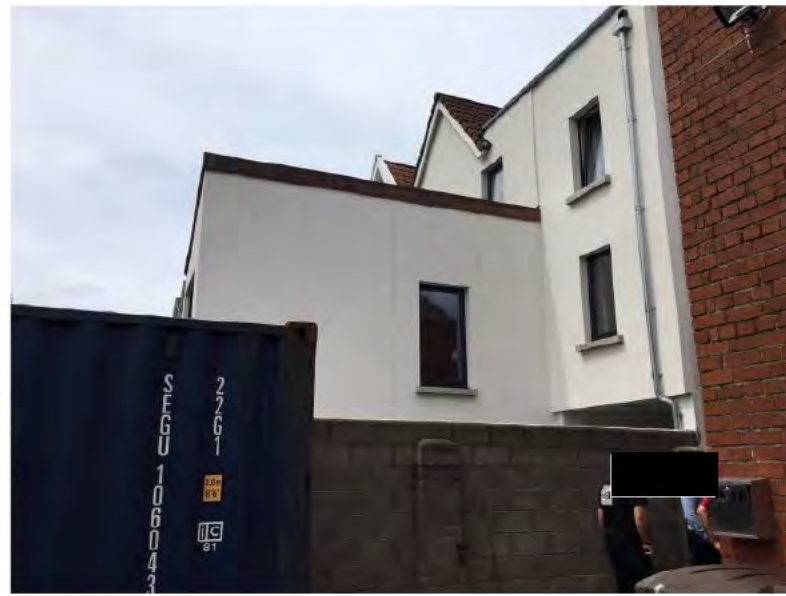
PL15 Rev /  
Proposed Section Through Link and Elevation of Chapel Gable

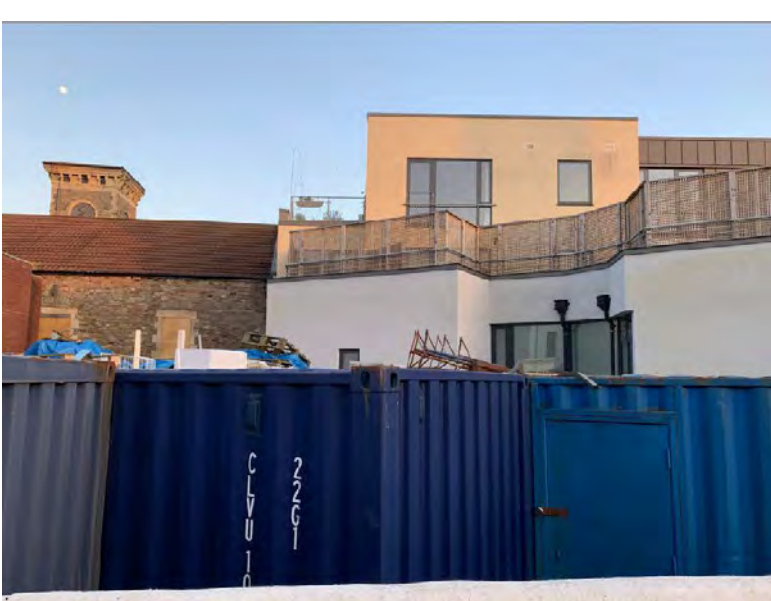
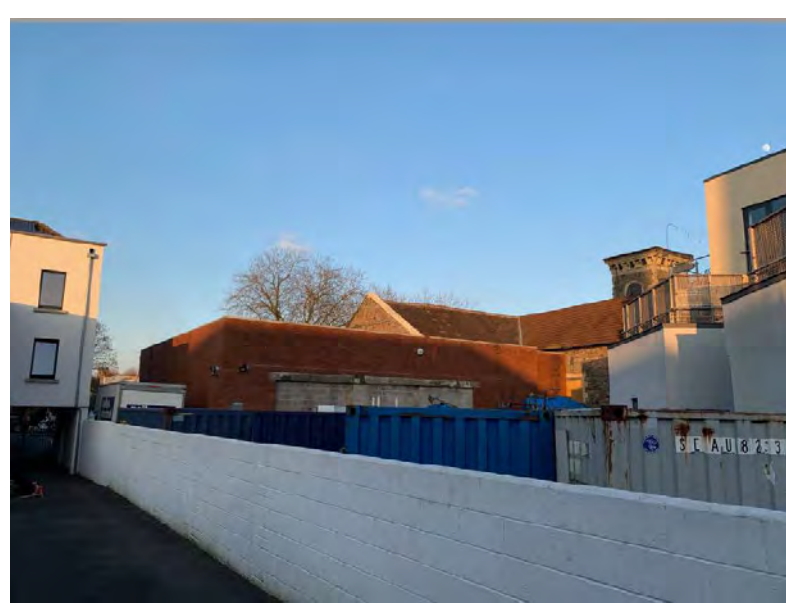
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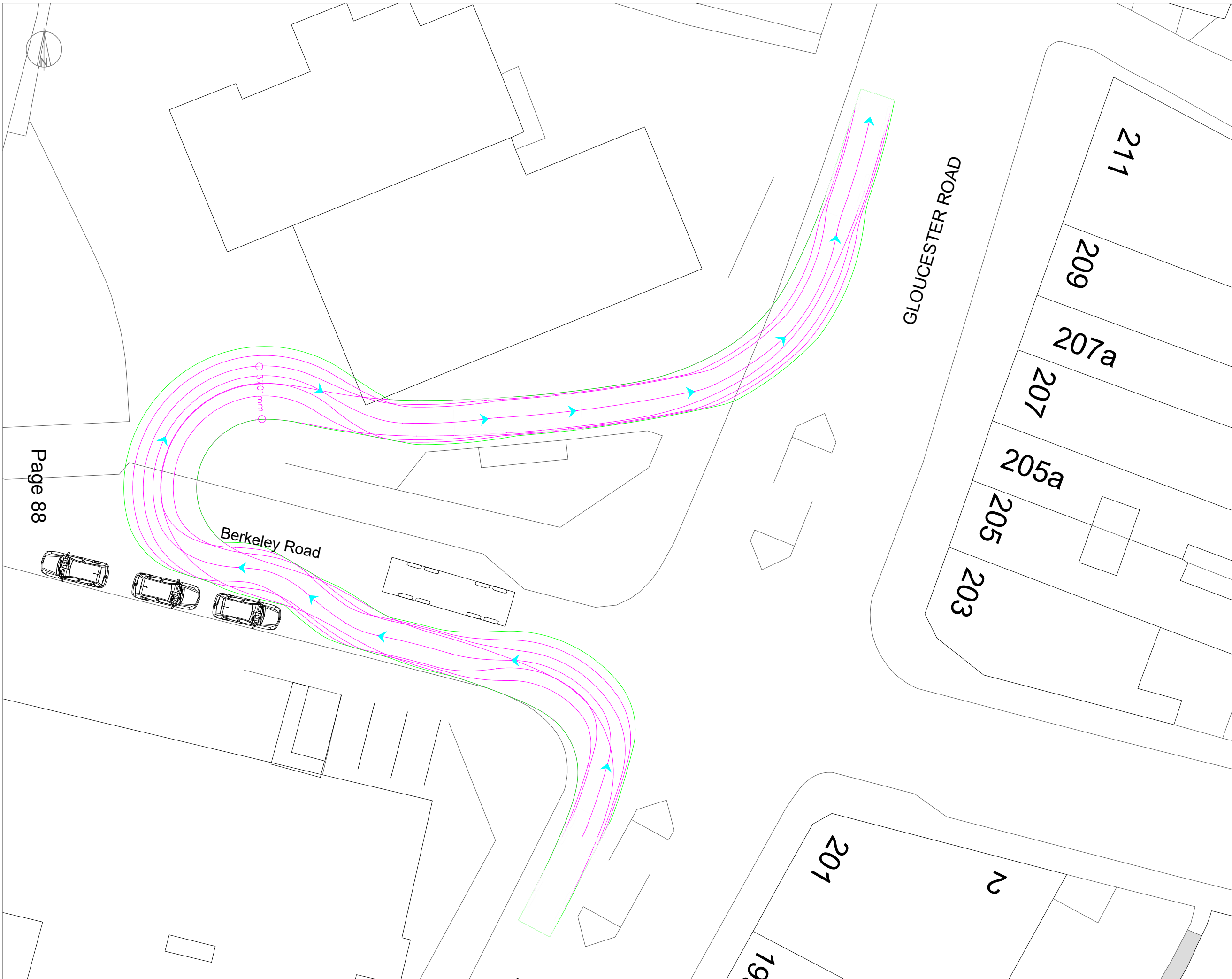


# Site Photos- Various Dates- 2019 to Present





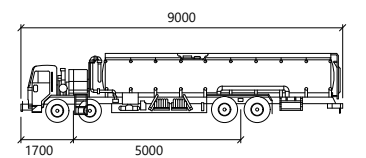




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NOTES:  
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 Drawing based on David Cahill Design Consultants Proposed Site Plan 3516/10/B, dated October 2022 and provided April 2023.

A	Updated for officer comments	JT	28.04.23
ISSUE	REASON FOR REVISION	BY	DATE



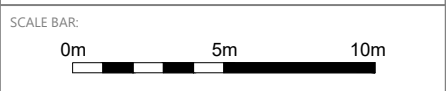
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 Steering Angle : 39.5

PROJECT:  
 102 GLOUCESTER ROAD  
 BRISTOL

CLIENT:  
 DAVID CAHILL DESIGN  
 CONSULTANT

PROJECT REF: 2383	DRAWING NUMBER: TR01	SCALE (AT A3): 1:250
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 SHEET NUMBER 1 OF 1

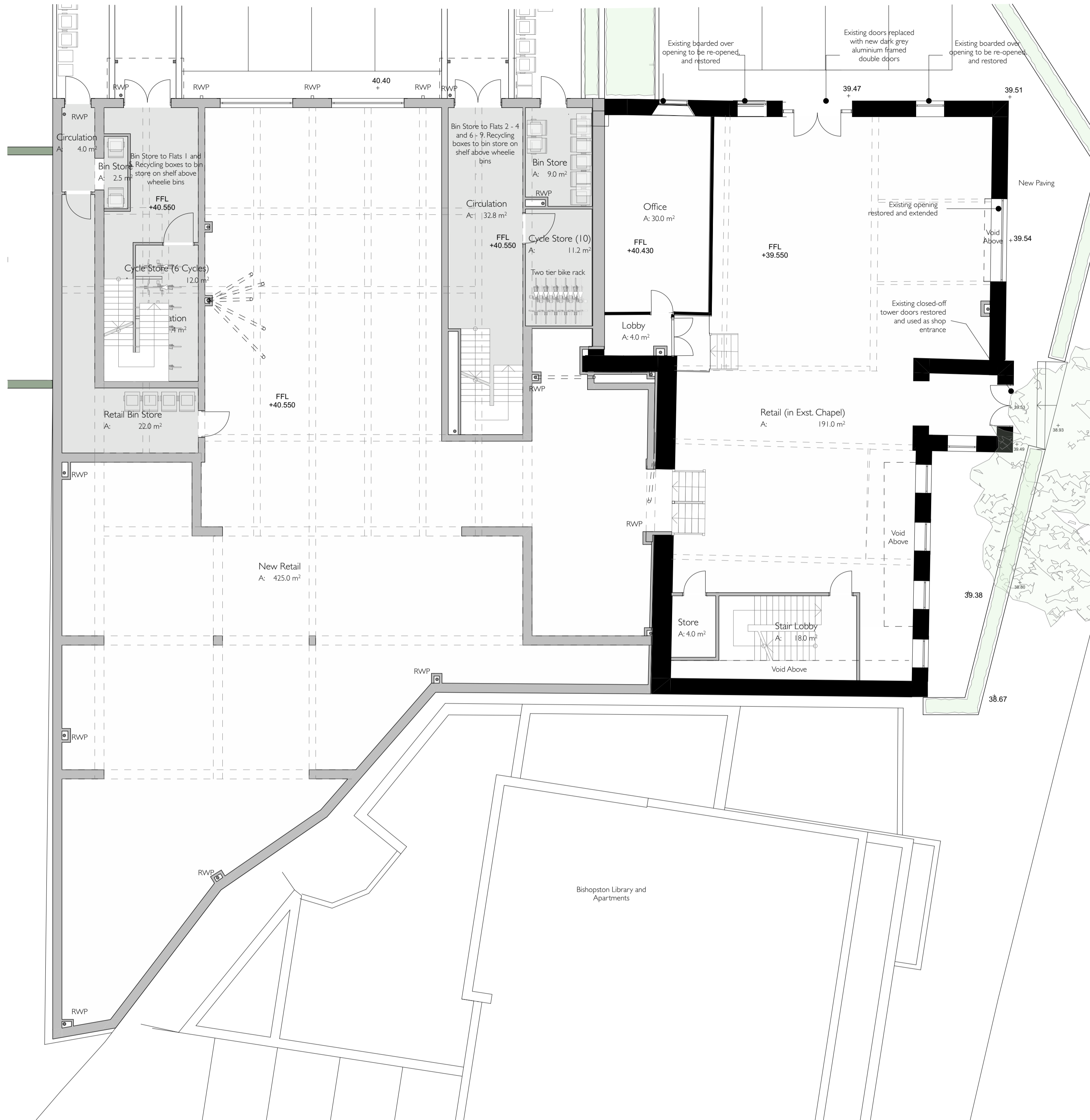


**Highgate Transportation**  
[www.highgatetransportation.co.uk](http://www.highgatetransportation.co.uk)  
 First Floor, 43-45 Park Street  
 Bristol BS1 5NL  
 01179 349 121  
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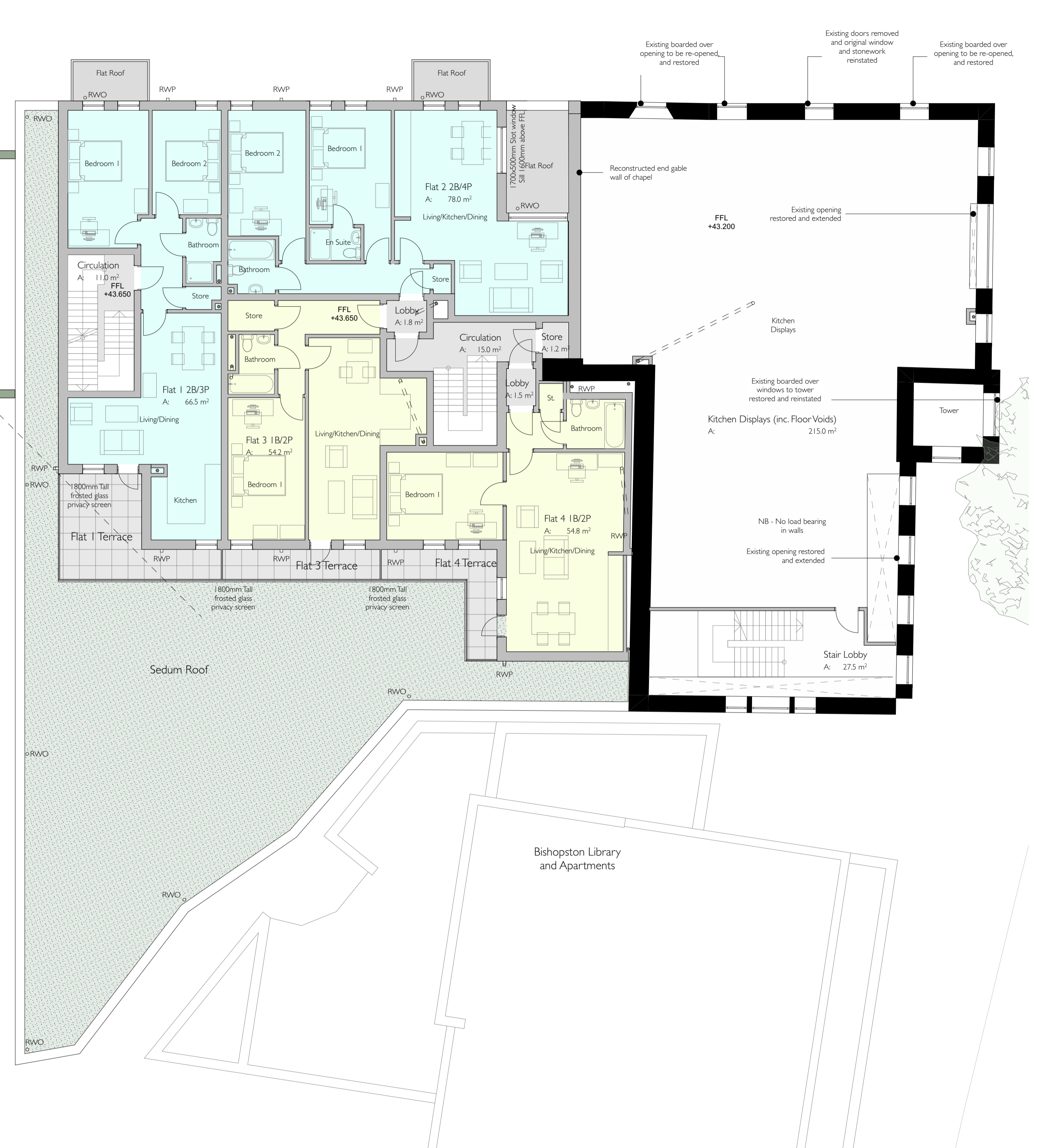
TITLE:  
 SWEPT PATH ANALYSIS  
 FUEL TANKER

DATE: 25.04.23	DRAWN BY: FB	CHECKED: DT
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Proposed Ground Floor Plan



Proposed First Floor Plan

PL08 Rev C  
Proposed Ground and First Floor Plans

1:100 @ A1

Nailsea Electrical, Gloucester Road, Bristol

**NICHOLAS MORLEY ARCHITECTS LTD**

Box House, Bath Road, Box, Corsham, SN13 8AA

Email: njm@njmarchitecture.co.uk

www.nicholasmorleyarchitects.co.uk

Revision History

Rev. C - 01.09.2020 - Amendments made in line with previous discussions with and comments from planning officer

Rev. B - 12.08.2020 - Various amendments made in line with previous discussions with and comments from planning officer

Rev. A - 20.02.2020 - Bin store notes amended and additional cycle storage area (sheffield stands) shown





Proposed Second Floor Plan



Proposed Roof Plan

PL09 Rev B  
Proposed Second Floor and Roof Plans

1:100 @ A1

Nailsea Electrical, Gloucester Road, Bristol

**NICHOLAS MORLEY ARCHITECTS LTD**

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Email: [njm@njmarchitecture.co.uk](mailto:njm@njmarchitecture.co.uk)

[www.nicholasmorleyarchitects.co.uk](http://www.nicholasmorleyarchitects.co.uk)

Revision History

Rev. B - 01.09.2020 - Various amendments made in line with previous discussions with and comments from planning officer

Rev. A - 12.08.2020 - Various amendments made in line with previous discussions with and comments from planning officer



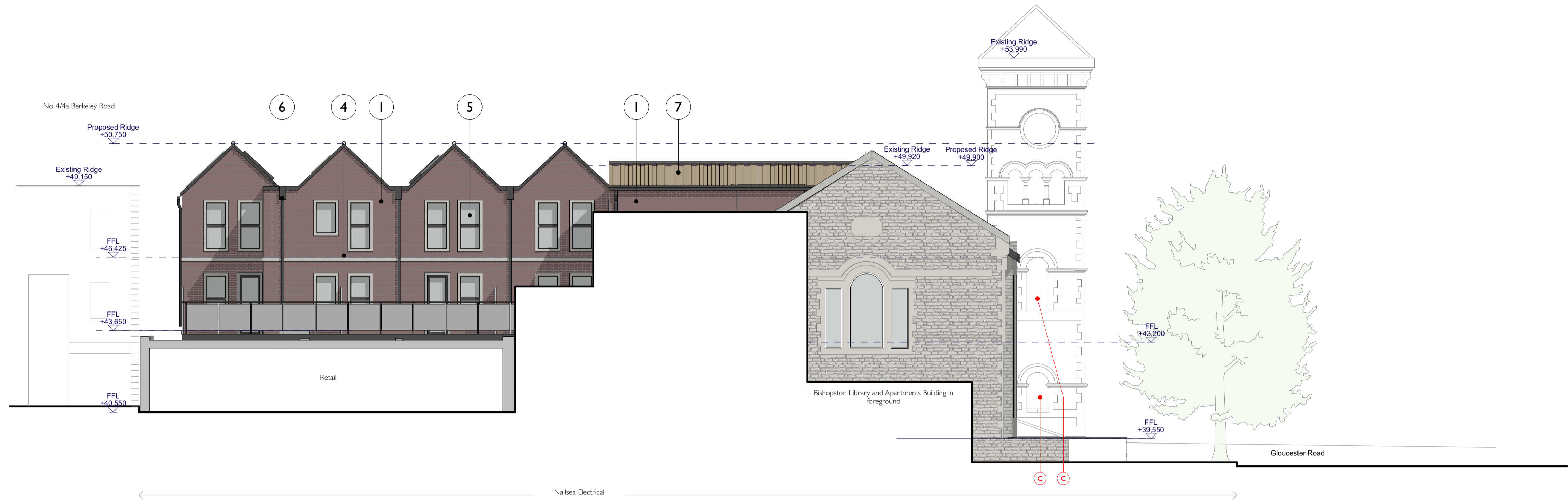
**Key for New Building Works:**

- 1 Red brickwork
- 2 Porch roof to residential entrances with flat roof with dark grey metal perimeter flashings and dark grey metal column support
- 3 Natural slate roof tiles
- 4 Bath stone banding to external walls
- 5 Dark Grey PPC Aluminium glazing system. Windows to have stone surround where indicated
- 6 Dark grey metal rainwater goods
- 7 Dark brown double roman tiles matching existing chapel
- 8 Dark grey metal signage
- 9 New pennant stone matching existing chapel with stone surrounds to new openings.

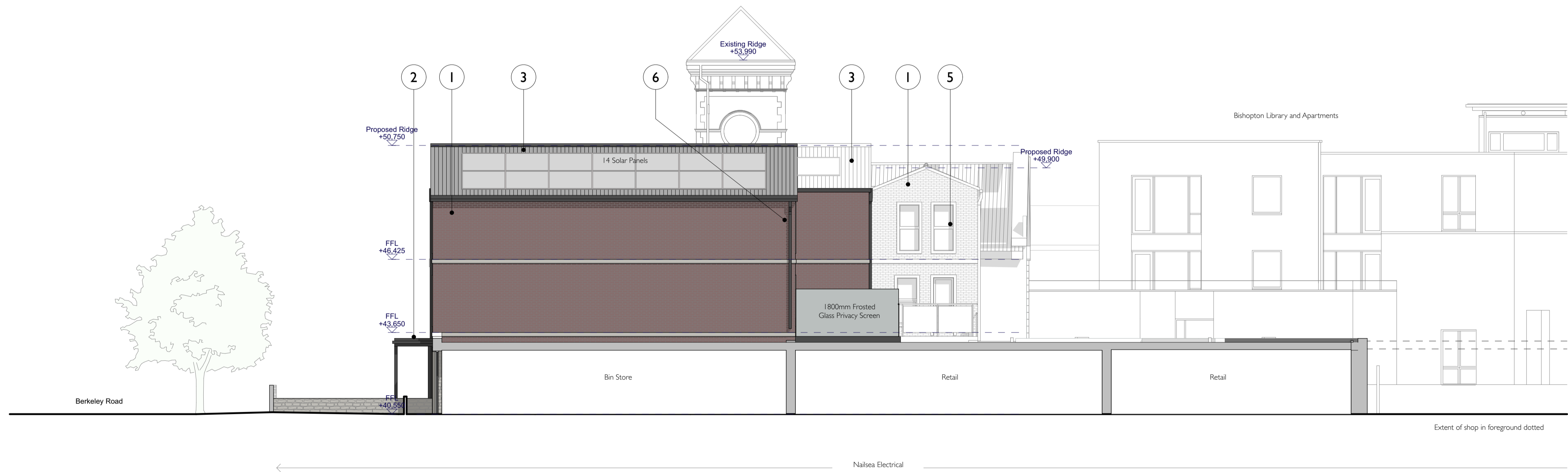
**Key for Proposed Works to Existing Chapel:**

- A Dormer window to existing Chapel to line through with existing windows below
- B New dark red/brown double roman roof tiles
- C Existing boarded up window/door to be re-opened and restored with new/repainted window frame and new glazing. Stonework window surround to be repaired and restored where needed
- D Existing opening to be restored and filled with new glazing. Size of existing opening increased
- E New rooflight in chapel roof
- F New door with glazed balustrade in existing chapel wall
- G Existing non-original doors removed and new double doors with dark grey metal frame proposed
- H New gable, coping and parapet barrier constructed. All materials to match existing chapel materials
- J Existing opened filled in with stonework to match existing

Note - All damaged/dilapidated stonework to chapel is to be repaired and restored



Proposed South Elevation



Proposed West Elevation

PL11 Rev A  
Proposed South and West Elevations

1:100 @ A1

Nalsea Electrical, Gloucester Road, Bristol

**NICHOLAS MORLEY ARCHITECTS LTD**

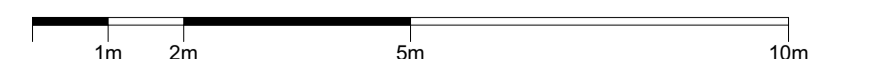
Box House, Bath Road, Box, Corsham, SN13 8AA

Email: njm@njmarchitecture.co.uk

www.nicholasmorleyarchitects.co.uk

**Revision History**

Rev.A - 12.08.2020 - Various amendments made in line with previous discussions with and comments from planning officer



Key for New Building Works:	
1	Red brickwork
2	Porch roof to residential entrances with flat roof with dark grey metal perimeter flashings and dark grey metal column support
3	Natural slate roof tiles
4	Bath stone banding to external walls
5	Dark Grey PPC Aluminium glazing system. Windows to have stone surround where indicated
6	Dark grey metal rainwater goods
7	Dark brown double roman tiles matching existing chapel
8	Dark grey metal signage
9	New pennant stone matching existing chapel with stone surrounds to new openings.

Key for Proposed Works to Existing Chapel:	
A	Dormer window to existing Chapel to line through with existing windows below
B	New dark red/brown double roman roof tiles
C	Existing boarded up window/door to be re-opened and restored with new/repaired window frame and new glazing. Stonework window surround to be repaired and restored where needed
D	Existing opening to be restored and filled with new glazing. Size of existing opening increased
E	New rooflight in chapel roof
F	New door with glazed balustrade in existing chapel wall
G	Existing non-original doors removed and new double doors with dark grey metal frame proposed
H	New gable, coping and parapet barrier constructed. All materials to match existing chapel materials
J	Existing opened filled in with stonework to match existing

Note - All damaged/dilapidated stonework to chapel is to be repaired and restored



Proposed North Elevation (Berkeley Road)



Proposed East Elevation (Gloucester Road)

**Revision History**

- Rev. C - 01.09.2020 - Amendments made in line with previous discussions with and comments from planning officer
- Rev. B - 12.08.2020 - Various amendments made in line with previous discussions with and comments from planning officer
- Rev. A - 20.02.2020 - Spandrel panel locations switched to adjacent window

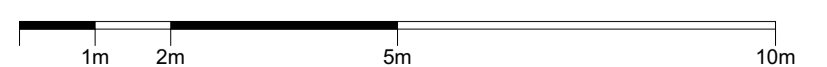
PL10 Rev C  
Proposed North and East Elevations

1:100 @ A1

Nailsea Electrical, Gloucester Road, Bristol

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**WARD:** Hotwells & Harbourside

**SITE ADDRESS:** U Shed Canons Road Bristol BS1 5UH

**APPLICATION NO:** 22/00933/F Full Planning

**DETERMINATION DEADLINE:** 21 June 2023

**Redevelopment of site involving the demolition of existing building to facilitate the erection of a four storey building comprising offices at upper levels (Use Class E) with flexible active ground floor uses (retail, commercial, food and beverage, drinking establishment, hot food takeaway) (Sui Generis/Use Class E), cycle parking, servicing arrangements, public realm works and landscaping (Major).**

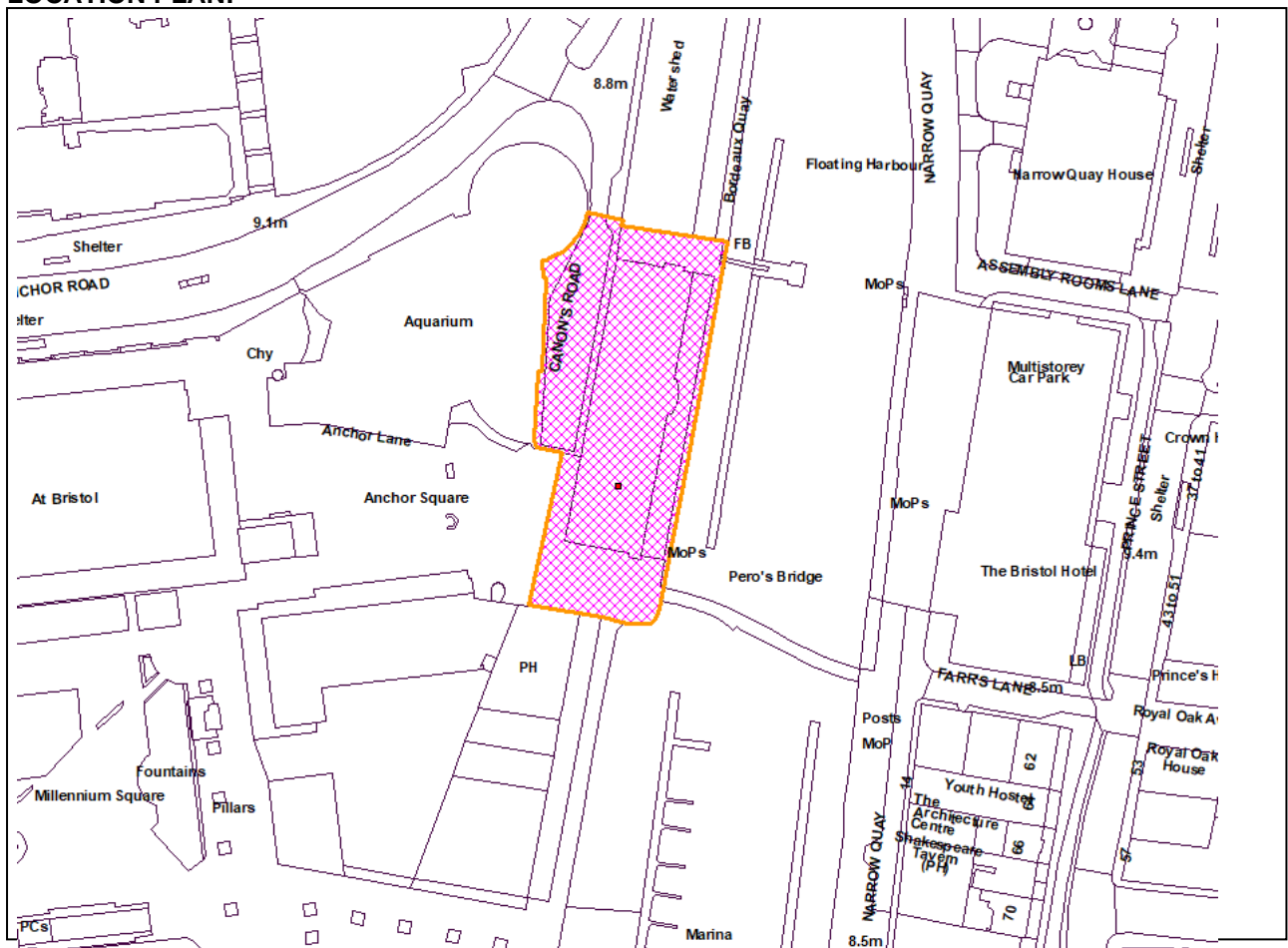
**RECOMMENDATION:** Refuse

**AGENT:** Avison Young  
St Catherine's Court  
Berkeley Place  
Bristol  
BS8 1BQ

**APPLICANT:** BEGG (Nominees) Limited  
C/O Agent

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

**LOCATION PLAN:**



**Development Control Committee B – 13 June 2023**  
**Application No. 22/00933/F : U Shed Canons Road Bristol BS1 5UH**

## SUMMARY

This is a full major planning application for the demolition of the existing building and construction of a four-storey building with plant room above comprising offices at upper levels (Use Class E) with flexible active ground floor uses (retail, commercial, food and beverage, drinking establishment, hot food takeaway) (Sui Generis/Use Class E) and associated cycle parking, servicing arrangements, public realm works and landscaping. The application has not been referred to a Development Control Committee by a Ward Member, however it is considered given the level of public interest, the scale of the proposal, prominence of the site and nature of the relevant key issues that the consideration of the application by Committee would be appropriate.

The application is recommended for refusal on the grounds that the proposed development, by way of design, scale and massing would result in unacceptable harm to the City Docks Conservation Area, setting of the College Green and City and Queen Square Conservation Areas and setting of nearby Listed Buildings including the Grade I Listed Bristol Cathedral.

The proposed development would appear as a modern office block and sit discordantly within the Bordeaux Quay maritime building setting. It would be of an unacceptable, excessive height and would fail to respond to the special character of this part of the City Docks Conservation Area and would harm the setting of the adjacent City and Queen Square Conservation Area on the opposite side of the Floating Harbour.

It would dominate and therefore harm the setting of the adjacent Grade II Listed W Shed (Watershed Building) and would interrupt key views within the City Docks Conservation Area, views into the College Green Conservation Area and out of the City and Queen Square Conservation Area. It would harm or remove views of the Grade I Listed Cathedral and Grade II\* Listed Cathedral School compound and views of the cascading topography from the south and east sides of the Floating Harbour.

The design and materiality would fail to respond to the setting of the area and would therefore fail to preserve or enhance the special character of the City Docks Conservation Area.

The public benefits offered are considered to be limited and fail to outweigh the harms identified.

## SITE DESCRIPTION

The application relates to a building known as U-Shed on the west side of the Floating Harbour, immediately to the north-west of Pero's Bridge. The unit is currently occupied as two separate units, Za Za Bazaar restaurant and BSB The Waterside bar / restaurant. The site falls within a designated leisure frontage, as shown on the Central Area Plan proposals map.

The site is located in the City Docks Conservation Area, close to the boundaries with the City and Queen Square and College Green Conservation areas. The U Shed building is identified (with the adjoining W shed to the south) as a Character building in the City Docks Conservation Area Appraisal (2008). The Watershed buildings (E and W sheds) to the immediate north of the site are both Grade II listed and identified as Landmark buildings within the Conservation Area.

Other listed buildings in close proximity to the site are the 'We The Curious building' which is Grade II listed and the Grade II Listed Wildscreen Trust Limited building and attached chimney (former leadworks). The Grade I Listed Cathedral and Grade II Listed Wills Memorial Buildings are also set above the existing building in views across the Floating Harbour from the south. The site lies within Flood Zones 2 and 3. The building fronts onto (and overhangs) the pedestrian walkway identified

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as a Primary pedestrian route in the Central Area plan.

#### APPLICATION

Planning permission is sought from the demolition of the existing building and construction of a four-storey building with plant room above comprising offices at upper levels (Use Class E) with flexible active ground floor uses (retail, commercial, food and beverage, drinking establishment, hot food takeaway) (Sui Generis/Use Class E) and associated cycle parking, servicing arrangements, public realm works and landscaping.

Please refer to full plans, supporting documents and technical notes of file for full details.

#### RELEVANT PLANNING HISTORY

There is an extensive planning history relating to this site. The most relevant applications of which are:

20/05085/PREAPP: Change of use and extension of the U-Shed building from café/ bar/ restaurant use to Class E (office) alongside sui generis (restaurant/ café) uses at ground floor level. The proposals seek to retain retail/ leisure uses at ground floor level and to provide approx. 3,790m<sup>2</sup> of new office floorspace. CASE CLOSED 14.05.2021

11/02083/F: Conversion of nightclub (Use Class D2) at first floor level and bar/restaurant (Use Class A3) at ground floor level into one restaurant over two floors with bar at ground level, and associated external alterations. GRANTED on 29.02.2011.

96/01481/F: Refurbishment of V Shed and erection of new U Shed. APPROVED on 28.08.1996, DECISION NOTICE dated 26.11.1997.

93/01483/F: Conversion & refurbishment of buildings to facilitate the use as mixed retail, food & drink and leisure uses. GRANTED on 12.02.1997.

93/01409/L: Part demolition of U and V sheds. GRANTED on 6.10.1993.

#### PRE-APPLICATION COMMUNITY INVOLVEMENT

##### i. Process

The application was accompanied by a Statement of Community Involvement, which outlines the measures taken to engage with local communities prior to the submission of the application. The following measures were identified:

- The Bristol Neighbourhood Planning Network was consulted at the outset. The Ward councillor was briefed on site.
- Meetings were held with representatives of We The Curious and Watershed to discuss the public realm works and to brief them on the overarching proposals for the U-Shed
- The applicant held an online briefing for Bristol Civic Society (BCS) and Bristol Walking Alliance (BWA) (BCS had also responded in May 2021 as part of the pre-application planning advice process).
- City Centre Business Improvement District was briefed.
- A slot to present to Bristol Harbourside Forum was secured.
- The applicant ran a well-promoted online consultation. Media coverage promoted the proposal;

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981 A5 postcard invitations were posted to homes and businesses in the area; 13 feedback forms were received.

- The applicant states that most of the limited number of respondents support the proposals, though some questioned the demand for office space and two suggested the height should remain the same as Watershed. Public realm improvements were widely welcomed, but attention was drawn to the need to ensure conflict between pedestrians, cyclists and diners is avoided.

ii) Fundamental Outcomes

In response to the feedback, the applicant has:

- Repositioned the bike stands from the Harbourside to declutter this prime area of public realm. Six of the twelve bike stands have been relocated to the south of UShed, and six moved further west to Anchor Square.
- Repositioning all twelve to Anchor Square was discounted as it will be important to have some bike stands remaining within the public realm at a key active travel node near Pero's Bridge.
- In liaison with Watershed, the project team has sought to create an active frontage to Anchor Square to ensure this space is enhanced, with better natural surveillance;
- Reviewed the positioning of the Canon's Road bollards in response to consultation feedback, including from Avon and Somerset Crime Prevention Design Advisors.

It is understood that no direct consultation or communication with the existing occupier (Za Za Bazaar) has taken place and an objection from the Director of Operations has been submitted which includes reference to this.

RESPONSE TO PUBLICITY AND CONSULTATION

127 Neighbouring properties were consulted by letter. In addition, a site notice was posted and press advertisement published.

In total 443 of representations have been received, with 438 objections and 4 in support as of 10am on Monday 5th June 2023. Given the large number of objections being received on a daily basis at the time of writing this report, an updated figure will be provided on the Amendment sheet.

It is noted that a large number of objections include what appears to be standard text about 'loss of 200 jobs'. The applicant asked Officers to verify that these objections were legitimate and it does appear that they are from separate individuals and not one person with multiple email addresses. The applicant has indicated that this is as a result of information being shared with visitors to Za Za Bazaar, the occupant of the existing building.

The key reasons for objection are summarised as:

Design and Impact on heritage assets

- The height of the proposed building is too tall and blocks views within the City Docks Conservation Area.
- The height of the building is too tall in comparison to other dockside buildings and would seriously detract from the character of this side of the Floating Harbour.
- Loss of the visual and historic unity of the Bordeaux Quay waterfront.
- Blocking of views of the Cathedral.
- Loss of the gabled roof form mirroring that of V Shed.
- Loss of views and heritage would negatively impact Bristol as a tourist attraction destination
- The area should be kept for leisure use, offices should be nearer the train station.
- Road closures in the area make it harder for people to get to work in offices in this location



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## Impact on the use and economy of the area

- The City Centre is dying and needs leisure outlets to keep it as a destination for residents and visitors
- The current building and occupant serves up to 15,000 customers every week from the local community and tourists from outside the city
- Plenty of existing vacant office space in Bristol already with more people working from home.
- Harbourside is a leisure destination and not a place for offices.
- Loss of 230 existing jobs and a successful business
- The loss of many evening jobs would negatively impact the student community who fill many of the jobs.
- The staff and visitors to the current business is far larger than the number of regular office workers that would be employed in the new development.
- Loss of a key and destination business (Za Za Bazaar) and a go-to venue for community and family events
- Loss of a much-loved restaurant with deep community ties
- Loss of existing use would have a detrimental effect on the area as a leisure destination and evening economy
- The offices would only provide footfall during the day. The current development provides a greater footfall during the day and also at night
- Impact on neighbouring businesses during construction
- The welfare of existing staff, employees and supply chain must be considered and socio-economic impacts if the existing business is forced to close.
- Development would benefit private investors at the cost of the city, social scene, tourism offer and employees at the existing building.
- With remote and hybrid working, the new office would be largely empty at the expense of a busy leisure destination.
- There is already a shortage of outdoor seating in the area on sunny/warm days. This would result in further loss of choice and outdoor seating areas.
- Za Za Bazaar has trained many chefs and managers that have gone on to open restaurants around Bristol. The loss of this business would negatively effect the food industry.

## Sustainability and environmental concerns

- Harm to the environment by way of demolition of a safe, young building.
- Focus should be on refurbishing the many existing vacant office buildings rather than demolishing a young building in active, sustainable use.
- The Carbon cost of demolition and reconstruction needs to be considered and by this alone this proposal should be turned down.

## Amenity Concerns

- Office use in this location would prejudice the large number of restaurants and bars in the leisure frontage and would be negatively impacted by noise and odour from the kitchens and plant machinery.
- Harm to the amenity of the area during construction and negative impact on the tourism offering and local businesses.

In total 4 representations have been made in support of the application. The key reasons for support are summarised as follows:

- The area is tired and needs public realm investment
- The area would bring more active frontage and greenery to Canon's Road
- U Shed is a tired building
- Additional footfall from office workers would be welcomed

Bristol Civic Society has objected to the proposal, commenting as follows:

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'Bristol Civic Society OBJECTS to this proposal. The proposed development is of excessive height in this sensitive Harbourside location, and its design is not of sufficient quality.

Harbourside is one of Bristol's most significant destinations. Residents and visitors alike are drawn by the compelling mix of maritime activities, heritage buildings, leisure facilities and iconic views. U-Shed occupies a central position. Although a relatively modern addition, the gritty nature of the existing building successfully links today's harbourside vibrancy with what was a working dockside. This is exemplified by the building's roofline with its echoes of the location's maritime past.

Bristol is a hilly city and the views out from the Dockside Conservation Area are a significant part of the conservation area's character and appearance. The proposed building's height inserts itself into the views from Narrow Quay and M-Shed, shrinking the topography to the detriment of the views and overall character of the conservation area. The height also adversely interrupts the cascade of buildings that is critical to the views enjoyed from these vantage points. This adverse impact is exacerbated by the proposed roof design. The proposed design bins the M-shaped gables that are a significant characteristic of the existing building and, instead, introduces a horizontal slab that is reflective of the disappointing Bristol Hotel and severs the link with the architecture of the adjoining Watershed. This adverse impact is not mitigated by the faux, fenestrated pitches inserted under the enormous expanse of flat roof.

Sadly, and irrespective of any urban design merits, the replacement building is "anywhere architecture" that does a disservice to its location. It is not the good design demanded by national planning policy and cuts across local design objectives.'

The Conservation Advisory Panel has objected to the proposal, commenting as follows:

'Although the building is relatively recent, its robust nature successfully refers to what was a working dockside. This includes the building's roofline with its references to the quay's maritime past.

The height of the proposed building blocks views out from the Dockside Conservation Area which are a significant part of the conservation area's character and appearance. The height would also adversely interrupt the topography of buildings that is critical to the character of the conservation area. The building would have an adverse impact on the setting of listed buildings including Grade I and II\* buildings in the Cathedral precinct.

The vertical character of the upper storey would not relate to the low horizontal nature of the original transfer sheds which was repeated in the existing building. The demolition of a building constructed in the 1990s is contrary to Local Policy DM26.'

The City Centre Business Improvement District (BID) has written in support of the application, commenting as follows:

'The City Centre Business Improvement District (BID) fully supports this application. Harbourside is one of Bristol's most important and iconic destinations, there are many marvellous and successful attractions, restaurants and cafes as well as the open spaces and office based businesses.

We will always welcome positive investment in the area and the development at U-Shed and the associated public realm investment will make a significant improvement to an area that can feel unloved and unwelcoming. Opening up the building onto Canons Road will address this and is very much to be welcomed as will improve the feel of the area and build confidence in the safety of the area. Retaining the opportunity for restaurants and cafes on the ground floor will help to retain the

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lively and vibrant feel and keep the area animated and safe at all times.

The actual design and use of the proposed building is also beneficial as it brings further employment opportunities to the area and the additional storey sits well in the surrounding landscape of existing buildings.

The added employment within U-Shed will also contribute to the overall success of the area by increasing the numbers who would use local hospitality and leisure businesses providing a much-needed fillip to many small, independent businesses in the immediate vicinity.'

**OTHER COMMENTS:**

Historic England has commented as follows:

Initial Comments (12th May 2022):

'Significance of Designated Heritage Assets The proposals to increase the height of U-Shed are located within the former industrial Canon's Marsh area and Bristol Docks. The area retains some historic industrial buildings (some as designated heritage assets), including The Watershed and the eastern half of a railway goods shed for the Great Western Railway (now converted as We the Curious). This area is now thoroughly re-developed into a leisure and key visitor hub within the city centre. The success of the harbourside area is as a result of the focus of the city's cultural activities and attributed to the repurposing of historic buildings in a way that hasn't compromised the maritime industrial character of this part of the city. The area is rightly protected through Conservation Area designation.

To the immediate north is the Cathedral precinct with a highly significant group of Grade I and II\* designated assets. Bristol Cathedral is one of England's great medieval churches. It originated as an Augustinian Abbey, founded c. 1140. It is sited on raised ground overlooking the historic confluence of the Frome and the Avon. This forms the backdrop to the application site, with the more prominent views across the city skyline from the south side of the Floating Harbour. The rising topography affords an important and rich composition of historic buildings and structures, the settings of which contribute to their significance, and which collectively defines Bristol's unique and distinctive cityscape.

The site is also within the City Docks Conservation Area; as set out in Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 there is therefore a requirement for the Local Authority to have special regard to the of preserving or enhancing its character. As U-Shed would be within the setting of highly graded heritage assets, these being within the top 2% of designated assets, greater weight should be given to their conservation. The National Planning Policy Framework (NPPF) defines 'conservation' as 'the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance'.  
 Summary of proposals.

The application proposed the redevelopment of site, involving the deconstruction/demolition of existing building to facilitate the erection of a four-storey building comprising offices at upper levels with flexible active ground floor uses.

**Impact of the Proposed Development**

The existing building was constructed in the 1990's and from the photo taken of the original building in the mid 1980's, it takes a steer from the former, low-slung building fronting Bordeaux Quay, albeit it with a series of parallel pitched roofs. The height of the replacement structure was deliberately restrained on account of the importance of key views of the Cathedral from the Floating Harbour

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and the overriding character traits of the Conservation Area.

The existing building appears to have an over-sized upper floor which prevents further subdivision by inserting mezzanines or a full intermediate floor. Therefore, the proposals seek to address the existing floor to ceiling heights and insert an additional storey for office accommodation. A series of options were tabled for pre-application discussions including previous iterations that appeared more assertive with a series of asymmetrical pitches. We advised that the discounted design options would counter the character and appearance of the Conservation Area and possibly compete visually with the primacy of the Cathedral tower which appears behind U-Shed from certain vantage points.

The submitted application is for a more linear approach to form with a set-back additional storey over a raised principal building with a change to the articulation of glazing of the upper floors. The retention of the deep fascia would help to emphasise the expressed concrete frame, which we consider to be a valid structural aesthetic.

This represents a change in the more horizontal proportions of the existing building and the original 1920's transit shed for that matter.

We previously advised on the pre-application proposals that the greater verticality given to the 'piano noble', by virtue of an increased eaves height and additional vertical divisions in the façade, would counter the existing and former ground-hugging character of the full elevation along the entire quayside, by virtue of the resulting step in the extended dockside elevation. This is a key and important characteristic of the full elevation along St Augustine's Reach, providing a strong and consistent roofline. While measured drawing were not submitted as part of the pre-application submission, it would appear that the principal eaves height of the proposed building is a little higher than that previously tabled for discussion. While we understand the rationale for the additional floor, we consider that the impact of the additional eaves height could be mitigated through a modest reduction.

The form of the upper storey appears more recessive than other previous options and does not draw undue attention against the rising historic city behind, particularly from closer views where it becomes less prominent due to its set-back position. The façade treatment of this upper storey has evolved since the pre-application submission to include an externally expressed truss frame. Other design developments since the previous iteration include geometric and more abstract metal faced panels with inspiration taken from the crane frame construction found on the south side of the Floating Harbour. This will provide a degree of context and solidity where this better responds to the post-industrial aesthetic of the Conservation Area.

Regarding the proposed concrete frame approach, we previously expressed a preference for a previous option that better articulated the column heads. However, this option has since been discounted and therefore the detailing of column and beam thresholds will need careful thought in terms of detailing to better emphasise the architectural form and function.

In summary, we do not consider that the proposals will result in a significant or harmful degree of change on views of the tower of the Cathedral from the south side of the Floating Harbour or more pertinently, the view from Narrow Quay (as this is more of a glimpsed view). However, the principal impact and harm will be on the character and appearance of the Conservation Area and setting of closer, Grade II assets, which we defer to your specialist conservation advice.

NPPF 206 requires Local planning authorities to look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably. We advise that a reduction in the building height would help preserve the character and appearance of the Conservation Area.

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### Planning Legislation & Policy Context

Central to our consultation advice is the requirement of the Planning (Listed Buildings and Conservation Areas) Act 1990 in Section 66(1) for the local authority to "have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses". Section 72 of the act refers to the council's need to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area in the exercise of their duties. When considering the current proposals, in line with Para 194 of the NPPF, the significance of the asset's setting requires consideration. Para 199 states that in considering the impact of proposed development on significance great weight should be given to the asset's conservation and that the more important the asset the greater the weight should be. Para 200 goes on to say that clear and convincing justification is needed if there is loss or harm.

Historic England's advice is provided in line with the importance attached to significance and setting with respect to heritage assets as recognised by the Government's revised National Planning Policy Framework (NPPF) and in guidance, including the Planning Practice Guidance (PPG), and good practice advice notes produced by Historic England on behalf of the Historic Environment Forum (Historic Environment Good Practice Advice in Planning Notes (2015 & 2017)) including in particular The Setting of Heritage Assets (GPA3).

Heritage assets are an irreplaceable resource NPPF 189 and consequently in making your determination your authority will need to ensure you are satisfied you have sufficient information regarding the significance of the heritage assets affected, including any contribution made by their settings to understand the potential impact of the proposal on their significance NPPF 194, and so to inform your own assessment of whether there is conflict between any aspect of the proposal and those assets' significance and if so how that might be avoided or minimised NPPF 195.

The significance of a heritage asset can be harmed or lost through alteration or destruction of the asset or development within its setting. As heritage assets are irreplaceable, any harm (whether substantial or less than substantial) is to be given great weight, and any harm to, or loss of, the significance of a designated heritage asset (or site of equivalent significance) should require clear and convincing justification.

### Recommendation

Historic England has concerns regarding the application on heritage grounds. We consider that the issues and safeguards outlined in our advice need to be addressed in order for the application to meet the requirements of paragraphs 199, 200 and 206 of the NPPF. In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess and section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.

Your authority should take these representations into account and seek amendments, safeguards or further information as set out in our advice. If there are any material changes to the proposals, or you would like further advice, please contact us.'

Further comments received on 11th April 2023 in response to an email from the LPA Conservation Officer to Historic England:

### 'Impact of the Proposed Development

You have consulted us on some additional visual representations of the scheme, produced by your

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Conservation Architect, following identification of greater visual impact, particularly from views of the Cathedral from Narrow Quay.

We have reviewed this additional information against the advice given in our letter of 14th May 2023. We identified the view of the Cathedral from Narrow Quay, just south of Pero's Bridge, to be a glimpsed view (although certainly of significance, given its historic relationship with the Floating Harbour), with the more significant views experienced from the southern side of the Float Harbour. While the visual representation of the proposed development in your alternative representation of the view in the submitted TVIA indicates greater coalescence of the upper parts of the building with the silhouette of the Cathedral, we do not believe this alters our previous view. However, in our advice, we identified harm to the character and appearance of the Conservation Area, by virtue of the height and massing of the replacement building countering the low-slung character and appearance of the run of buildings fronting Narrow Quay. We therefore advised that this should be adjusted accordingly to minimise or omit the harm completely. In doing so, the impact of the proposed development on this view of the Cathedral will be reduced and minimised. We therefore maintain our view that a reduction in height should be sought before the application is determined.

#### Planning Legislation & Policy Context

Central to our consultation advice is the requirement of the Planning (Listed Buildings and Conservation Areas) Act 1990 in Section 66(1) for the local authority to "have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses". Section 72 of the act refers to the council's need to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area in the exercise of their duties. When considering the current proposals, in line with Para 194 of the NPPF, the significance of the asset's setting requires consideration. Para 199 states that in considering the impact of proposed development on significance great weight should be given to the asset's conservation and that the more important the asset the greater the weight should be. Para 200 goes on to say that clear and convincing justification is needed if there is loss or harm.

Historic England's advice is provided in line with the importance attached to significance and setting with respect to heritage assets as recognised by the Government's revised National Planning Policy Framework (NPPF) and in guidance, including the Planning Practice Guidance (PPG), and good practice advice notes produced by Historic England on behalf of the Historic Environment Forum (Historic Environment Good Practice Advice in Planning Notes (2015 & 2017)).

The significance of a heritage asset can be harmed or lost through alteration or destruction of the asset or development within its setting. As heritage assets are irreplaceable, any harm (whether substantial or less than substantial) is to be given great weight, and any harm to, or loss of, the significance of a designated heritage asset (or site of equivalent significance) should require clear and convincing justification.

#### Position

Our previous advice and concerns remain valid, given the additional information provided. We believe that both impacts of the scheme on the setting of the Cathedral and the character and appearance of the Conservation Area can be reduced in the building height is lowered.

#### Recommendation

Historic England has concerns regarding the application on heritage grounds. We consider that the issues and safeguards outlined in our advice need to be addressed in order for the application to meet the requirements of paragraphs 199, 200 and 206 of the NPPF. In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed

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buildings or their setting or any features of special architectural or historic interest which they possess and section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.

Your authority should take these representations into account and seek amendments, safeguards or further information as set out in our advice. If there are any material changes to the proposals, or you would like further advice, please contact us.'

A final additional comment from Historic England was received via email following a request for clarification from the applicant. This was sent to the applicant and Officer on 16th May 2023:

'Thank you for your email and I fully appreciate that there could be considered some ambiguity in our advice to BCC, for which I am happy to clarify. Since the submission of pre-application schemes, we have identified that the key view from Narrow Quay only affords only a glimpse of the Cathedral, as while this is intrinsically important to the character and appearance of the conservation area important, we have been consistent in advising that proposals would not result in a significant or harmful impact on this view. It could be argued that the glimpsed view also provides waymarking for pedestrians moving through this part of the city, which is important in heritage terms. However, it is the character and appearance of the conservation area that we have identified as being the primary impact.

The concluding comment in our most recent letter to BCC (April 2023) relating to the potential benefits if the building height were to be adjusted, we identified that this would also reduce the impact on the view of the Cathedral from this particular viewpoint. We would confirm that we are not raising a concern to the proposals in terms of harm caused to the Cathedral as a single asset, but rather to the character and appearance of the Conservation Area and the way in which the legibility of the Cathedral contributes to this character. '

The Conservation Officer has provided full illustrated comments which are provided on file and in supporting documentation. These comments should be read in full in conjunction with this report. The applicant has responded to these comments in a technical report uploaded to the case file on 24th May 2023.

The summary of the comments is set out as follows:

'The proposals pose harm to the architectural and historic character of Listed buildings through a negative impact on their settings, and would fail to preserve or enhance the special character of the Conservation Area. This harm is less than substantial under the definitions of the National Planning Policy Framework (NPPF), but due to its sensitive location and strength of existing character, harm would be towards the higher end of a sliding scale. It remains we are required to place "great weight" in the conservation of those assets and their significance. Proposals are considered to lack the required level of clear and convincing justification for the harm posed or attract a degree of tangible public benefits that would outweigh permanent harm to the historic environment.

We strongly recommend that this application is withdrawn by the applicant, or refused in line with national legislation, and national and local planning policies, designed to protect the historic environment. This includes, but is not limited to, The Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16 of the National Planning policy framework, Bristol Core Strategic Policy BCS22, and Development Management Policies DM26, and DM31.'

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The Urban Design Team has commented as follows:

#### Urban Context

The site forms a part of prominent, and sensitive set of buildings along the western edge of Bordeaux Quay. The collection of buildings and the harbour forms highly valued cultural and heritage assets. It is a defining feature of the city's townscape and forms the heart of historic and cultural identity of the city.

The set of buildings is characterised by low slung transit sheds. The uniform height of the buildings, industrial design character with simple structural and roof form are its key defining.

The existing building is identified as a character building in the City Docks Conservation Area Appraisal. It was built in 1990s as a replacement of the older transit shed which was found to be structurally unsound. The design of the existing building reflects the character of the original transit shed however its height, scale and massing has been increased to provide more generous floor height with services and plant equipment enclosed in the roof form.

#### Proposal

The proposal seeks to demolish the existing building and erect a building of larger scale to accommodate additional usable floorspace. Further, the proposal seeks to change the uses and access arrangement for the building. The proposal puts forward a package of public realm improvements to enhance the context of development.

#### Questioning Demolition

The urban design team questions the demolition of the existing building. Loss of character building within conservation area should be resisted. Further, the building is less than 30 years old and is structurally sound. It can be refurbished to accommodate change of use and internal reconfiguration. The generous first floor offers opportunity to introduce mezzanine level and provide more floor space. The demolition of existing building will result in loss of embodied carbon in its fabric. It cannot be supported especially considering its character-building status, the age of the building, its sound state, flexibility for reconfiguration and the state of climate emergency declared by Bristol City Council. Applicants are recommended to consider options for refurbishment and reuse of the existing building.

#### Assessment of Harm

The proposal presents building of additional height, scale and massing. It will diverge from the uniform low-slung scale of transit sheds along the harbour. Further, it will have adverse impact on and obstruct the views of significant buildings like Bristol Cathedral from the harbourside. It will appear as an unsympathetic addition to the well-formed built environment and will not be in keeping with the highly valued composition of cultural and heritage assets by virtue of disrupting the uniform low-slung development along the Quay and masking the cascade of buildings in the backdrop.

The proposed building will harm the character and settings of a number of heritage assets (conservation area, listed buildings and buildings of merit). The level of harm is less than substantial however, high degree of harm is caused. There is no justification for this harm to be necessary or unavoidable and the benefits from the proposal do not outweigh the harm.

#### Public Realm

The benefits in terms of public realm improvements are noted. The office entrance facing Anchor Square will offer improved activity and frontage to the space.



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The improvement to the paving materials and public realm enhancements are welcome. However, these improvements are of limited significance as the current landscape is of reasonable quality.

Some aspects of proposed reconfiguration and soft landscaping along Canon's Rd is uncertain due to functional requirements and underground services.

Along similar lines strategic tree planting along the south of U-Shed and the relocation of legible city signage are questionable from design perspective and may be difficult to deliver.

Reduction in height of colonnade space along the harbourside will more constrained environment and have a negative impact of user's experience.

Overall, the benefits and harm caused by the proposed public realm measures is considered to present a moderate positive impact.

#### Use

The Conservation Area Appraisal shows the site to be within cluster of Culture-Leisure uses. The proposal seeks to retain public facing food and drink use on the ground floor but changes the upper floor to office use. The change will dilute the leisure and culture focused offer in the area and offer reduced activity, especially outside office hours. The change of use is also likely to reduce the floor space that will be accessible to public along the prime leisure frontage.

#### TVIA Assessment

It should be noted that clarification on additional views was provided to the applicants on special request and the current TVIA assessment does not include all the views that need to be assessed.

The proposed scheme presents detrimental impact on the design and character of the area as noted above. The views from the opposite side of the quay which present the proposed scheme as part of low-slung transit sheds addressing the harbour, along with cathedral and other notable historic building rising in backdrop are of primary importance.

#### Architecture

The proposal presents modular bay structure which is reminiscent of the industrial character. The proposed design shows strong vertical character and does not reflect the dominance of horizontal proportions of transit sheds.

The design opts to remove the bracket detailing at junction of column omitting part of the local character. The addition of the metal lattice structure and triangular cladding system offers some visual interest. The design misses a key opportunity to express the structural frame and opts to insert derived references within the bays. Overall, the design approach is less successful in reflecting the local character and should be amended to include the obvious features of the transit shed proportions and construction.

The materials and details of the proposal are not fully clear. These however can be reasonably requested through planning condition. Pre-commencement conditions are recommended considering the sensitivity of the site.

#### Summary and Recommendations

Overall, there is no clear or sufficient justification for the harm caused to the designated heritage assets. The benefits presented by the proposed development fail to mitigate the harm caused by

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increase scale and massing. The proposal fails to preserve or enhance the character and settings of the designated heritage assets and cannot be supported.

The Urban Design Team objects to the current proposal. The applicants are recommended to consider option for refurbishment and reuse of existing building.'

The Sustainable Cities Team has commented as follows:

Initial Comments (June 2022):

'Demolition proposals

Though some strong sustainability proposals have been brought forward, we are concerned about the carbon impacts of demolishing a large building that was only built 30 years ago.

Bristol has declared a Climate Emergency and has a target of becoming carbon neutral by 2030, Local Plan policy BCS15 aims to drive sustainable design and construction, and draft Core Strategy Policy CCS4 is designed to encourage resource efficient and low impact construction. The impact of demolishing a building that is only halfway through its expected design life is difficult to reconcile with these policies and objectives.

According to the current submission, the feasibility of re-use or recycling of the steel frame is being investigated and a full embodied carbon analysis is being undertaken to assess material selection.

Though not required by policy, to provide a clear and full understanding of the proposals we recommend that a whole life carbon assessment is undertaken of the current proposals vs retaining and upgrading the existing building, and we encourage further investigation into the retention of more of the existing building, over and above the reuse of steels that is currently being investigated.

Development proposals

Notwithstanding the above comments, based on the current submission there are some areas where policy requirements are not being met or information has been not provided. As such we request that a revised energy strategy is submitted that addresses the issues detailed below.

The proposals represent a high standard of energy efficiency, with a strong 'fabric first' approach and U-Values aligned to current industry best practice.

Connection to the heat network is proposed for the office floors, with air source heat pumps proposed for heating and cooling to the commercial units. In line with the heat hierarchy the full heating load for the building, including the commercial units, should be connected to the heat network. Has the use of chillers to provide cooling on the ground floor been considered? As well as prioritising the heat network, which is a key BCC policy objective, this would potentially result in lower embodied carbon when compared to implementing both heat pump and heat network systems.

Extensive PV alongside the heat pumps will exceed the requirement for 20% carbon emissions saving through renewable energy. However, if heat pumps are removed this may need reassessment.

BREEAM Excellent is targeted for the offices and BREEAM Very Good for the commercial units. As Excellent is a longstanding policy requirement, and is within reach for the commercial units, we recommend this is still to be targeted and required via condition.

According to the energy statement, dynamic thermal modelling has been undertaken and shows compliance to overheating targets, however the assessment has not been provided. In order to

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assess compliance with BCS13, the overheating assessment should be provided prior to planning decision. This should cover the lifetime of the development (taken to be 60 years) and therefore requiring weather files for 2050 and 2080 medium emissions scenarios to be assessed.

Though green infrastructure proposed is very limited as a result of the constrained site and location, it is evident that positive outcomes for biodiversity and ecology are being pursued within the design proposals.'

Additional comments (December 2022):

'Further to comments provided in June and the request for a whole life carbon assessment to be undertaken, the applicant has responded that they "do not consider this is necessary, on the basis that it is accepted that any such assessment will undoubtedly demonstrate that upgrading the existing building would generate less carbon in comparison to the proposed development."

We note that the applicant is exploring opportunities to reuse elements of the existing structure. However, the submission states that including an additional storey or mezzanine within the existing structure is very challenging.

Though BCC does not currently have an adopted policy in relation to whole life carbon emissions, local Plan policy BCS13 requires development to mitigate climate change and reduce carbon dioxide emissions, BCS15 aims to drive sustainable design and construction, and draft local plan policy (currently out for consultation) states that development should prioritise the renovation or retrofit of existing structures. Bristol has declared a Climate Emergency and has a target of becoming carbon neutral by 2030.

In light of all the above, it remains difficult to justify the increased carbon emissions related to demolition of a building that is only halfway through its expected design life. Particularly as this challenge appears to be a result of design choices rather than driven by quality or condition of the existing structure.'

Final comments (April 2023):

'From the detail provided in the thermal comfort assessment it is not possible to determine whether the building meets policy BCS13, (particularly with reference to adaptation to future higher temperatures) which requires that:

"Development should mitigate climate change through measures including:

- High standards of energy efficiency including optimal levels of thermal insulation, passive ventilation and cooling, passive solar design
- Development should adapt to climate change through measures including:
- Site layouts and approaches to design and construction which provide resilience to climate change
- Avoiding responses to climate impacts which lead to increases in energy use and carbon dioxide emissions.

These measures should be integrated into the design of new development"

The applicant should also note the extract below from the draft local plan policy NZC2, which has been consulted on (Nov 2022) and as such now holds some weight in decision making, as well as representing a best practice approach to minimising cooling energy demand.

"Development should seek to eliminate the need for cooling systems throughout the lifecycle of the development and, where cooling systems are required, minimise their capacity and energy consumption in accordance with the following steps:

Minimise the amount of heat entering buildings during warmer months through orientation, form,

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shading, surface finish, glazing design and insulation; then  
Minimise internal heat generation through energy efficient design and specification; then  
Maximise the use of passive ventilation to manage internal temperatures; and then  
Having minimised the need for cooling, meet any residual requirement through energy efficient  
mechanical ventilation and active cooling systems

There are currently approaches to the design proposed which are likely to be contrary to policy BCS13 - largely the proposed glazing extents, which are significant and unshaded.

It has not been demonstrated that the passive solar design has been optimised to reduce energy demands whilst adapting to future climate change.

Large extents of glazing will increase solar heat gain, both during cooler months, when this will be beneficial, but also during warmer weather when this will increase cooling demand.

The passive design statement provided suggests that the large glazing extents reduce need for artificial lighting, however below desk height the glazing offers very little benefit from a daylight perspective. There will be some winter solar heat gain through the glazing below desk height but this will also increase heat loss due to the poor u-value of glazing compared to an insulated wall panel. Our main concern is that the large extents of glazing will be unnecessarily increasing solar heat gain during months when it will increase overheating risk and cooling demand, and that overall the energy demand will be increased as a result of this. The extent of glazing and lack of shading means that the glazing requires a low g-value, which also reduces beneficial solar gain in the winter and reduces light transmissions so limits the daylighting benefits.

The high levels of glazing also means the design does not include "optimal levels of thermal insulation" with the Passive Design Report showing that the average building u-value is 13% higher than the notional building and the heating energy use is 60% higher than the notional building.

#### Action for applicant

To demonstrate that policy BCS13 has been met the applicant should provide evidence that passive solar design has been optimised to reduce energy demands under current and future climate scenarios.

To do this, I'd suggest that the building is assessed using a dynamic thermal simulation model against current and future weather files - DSY1 2020, 2050 and 2080 - 50th percentile medium emissions scenario.

The applicant should report on the cooling capacity required to maintain comfort based on the operative temperatures in Appendix D, annual sensible cooling demand for the office spaces, and a breakdown of the heat gains (e.g. solar gain, internal gains etc.) in the office perimeter zones at the times of peak cooling load (as W/m<sup>2</sup> and a percentage of total) for each climate scenario - 2020, 2050 and 2080.

The applicant should then test differing glazing extent and/or external shading scenarios and g-values with the aim of identifying the optimal solution. We'd suggest that a glazing ratio in line with the LETI Climate Emergency Design Guide is tested (i.e. 25-40%) alongside other scenarios (e.g. replacing glazing below desk height with a well-insulated panel/wall). Full specifications for each scenario tested should be provided so that these can be adequately reviewed.

If the current proposal is not found to be optimal in terms of energy demand and adaptation to future climate, a revised design that complies with BCS13 will be required/ full justification will be required in order that the council can take a view as to whether this is acceptable on planning balance.'

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The Pollution Control Officer has commented as follows:

'I have looked at the above application, including the Ventilation & Extraction Statement and have no objection to the development.

In line with the recommendations made in the Ventilation & Extraction Statement and conditions on the previous, 11/02083/F, consent I would ask that the conditions below be included on any approval.

### 1. Construction Management Plan

No development shall take place until a site specific Construction Management Plan has been submitted to and approved in writing by the Council. The plan must demonstrate the adoption and use of the best practicable means to reduce the effects of noise, vibration, dust and site lighting.

#### Advice

The Construction Environmental Management Plan should also include but is not limited to reference to the following:

- All works and ancillary operations which are audible at the site boundary, or at such other place as may be agreed with the Local Planning Authority, shall be carried out only between the following hours: 08 00 Hours and 18 00 Hours on Mondays to Fridays and 08 00 and 13 00 Hours on Saturdays and at no time on Sundays and Bank Holidays.
- Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
- Procedures for emergency deviation of the agreed working hours.
- Control measures for dust and other air-borne pollutants .
- Measures for controlling the use of site lighting whether required for safe working or for security purposes.
- Procedures for maintaining good public relations including complaint management, public consultation and liaison.

### 2. Noise from plant and equipment

No commencement of use shall take place until an assessment to show that the rating level of any plant & equipment, as part of this development, will be at least 5 dB below the background level has been submitted to and been approved in writing by the Local Planning Authority.

The assessment must be carried out by a suitably qualified acoustic consultant/engineer and be in accordance with BS 4142:2014+A1:2019 Methods for rating and assessing industrial and commercial sound.

Reason: In order to safeguard the amenities of adjoining residential occupiers. The details are needed prior to the start of work so that any mitigating measures can be incorporated into the build.

### 3. Details of Kitchen Extraction/Ventilation System

No equipment for the extraction and dispersal of cooking smells/fumes shall be installed until details including method of construction, odour control measures, noise levels, appearance and ongoing maintenance have been submitted to and been approved in writing by the Local Planning Authority. The approved scheme shall be installed before the installation of any such equipment and thereafter shall be permanently retained.

Post commencement

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4. Noise from plant & equipment affecting residential

The rating level of any noise generated by plant & equipment as part of the development shall be at least 5 dB below the pre-existing background level as determined by BS 4142:2014+A1:2019 Methods for rating and assessing industrial and commercial sound.

5. Use of Refuse and recycling facilities

Activities relating to the collection of refuse and recyclables and the tipping of empty bottles into external receptacles shall only take place between 07.00 and 20.00 Monday to Saturday and not at all on Sundays or Bank Holidays.'

The Transport Development Management Officer has provided final comments as follows:

'Principle

The application is for the change of use and extension of U-Shed to provide retail/leisure uses on the ground floor and offices above. A pre-application (20/05085/PREAPP) was submitted in 2021, which Transport Development Management (TDM) commented on. Four previous sets of comments have been submitted and a meeting was held with the applicants Planning Agent, Transport Consultant and Architect on the 1st of December 2022. Subject to conditions TDM considers the proposals acceptable on highway safety grounds.

Highway Network

The site is located on Canons Road which connects to Anchor Road (A4), via a priority junction and is in the Central Parking Zone. It is not part of the adopted highway. Whilst there are double yellow lines on both sides of the carriageway as well as on-street blue badge parking, a loading bay and a taxi stand for three taxis which operates from midnight to 5am, this is managed alongside an enforcement company by We The Curious. The area is well served by public transport, with bus stops on Anchor Road, College Green, St Augustine's Parade and Broad Quay. Anchor Road forms part of the Portway cycle route and Broad Quay is the starting point of Festival Way. The walkway in front of the site is a primary pedestrian route. To date there have been two recorded accidents within the immediate vicinity of the site. The first occurred on the 11th of February 2017 at 10.58pm. It involved a collision between a car that was undertaking a turning movement from the major road and a pedestrian, who sustained a slight injury. The second occurred on the 5th of May 2018 at 2.20am. It also involved a collision between a car and a pedestrian who sustained a serious injury.

Transport Statement

In support of the application a Transport Statement has been submitted which comprises the following seven sections: Introduction, Policy Context, Existing Conditions, Development Proposals, Future Travel Demand, Summary and Conclusions. The following sections consist of a breakdown of some of the key sections with the development proposals set out within the subsequent sections of these comments.

Existing Conditions

The Transport Statement sets out that the site is in a highly sustainable location with good pedestrian, cycle, and public transport links. All the cities key cycle routes can be accessed via the City Centre including Route Four of the National Cycle Network (NCN) which runs in a west/east alignment and Route Three which follows the northern bank of the River Avon. There are bus stops on Anchor Road, Princes Street, Broad Quay, Colston Avenue and St Augustine's Parade which are served by the X1, X2, X3, X3a, X4, X5, X6, X7, X8, X9, M1, M2, U2, 1, 2, 2a, 3, 4, 8, 72, Falcon and Portway Park & Ride. Within a short walk/cycle ride of the site is Temple Meads Station which

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is on the Great Western Mainline offering services to London and South Wales, as well as to the Midlands and beyond. TDM concurs with this analysis.

#### Recorded Accidents

To determine the number of recorded accidents that have taken place for key junctions and the highway network surrounding the site, accident data obtained from Crashmap for a five-year period from the 1st of January 2016 to the 31st of December 2020 has been consulted. This confirmed that during this period 14 collisions took place of which 12 resulted in slight injuries being sustained and two resulted in serious injuries. 11 of the recorded accidents took place in 2016 and 2017, with the remaining three in 2018 and 2019 within the vicinity of the Canons Road/Anchor Road (A4) and Anchor Road/College Green junctions. There is nothing to suggest that there is anything fundamentally wrong with the design/layout of the surrounding highway network.

#### Future Travel Demand

To determine the likely number of two-way trip rates for both the existing and proposed land uses, TRICS data has been consulted (an industry standard database of trip rates used to quantify the numbers of trips associated with new developments). Rather than show the overall number of two-way trips the site will generate, it has been broken down to provide a comparison between the extant and proposed retail, commercial, food and beverage, drinking establishment, hot food takeaway usages with a separate figure for the offices. When comparing the extant to the proposed uses, the mixed uses would generate 109 two-way trips during the AM peak and 205 during the PM peak. Utilising Travelwest's Travel to Work Survey undertaken in March 2020 multi-mode trip rates have been produced. These indicate that 61% of all two-way trips will be by walking, cycling, and using public transport with just 27% by car, equating to 29 two-way vehicle trips during the AM peak and 32 during the PM peak. These trips are likely to be distributed to the adjacent car parks. TDM considers this assessment to be acceptable and concludes that the proposals will not have a detrimental impact on the surrounding highway network.

#### Travel Plan

The Framework Travel Plan that was submitted has been reviewed by the Council's Travel Plan Coordinator. To avoid unnecessary work TDM is willing to accept it in its current form. A total Travel Plan Management and Audit Fee is £9,678 required. This would need to be collected via a Unilateral Undertaking or Section 106 Agreement if other non-highway contributions are required.

#### Public Transport

TDM welcomes the applicant's commitment of £15,000 towards installing a concrete pad on College Green and a further £13,000 towards the replacement of the landing stage at the Amphitheatre with a composite structure and new wayfinding signage. This makes a total contribution of £28,000.

#### Contributions

To implement the required highway works, promote public transport use and encourage a modal shift, the following contributions are sought. These must be collected prior to commencement via a Unilateral Undertaking or a Section 106 Agreement, to enable the works to be implemented prior to completion.

#### Footway / Public Realm / Access to Anchor Square / Highway Works

As a result of the increased footfall generated by the development TDM welcomes the increased width of the footway. TDM understands that the Watershed has plans to redevelop their site and

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that increasing the width of the footway to the rear of their site, would not be appropriate at this time. TDM welcomes the provision of a dropped kerb to serve the proposed bin store. TDM had assumed that the doors were fire doors, in which case their opening outwards whilst not ideal, is acceptable. Bollards would not be welcome in this location as they would restrict usable space for pedestrians. Such facilities must be provided within the applicant's own space, not that of the adopted highway. Whilst the principle of street trees is understood and welcomed, it is still unclear if they can be provided due to existing utilities. TDM is willing to condition their installation subject to the applicant demonstrating that this is feasible through the provision of a cross-section, evidence from statutory undertakers that they are willing either for the utilities to be moved or that they can be built over and a lighting design that demonstrates that lighting columns can be installed which will not be hindered by the trees.

Outdoor seating would not be permitted within the alleyway between the site and Mackenzies Café Bar as during last summer there was seating on the Mackenzies side. Seating on both sides would restrict pedestrian movement. In respect of access to Anchor Square, TDM has been advised by the Council's Civil Protection Manager that the existing droppable bollards which provide emergency access from Canons Road into Temple Square must be replaced with hostile vehicle mitigation (HVM). The applicant has agreed to do this, which can be secured by condition. Currently whilst the Council maintains Canons Road, it is not part of the adopted highway. Due to the scope of work required it is essential that it is overseen by one of TDM's engineers to ensure that if the application were to be approved, the highway works conform to the Council's engineering standards. Whilst it is not possible for a Section 278 Agreement to be signed, the works can be conditioned. The applicant would be required to pay TDM's fees. TDM does not consider the proposed redesign of the area in front of Anchor Square necessary and would hinder the free movement of pedestrians/cyclists compared to what is currently in place.

#### Structures

Due to the site's location adjacent to the harbour walls, Approval in Principle (AiP) will be required. As the harbour walls are grade II listed, a Construction Management Plan for Major Developments will be required to ensure that they are suitably protected.

#### Car Parking / Cycle Parking

The development will be car free, although there are some on-street blue badge bays and two multi-storey car parks within walking distance of the site. TDM welcomes the provision of the cycle store for staff/visitors to the proposed offices. Storage must also be provided for the ground floor commercial units which will be delivered as part of any future fit out. This can be secured by condition.

#### Waste

TDM welcomes the commitment by the applicant to provide a single waste contractor.

#### Recommendations

Subject to removing the proposed redesign of the area in front of Anchor Square and the bollards either side of the fire door (with an amended general arrangement plan submitted) TDM considers the proposals acceptable on highway safety grounds.'

The Contaminated Land Officer has commented as follows:

'The planning application has been reviewed in relation to land contamination.



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The applicants are referred to the following

- o Bristol Core Strategy - BCS23 Pollution
- o Local Plan - DM34 Contaminated Land
- o National Planning Policy Framework (2021) Paragraphs 120, 174, 183, 184, 188
- o Planning Practice Guidance Note <https://www.gov.uk/guidance/land-affected-by-contamination>
- o <https://www.bristol.gov.uk/planning-and-building-regulations-for-business/land-contamination-for-developers>

The proposed development is sensitive to contamination and is situated on or adjacent to land which has been subject to land uses which could be a potential source of contamination. The only information we hold on this specific site is a very site investigation from 1997 and have no record of any remediation works that took place on the site. Obviously in the past 25 years our understanding of contaminated land and laboratory methods have improved considerably. As aforementioned in previous comments we would expect as a minimum as desk study to have been providing evidence that the site is suitable for the proposed use. Due to issues with our initial comments not being provided to the agents at the time this information has not been forthcoming therefore in this instance we will recommend planning conditions to be applied in the event planning permission is granted.

#### 1. Site Characterisation

Following demolition, no construction shall take place until an intrusive 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. This must be conducted in accordance with the Environment Agency's 'Land Contamination: risk management' and BS 10175:2011 + A2:2017: Investigation of Potentially Contaminated Sites - Code of Practice.

#### 2. Submission of Remediation Scheme

Following demolition no construction 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 must be 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.

#### 3. Implementation of Approved Remediation Scheme

In the event that contamination is found, no occupation of the development 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 (otherwise known as a validation report) that demonstrates the effectiveness of the remediation carried out must be produced, and be approved in writing by the Local Planning Authority.

#### 4. Reporting of Unexpected Contamination

In the event that contamination is found at any time that had not previously been identified when carrying out the approved development, it must be reported immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the

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Environment Agency's 'Land Contamination: risk management' guidance and BS 10175:2011 + A2:2017: Investigation of Potentially Contaminated Sites - Code of Practice. Where remediation is necessary a remediation scheme must be prepared which ensures 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.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Reason (for all conditions): 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. This is in line with paragraph 170 of the National Planning Policy Framework.

The application site is situated in an area where bombing took place during World War Two. As a consequence the applicants must ensure a suitable risk assessment is undertaken prior to any investigation and construction works.

Unexploded Ordnance:

Prior to commencement of development a detailed unexploded ordnance survey shall be carried out at the site to establish whether there is any unexploded ordnance, the details of which shall include any necessary mitigation measures and shall be submitted to the local planning authority for approval. The development shall be undertaken in full accordance with any approved mitigation measures.

Reason: To ensure that development can take place without unacceptable risk to workers and neighbours including any unacceptable major disruption to the wider public on and off site that may arise as a result of evacuation/s associated with the mitigation of UXO

Formal Advice: Radon

The site falls within a radon referral area, the applicant is advised to undertake a radon risk assessment to establish if radon protection measures are required as part of the development. Please note the 1km grid square maps were updated in Autumn 2022 which has seen more areas of Bristol placed in higher risk categories. An initial risk assessment can be undertaken by visiting <http://www.ukradon.org/> or contacting UK Radon on 01235 822622

The Nature Conservation Officer has commented as follows:

'The application site does not form part of any Bristol Wildlife Network sites. However, it is directly adjacent to the Floating Harbour Wildlife Corridor. It also lies within a SSSI Risk Impact Zone, but there is no requirement to consult with Natural England for small (< 1 ha) non-residential development within existing urban settings.

Having reviewed the Preliminary Ecological Appraisal (The Landmark Practice, January 2022), together with associated plans and supporting documents, I see no apparent reason for objection on ecological grounds. Therefore, I can recommend APPROVAL subject to the following conditions:

**CONDITION 1: BIODIVERSITY**

Prior to commencement of the development hereby approved, a Biodiversity Net Gain (BNG)

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Assessment shall be provided using the latest version of the Defra / Natural England Biodiversity Metric to demonstrate a positive biodiversity net gain.

The development shall be carried out in full accordance with the approved details or any amendments agreed in writing by Bristol City Council.

Reason: Ecological enhancement is a requirement of the revised National Planning Policy Framework (NPPF, 2021). The NPPF states in paragraph 174 (d) on page 50 that "Planning policies and decisions should contribute to and enhance the natural and local environment by... minimising impacts on and providing net gains for biodiversity".

**CONDITION 2: GREEN INFRASTRUCTURE**

Prior to commencement of the development hereby approved, a Method Statement prepared by a suitably qualified ecological consultant or landscape architect shall be submitted to and approved in writing by Bristol City Council for the creation of living roofs and/or walls. All details shall be shown on a scale plan of the site.

The development shall be carried out in full accordance with the details submitted or any amendments approved in writing by the Council.

Reason: To conform with Policy DM29 in the Site Allocations and Development Management Policies Local Plan, which states that: 'Proposals for new buildings will be expected to incorporate opportunities for green infrastructure such as green roofs, green walls and green decks'.

Guidance: Please see: <https://www.greenroofers.co.uk/> and <https://livingroofs.org/> for further information and the following reference: English Nature (2006). Living roofs. ISBN 1 85716 934.4  
Internet address: <https://documents.net/document/english-nature-triton-full-living-roof-the-structure-may-need-to-be-assessed.html>

Please note that a living roof can be integrated with photovoltaic panels.

The living roof should include calcareous wildflowers and should not employ significant areas of Sedum (Stonecrop), as the latter has limited value for wildlife. The Method Statement should include details of the layout (measurements should be provided), construction and design of the living roof. Design elements should include the following: stones, shingle and gravel with troughs and mounds; log piles; mounds of pure sand 20 to 30 cm deep; coils of rope and areas of bare ground. The use of egg-sized pebbles should be avoided because gulls and crows may pick these up and drop them. An overall substrate depth of at least 10 cm comprising crushed demolition aggregate or pure crushed brick is desirable. Deeper areas of substrate which are at least 20 cm deep are also valuable as they provide refuges for animals during dry spells. An area of wildflower meadow should also be seeded on the roof for pollinating insects. Details of the seed mix and planting proposed should also be submitted, together with a maintenance/management schedule.

**CONDITION 3: EXTERNAL LIGHTING**

Prior to commencement of the development hereby approved, details for any proposed external lighting shall be submitted to and agreed in writing by Bristol City Council. This shall include lux level contours superimposed on a plan of site and environs demonstrating no increase in baseline levels across the Floating Harbour.

The development shall be undertaken in full accordance with the approved details or any amendments agreed in writing by Bristol City Council.

Reason: (1) According to paragraph 185 (page 53) of the revised National Planning Policy Framework (NPPF, 2021), 'Planning policies and decisions should... limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation; and (2) to protect the functionality of the Bristol Wildlife Network.

Guidance: The Institution of Lighting Professionals (ILP) has published guidance on considering the impact upon bats when designing lighting schemes. They have partnered with the Bat Conservation Trust (BCT) and ecological consultants to write this document on avoiding or reducing the harmful effects which artificial lighting may have on bats and their habitats. This guidance is available on the ILP website as a Guidance Note (GN) and can be downloaded from:

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<https://www.theilp.org.uk/documents/guidance-note-8-bats-and-artificial-lighting/>

The Environment Agency has commented as follows:

Initial Comments (29 April 2022):

Environment Agency position

In the absence of an acceptable flood risk assessment (FRA) we object to this application and recommend that planning permission is refused. Reason The submitted FRA does not comply with the requirements for site-specific flood risk assessments, as set out in paragraphs 30 to 32 of the Flood Risk and Coastal Change section of the planning practice guidance. The FRA does not therefore adequately assess the flood risks posed by the development.

In summary, the FRA does not adequately address the proposed redevelopment's potential impacts on the integrity of the Floating Harbour walls and there is ambiguity in the FRA as to the proposed method to manage the safety of occupants now and into the future. Our specific concerns are as follows:

- Floating Harbour Walls: The FRA recommends that a condition survey be undertaken and appropriate measures identified to protect the integrity of the harbour walls during construction of the proposed development. The ability of the existing harbour walls to withstand the proposed construction should be clarified and we recommend suitable liaison be carried out with Bristol City Council's Structures team responsible for the harbour walls, supported by existing condition survey information where available and a suitable structural assessment of the impacts of the proposed development and its construction. Bristol City Council's Lead Local Flood Authority team has undertaken a detailed harbour wall survey and the applicant is encouraged to contact [flood.data@bristol.gov.uk](mailto:flood.data@bristol.gov.uk) to request relevant details adjacent to the site. Adequately documenting that the proposals will not compromise the integrity of the harbour walls will be a prerequisite of receiving an Environmental Permit which will be required in this location over and above the requirement for planning permission. In addition, any proposed benches or other landscape features proposed between the existing building footprint and the harbour wall should be demountable in the event that maintenance of harbour walls is required.

- Proposed Mitigation Strategy: The FRA "recommends" that various mitigation measures are "considered" at subsequent stages of design, but identifies, using the latest flood modelling information, that potentially hazardous flood conditions could be experienced by users of the ground floor during the course of the proposed development's lifetime.

While we support in principle the recommendations to incorporate flood resistance and resilience measures as outlined in the FRA, the choice and design of such measures relies on confirmation of the ground floor finished floor level (the FRA recommends consideration is given to raising this for example). It is also important, where a building will be occupied by multiple tenants and a mix of office users and members of the public, that a workable Flood Warning and Evacuation Plan (FWEP) be prepared and that the plan takes account of how and when any active flood defence measures would be deployed. It may be acceptable for such a plan to be prepared using the outline presented on page 29 of the submitted FRA (subject to review by the local authority emergency planner) as part of a planning condition, but we currently consider the FRA is unclear in this regard and further work is needed to outline how any FWEP would incorporate the proposed flood resistance strategy. For example:

- Where would demountable flood barriers be stored on site?
- What would the trigger be for evacuation of the office accommodation and closure of the ground floor commercial units?

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- How would installation of any demountable barriers be undertaken in tandem with the building's evacuation?
- Can passive measures, such as permanent flood proof doors, be better used to protect sensitive ground floor areas such as plant rooms?

While we acknowledge the 'less vulnerable' nature of the proposals, the scale and nature of the proposed development mean that these concerns warrant being addressed/clarified in detail prior to planning approval.

## Overcoming our objection

To overcome our objection, the applicant should submit a revised FRA to the local planning authority which addresses, to our satisfaction, the points highlighted above. If this cannot be achieved, we are likely to maintain our objection. Please formally reconsult us on any revised FRA submitted and we will endeavour to respond within 21 days of receiving it.'

## Further comments (15th June 2022)

'Environment Agency position.

We withdraw our objection subject to the comments outlined in this letter and the inclusion of the condition and informative below in any grant of planning consent:

## Condition

The development shall be carried out in accordance with the submitted flood risk assessment ('U-Shed, Bristol - Flood Risk Assessment', ref. 1062-C-RP-0001 issue 104 dated 09 May 2022, Cube Consulting Engineers) and the following mitigation measures it details on pages 29-31, including:

- Finished floor levels shall be set no lower than 9.02 metres above Ordnance Datum (AOD)
- Flood resilient design to be included as high as practicable and to a target level of 10.28mAOD, with raised or watertight service penetrations and appropriate strengthening of the building structure to withstand flood depths as detailed on page 29 of the submitted FRA.
- Provision for 600mm high demountable flood barriers across all building entrances, stored on site, as detailed on page 29 of the submitted FRA.
- Integral (passive) flood doors to be provided to all plant rooms at ground floor level.

These mitigation measures shall be fully implemented prior to occupation. They shall be retained and maintained thereafter throughout the lifetime of the development.

Reason: To reduce the impacts of flooding to the proposed development and safely manage the risk to future occupants.

Informative: The Environmental Permitting (England and Wales) Regulations 2016 require a permit or exemption to be obtained from the Environment Agency for any activities which will take place on or within 16 metres of the Floating Harbour, a designated main river (16 metres if tidal).'

The Flood Risk Officer has commented as follows:

'Regarding surface water flood risk and drainage, we have no objection but request our standard pre-commencement drainage condition is applied should planning permission be granted. I note that the FRA states that the flood response strategy will be reviewed at the next stage of design, as such I'd also recommend applying a standard condition requiring the submission and approval of a flood warning and evacuation plan prior to commencement. Finally, the FRA correctly notes that the condition of the harbour wall in the vicinity of the building is considered to be poor. The FRA states that existing foundations adjacent to the Harbour Wall will remain in-situ with no additional vertical loading placed on these elements. It is likely that an approval in principle (AiP) will be required from BCC's structures team, and I recommend consulting with them at this stage to understand if there is any in principle objections or requirement for planning conditions in addition to the usual AiP

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process.'

The Council Economic Development Team has commented as follows:

'We welcome the re-provision of active uses on the ground floor, this is consistent with policy BCAP19 (Leisure Frontages) of the Bristol Central Area Plan. BCAP6 encourages the inclusion of office uses. The proposal will contribute towards addressing the severe lack of Grade A supply within the Bristol City Centre market as identified in research conducted by agents e.g. <https://pdf.euro.savills.co.uk/uk/office-reports/bristol-office-data-q1-2022.pdf> and that provided Avison Young in support of this application.'

The proposal will create new jobs in the city centre, in addition there will be jobs created during the actual redevelopment works themselves. We would like to work with the developer to ensure that local businesses and people from across Bristol (especially excluded groups) are able to access the supply chain and employment opportunities. In terms of jobs, we would like to see a commitment to the payment of the Living Wage. We would like to include a condition for the developer to work with the Council to produce a comprehensive Employment, Skills and Business Support Plan (which needs to consider a financial contribution). This will help to ensure inclusion opportunities are maximised and the planned economic benefits are delivered.'

**Urban Design** has commented as follows:-

Adaptive reuse?

## RELEVANT POLICIES

National Planning Policy Framework – July 2021

Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocation and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2015 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.

In determining this application, the Local Planning Authority has had regard to all relevant policies of the Bristol Local Plan and relevant guidance.

## KEY ISSUES:

For information, any policies quoted in the report with the prefix BCS are from the Bristol Development Framework Core Strategy, DM are from the Site Allocation and Development Management Policies, and BCAP are from the Bristol Central Area Plan.

### A. IS THE PRINCIPLE OF DEVELOPMENT ACCEPTABLE IN LAND USE TERMS?

The site is currently occupied by a large warehouse-style two-storey building in use as a single restaurant unit.

#### Policy and History of Development

Policy BCS2 (Bristol City Centre) of the Bristol Core Strategy (2011) states that continued improvement will be promoted in regeneration areas including Redcliffe and Harbourside, and that major developments should demonstrate measures to enhance social inclusion and community cohesion, especially in respect of those communities close to the city centre.

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Policy BCS7 (Centres and Retailing) in the same document goes on to say that retail development, offices, leisure and entertainment uses, arts, culture and tourism uses will be primarily located within or, where appropriate, adjoining the centres in the identified network and hierarchy serving Bristol, that uses which contribute to maintaining the vitality, viability and diversity of centres will be encouraged and that active ground floor uses will be maintained and enhanced throughout the centres.

Policy BCS8 (Delivering a Thriving Economy) of the Core Strategy (2011) sets out that the economic performance of the city will be strengthened by providing a sufficient and flexible supply of employment land, addressing barriers to employment and promoting the city as a place to invest.

Policy BCS20 (Effective and Efficient Use of Land) states that new development will maximise opportunities to re-use previously developed land. Where development is planned, opportunities will be sought to use land more efficiently across the city. Imaginative design solutions will be encouraged at all sites to ensure optimum efficiency in land use is achieved.

Policy BCAP 19 (Leisure Use Frontages) in the Bristol Central Area Plan (2015) goes on to states that the development of uses that contribute to the leisure, entertainment and evening economy offer in Bristol City Centre will be encouraged and acceptable within the Leisure Use Frontages provided the concentration of uses would not result in harmful impacts.

Policy BCAP6 (Delivery of Employment Space in Bristol) sets out that development in Bristol City Centre will include at least 100,000m<sup>2</sup> of net additional high quality office and flexible workspace within Temple Quarter and continued office and flexible workspace as part of the wider mix of uses in the Redcliffe Way area (if sought through the neighbourhood planning process) and the North Redcliffe area.

Elsewhere within the central area, development will be encouraged to include a portion of office or employment floorspace of a scale and type appropriate to the site and its context.

Policy BCAP41 (The Approach to Harbourside) states that development in the Harbourside will be expected to enhance the role of this part of the city as an informal leisure destination and a focus for maritime industries, creative industries and water-based recreation, preserving and enhancing the setting of the neighbourhood's major attractions including the Floating Harbour itself. The accompanying text confirms the important role that Harbourside plays in the visitor economy of the city and highlights the continued importance of active ground floor uses. The inclusion of employment floorspace in new development is also mentioned here, with acknowledgement that this is likely to be of a variety of scales and types depending on the characteristics of any given site.

The building is currently occupied by Za Za Bazaar restaurant and BSB The Waterside bar / restaurant. The proposals seek to change the main use of the building from food and drink (leisure) use to office employment use (Class E), with 3 restaurant/café units on the ground floor.

As set out in pre-application advice, the existing use of the upper floors as part of a large-scale restaurant is considered to contribute significantly to the character of this part of the Harbourside as a leisure destination.

Given the leisure frontage designation, scale and prominence of the building and visibility of the upper floors, any redeveloped building should retain active use that contributes to the animation and character of Harbourside as an important leisure destination for the City, its inhabitants and its tourism offering. It is noted that the initial consent in 1996 for redevelopment of the site restricted the overall amount of B1 office floorspace (now use class E(g)) to 10% of the site, to ensure the mix of uses was in accordance with policy to achieve predominantly leisure uses and uses complementary to the area's leisure function.

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In granting planning approval for the current building, the condition set out that both U Shed and V Shed should be treated as separate units and both should include at least 65% of floorspace as retail, food and drink uses with business uses such as a radio station office and business offices limited to 10%. The reason given on that approval was 'to ensure the mix of uses is in accordance with the policy of the area, to achieve predominantly leisure uses complementary to the area's leisure function and to maximise the provision of lively public uses on the ground floors'.

This application would limit the leisure usage (restaurant/retail/commercial) to the ground floor only, changing the character of the space from predominantly leisure to predominantly business/office use. Whilst the ground floor would retain active leisure usage, there would be a significant reduction of total leisure use floorspace from 3,450m<sup>2</sup> to just 852m<sup>2</sup>, a total loss of 2598m<sup>2</sup> of floorspace within the designated leisure frontage.

A large number of objections have been received relating to the loss of the established Za Za Bazaar restaurant/bar (334 at the time of writing this report). The business occupies the majority of the ground floor and the first floor and mezzanine levels, and noting the comments made in the representations received, is understood to employ more than 200 people. The application states that the new mixed-use office/commercial/leisure building would allow for 450 employees at the site.

In terms of generating footfall for the area, whilst the number of employees on site would be approximately doubled, the overall number of people travelling to the site is likely to fall significantly, with the current occupant stating that they currently achieve up to 15,000 visits per week from members of the public. The significant reduction in leisure floorspace would therefore lead to a significant reduction in footfall to the area overall with office use seeing far less visits and limited predominantly to daytime visits only in addition to those employed at the site.

It is also noted that there has been significant demand for larger leisure units in the Harbourside area including the recently opened Lane 7 and Par 59 mini-golf themed leisure venue. The proposed development would increase the number of leisure/commercial ground floor units from two to three, albeit as smaller units.

No marketing material has been supplied by the applicant to demonstrate that either there is a lack of demand for the existing two storey building or for the additional office space. This may be due to the continuous operation of the existing Za Za Bazaar restaurant since 2011. Objections received from the Operations Director of the business state that there are no plans for closure of a viable and successful business. Za Za Bazaar is also known as the largest restaurant in the country catering for over 1000 covers and as such, is in itself a leisure destination and attraction for tourists visiting Bristol.

The City Design Group has commented that Za Za Bazaar is an anchor to the area, a known destination that everyone in the city knows. The loss of this would result in the loss of a placemaking location and positive contributor to the area.

However, although the loss of a large unit over two stories and total reduction of 2598m<sup>2</sup> of leisure use floor space within a designated leisure frontage would be regrettable, in policy terms, given the development would create additional office employment space within the city centre, it is not considered that there would be grounds to refuse the application with regard to land use alone, though a higher percentage of leisure use floorspace would be considered advantageous to the area and in line with the aspirations for the area as a leisure destination. The public benefit of retaining a destination visited by up to 15,000 people a week should also be included when weighing up the public benefits of the scheme in the planning balance as set out in Key Issue B below.



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B. IS THE PROPOSED DESIGN OF THE DEVELOPMENT ACCEPTABLE, DOES IT PRESERVE OR ENHANCE THE SPECIAL CHARACTER OF THE CITY DOCKS CONSERVATION AREA, SETTING OF THE NEARBY COLLEGE GREEN AND CITY AND QUEEN SQUARE CONSERVATION AREAS AND SETTING OF NEARBY LISTED BUILDINGS?

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Authority is also required (under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. The case of R (Forge Field Society) v Sevenoaks DC [2014] EWHC 1895 (Admin) ("Forge Field") has made it clear where there is harm to a listed building or a conservation area the decision maker "must give that harm considerable importance and weight." [48]. This is applicable here because there is harm to the listed building and conservation area caused by the proposals as set out below.

Section 16 of the national guidance within the National Planning Policy Framework (NPPF) (2021) provides guidance for 'Conserving and enhancing the historic environment'. Paragraph 199 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 200 goes on to say that any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification.

Further, Paragraph 201 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. Finally, Paragraph 202 states that 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 securing its optimum viable use. Paragraph 203 sets out that the effect of an application on the significance of a non-designated heritage asset should be taken into account and that in determining the application, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

In addition, Bristol Core Strategy (Adopted 2011) Policy BCS22 seeks to ensure that development proposals safeguard or enhance heritage assets in the city with Policies DM30 and DM31 in the Site Allocations and Development Management Policies (Adopted 2014) expressing that alterations to buildings should preserve or enhance historic settings. Policy BCS21 also requires new development in Bristol to deliver high quality urban design and sets out criteria to measure developments against including the need for development to contribute positively to an area's character and identity, creating or reinforcing local distinctiveness.

Policy DM26 in the same document more specifically states that the design of development proposals should contribute towards local character and distinctiveness by responding appropriately to the height, scale, massing, shape, form and proportion of existing buildings, building lines, skylines and roofscapes. Policy DM27 further expresses that the layout, form, pattern and arrangement of streets, buildings and landscapes should contribute towards to creation of quality urban space and that the height, scale and massing of development should be appropriate to the immediate context, site constraints, character of adjoining streets and spaces and setting. Policy DM30 further states that any extensions and alterations to existing buildings should respect the siting, scale, form, proportions, materials and overall design and character of the host building and broader street scene. DM30 further states that extensions should be physically and visually subservient to the host building, including its roof form.

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The City Docks Character Appraisal (adopted 2011) specifies that the loss of views, either to key landmarks within or outside the conservation area, or to landscapes or sites beyond is impacting negatively on the character of the Conservation Area. Proposed development north of the Floating Harbour will result in the loss of a key view from the south of the water to the Cathedral. It goes on to state that 'the Conservation Area's leisure activity is vital to its character and the wider context of Bristol. The City Docks boasts a diverse range of independent restaurants and bars, which contributes to Bristol's reputation as a city that supports and thrives on its local distinctiveness.

Office uses have tended to appear in the Conservation Area since the late 1980s, when Lloyds Bank moved to the prominent waterfront location at the Amphitheatre. South of Anchor Road are a number of substantial contemporary office blocks. Architecturally these have little relation to the historic character of the City Docks and tend to be glass curtain-walled and occupying large plots.

Policy BCAP41 (The Approach to Harbourside) in the Bristol Central Area Plan (2015) 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 neighbourhood's major attractions including the Floating Harbour itself. Development adjacent to the Floating Harbour will be expected to be of a scale and design appropriate to its setting, reflecting the special interest and visual prominence of quayside areas and character and setting of the surviving historic buildings and fabric and preserving and enhancing views to and from the Floating Harbour. Development adjacent to the Floating Harbour will be expected to retain, restore and integrate existing dockside furniture and fittings and make provision where possible for additional vessel moorings.

Policy DM22 (Development Adjacent to Waterways) sets out that development which is adjacent to waterways will be expected to maintain, enhance or create suitable public connections adjacent to the waterways for walking, cycling and maintenance and take the opportunities to enhance the recreation or leisure role of on-site waterways.

Policy BCAP30 (Pedestrian Routes) states that development on or adjacent to primary and secondary pedestrian routes will be expected to provide an appropriate and proportionate level of public realm improvements to the route. Development that would be harmful to the amenity or accessibility of primary or secondary pedestrian routes will not be permitted.

Policy BCAP32 (Quayside Walkways) states 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. Development on or adjacent to proposed Quayside Walkways shown on the Policies Map will be expected to provide or contribute appropriately towards a continuous and accessible route finished to a high standard of design including, where practical, seating and appropriate landscaping. Buildings lining existing or proposed Quayside Walkways will be expected to have active frontages onto the walkway where feasible. Development that would be harmful to the amenity or accessibility of an existing or proposed Quayside Walkway will not be permitted.

#### Demolition of the Existing U-Shed Building

The site forms a part of prominent, and sensitive set of buildings along the western edge of Bordeaux Quay. The collection of buildings and the harbour forms highly valued cultural and heritage assets. It is a defining feature of the city's townscape and forms the heart of historic and cultural identity of the city.

The set of buildings is characterised by low slung transit sheds. The uniform height of the buildings, industrial design character with simple structural and roof form are its key defining.

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The existing building is identified as a character building in the City Docks Conservation Area Appraisal. It was built in 1990s as a replacement of the older transit shed which was found to be structurally unsound. The design of the existing building reflects the character of the original transit shed however its height, scale and massing has been increased to provide more generous floor height with services and plant equipment enclosed in the roof form.

The application seeks planning permission for the demolition of the existing two storey building and construction of a four-storey office development with active ground floor commercial/leisure use. It would also include a plant room above the fourth storey.

Both the Urban Design Team and Conservation Officer have raised strong objections to the demolition of the existing building, which is identified as a Character Building within the Conservation Area Character Appraisal. Its loss would be considered to fail to preserve or enhance the Conservation Area, contrary to national and adopted local policy.

They have reiterated that the current building offers generous ceiling heights with the potential for expansion of mezzanine floors to create additional floorspace within the existing building. The limited public benefits would be outweighed by the loss of embodied carbon and state of climate emergency declared by Bristol City Council. This issue is discussed in the Sustainability Section (Key Issue C) below.

#### Scale, Massing, Impact on the Conservation Area

The development would increase the scale and massing of the existing building, raising the parapet level by approximately one third, from 10.5m to 13.7m. The overall building height would be increased from 13.5m at the ridge-height of the saw-toothed roof to 18.6m including the proposed flat-roofed plant room. The development would comprise a total of 5,802m<sup>2</sup> of internal floorspace with a net increase in floorspace of 2,352m<sup>2</sup>.

Historic England has raised concerns that the principal impact and harm posed by the scale, massing and design of the proposed building will be on the character and appearance of the City Docks Conservation Area and setting of closer, Grade II assets and deferred to the LPA Conservation Officer for further comment.

In a clarification note following a request from the applicant, Historic England reiterated that: 'While the visual representation of the proposed development in your [The Conservation Officer's] alternative representation of the view in the submitted TVIA indicates greater coalescence of the upper parts of the building with the silhouette of the Cathedral, we do not believe this alters our previous view.

However, in our advice, we identified harm to the character and appearance of the Conservation Area, by virtue of the height and massing of the replacement building countering the low-slung character and appearance of the run of buildings fronting Narrow Quay. We therefore advised that this should be adjusted accordingly to minimise or omit the harm completely. In doing so, the impact of the proposed development on this view of the Cathedral will be reduced and minimised. We therefore maintain our view that a reduction in height should be sought before the application is determined.'

The Conservation Officer has reviewed the application and has demonstrated the identification of a higher degree of harm than that suggested by the applicant and the heritage statement submitted with the application. This is demonstrated in the Conservation Officer's illustrated comments and should be read in conjunction with this report.

No revised scheme reducing the height and scale of the proposed redevelopment of the site has been submitted following the provision of the Conservation Officer's comments, with design revisions limited to a reduction in glazing to address concerns about solar heat gain and cooling

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requirements.

The Conservation Officer has strongly objected to the application and the impact of the proposed development in terms of design and heritage. The impacts are deemed to be cumulative and focus on three areas, though each is considered significant enough to warrant refusal individually. These are: Overall scale and massing; impact on neighbouring Listed Buildings and impact on views within the Conservation Area. These comments are set out in full above.

It is noted that the Conservation Officer and City Design Groups have both objected the scheme along with the Bristol Civic Society and Conservation Advisory Panel. Historic England have raised concerns with regard to the scale and massing of the proposed development and harm to the special character of this part of the City Docks Conservation Area. Full comments are set out above.

The existing building was constructed in the 1990s as a replacement for the previous incarnation which was demonstrated to be beyond repair and is specified as a character building within the City Docks Conservation Area Character Appraisal. The works were carried out in association with restoration of the neighbouring V-Shed. The consent was granted on the basis of the poor structural condition of the building and its proposed replacement with a building that closely matched the scale, material, and character of the original building.

The adjacent V-Shed is categorised as a landmark building within the Conservation Area along with the Aquarium immediately to the west of the application site. Landmarks identified for the purpose of character appraisals are buildings or structures that due to their height, location or detailed design stand out from their background. They contribute to the character and townscape of the area and provide navigation or focal points or key elements in views.

U-Shed, and its partner, V-Shed, followed a similar character to the earlier transit sheds to the north, dating from the 1890s in being a typically long low-profile design architecturally expressing the function of these buildings. They required a long frontage to service docked ships, limited storage for short-term shelter of cargo before quick transshipment away from the docks, and a narrow plan for efficient movement of goods from delivery to dispatch. As a building typology transfer sheds differ from private docks warehouses and bonded warehouses that were commonly designed for long-term storage and required greater scale and volume.

Both the Conservation Officer and Urban Design Team have specified that the group of buildings along the harbour edge (which include the Grade II Listed W-Shed immediately to the north) is of a consistent scale and reflects the heritage of the area as a working dockside. This is one of the most iconic groups of buildings in Bristol and reflect its maritime, trading history. This should be retained in order to preserve the special character of the City Docks Conservation Area.

The four buildings along this side of the Reach, together with M-Shed to the south of the dock, are either designed to, or replicate, the clear practical requirements of the transit sheds as a building type and are an architectural expression of those industrial functions. As such they have high evidential value and a group, illustrating how the docks were used and operated until their commercial closure in the 1970s.

The proposed height increase, glazed frontage and modern design interrupts the uniform character along this part of the harbour edge and would unacceptably harm the street scene from along the Quayside walkway along both sides of the Floating Harbour. It would also set a harmful precedent for future development and further erosion of the dockside architectural form and heritage. The design of the proposed building also reads as an office block rather than architecturally uniting the surrounding group of buildings and retaining any industrial maritime heritage and would result in further harm to the City Docks Conservation Area.

Views and Setting of Nearby Conservation Areas and Listed Buildings

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A full assessment of the impact of the increased height on key views are demonstrated visually in the full Conservation Officer comments on file.

The increased height would also result in overbearing of the Watershed Grade II Listed Building from the north end of the Floating Harbour when looking down from the Cascading Steps and Centre, with a discordant height of the proposed development sitting awkwardly against the height of the Watershed and roofscape of the south side of the harbour including M shed and Wapping Warf.

The discordant eaves and roof height of the building would be particularly noticeable from Narrow Quay on the opposite side of the Floating Harbour, views up Canon's Road from Anchor Square and from views from the Arnolfini and M Shed areas of the Floating Harbour.

The proposed development would be overbearing on the adjacent Grade II Listed W-Shed, home to Watershed and would be significantly taller than the surrounding buildings. Historic England have noted in their comments of May 2022 that the proposed design is taller at eaves height than the pre-application designs that the applicant consulted them on directly. Further, the new building would sit further east (towards the floating harbour) as per the existing arrangement, but the additional height and massing would further impact on the Grade II Listed W Shed, resulting in a dominant building that overshadows and dominates the Listed Building, negatively impacting its setting.

Historic England has raised concerns that the principal impact and harm posed by the scale, massing and design of the proposed building will be on the character and appearance of the Conservation Area and setting of closer, Grade II assets and deferred to the LPA Conservation Officer for further comment.

The saw-tooth roofs of both sheds are most prominent on the west elevations towards Anchor and Millennium squares, but also contribute to views around St Augustine's reach and the south side of the docks. These roofs are described in the Conservation Area Character Appraisal for the Canon's Marsh character area as: "Pitched and gabled roofs, or 'M' roofs concealed behind parapets". The regular, repetitive, gables express an industrial aesthetic and the vigour of the serrated skyline adds visual interest to the area. Glimpsed views across these roofs allow appreciation of the most important Listed building in the area: Grade I Listed Bristol Cathedral.

The City Docks Conservation Area Character Appraisal states that allow intriguing glances via gaps or intimate routes that permeate the local area. They make an important contribution to local character and distinctiveness. The legibility of the Cathedral in the docks area is important as part of its architectural and historic significance. All the land between it and the water edge was historically part of the original Abbey's demise, and the prominent position elevated above the docks emphasised the power and influence of the medieval church. There are glimpsed views of the Cathedral between the application site and Bordeaux Quay as well as from wider views within the Conservation Area, adding to the special character as well as placemaking markers. The Character Appraisal lists the loss of views caused by new developments and loss of traditional features and townscape details as threats to the Canon's marsh Character Area within the Conservation Area. It also lists the 'bland over-scaled' facades to modern buildings and sterilisation of character and poor connections between behind and between buildings as weaknesses of the Canon's Marsh Character Area.

The Harbourside Development along Cathedral Walk made special provision of an avenue between buildings to allow views of the Cathedral to remain clear from the Floating Harbour, preserving the setting of the Grade I listed Building and setting of the College Green Conservation Area. In this instance, further erosion of glimpsed views over the site will be lost and the development would fail to preserve the setting of the College Green Conservation Area.

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This application pushes beyond the marginal height increase of the current building compared to that of the previous building, with significant additional height. It goes beyond what would be considered reasonable and would interrupt the waterside frontage, impacting on historic views of Listed Buildings and the fall from what is now the Physics Building down to the Floating Harbour. It would result in a dominant building within the Floating Harbour frontage and would harm the setting of the adjacent Grade II Listed W Shed.

In addition, given the leisure usage of the harbour and attraction of the area to support the associated night time economy, night-time views are considered to be an issue. The Conservation Area Character Appraisal sets out that the leisure usage of this area is an important feature of the Conservation Area. Whilst no nighttime views or CGI images have been requested or submitted, the reflective views and lighting reflected by the water mirrors the consistent two-storey illumination that plays positively with the Conservation Area and provides an intimate and attractive setting within it. This special character should be protected and would fail to be preserved by this development. As such, the additional storeys proposed and increased scale and massing of the building are considered to harm the setting of the adjacent Watershed listed Building and special character of the City Docks Conservation Area at night as well as during daytime hours.

#### Harbourside Walls

The Grade II Listed dockside walls have the potential to be damaged both during construction and from any additional weight given the proximity of the development and basement level works. The design of the building would be considered to harm the setting of the Listed structure given that it fails to preserve the dockside heritage of the former working dock. The issue of protection of the structure could however be secured by conditioning the structural details and construction methodology.

#### Design Details

The elevational treatments of the proposed building do not include the traditional red brick of the current U-Shed and focus on extensive glazing, profiled metal panels fascia strips, and screens. The top storey would be set back from the new parapet height, with the existing saw-toothed roof evoked with angled structural members within a flat façade below the projecting eaves of a flat roof.

The proposed proportions of the building elevation would be on a wider spaced grid than the existing U-Shed, replacing the 16 horizontal divisions with eight, and an increased height given to the infill panels within the intended expressed frame structure.

The proposed corten effect metal perforated panelling that would sit in front of the two sections of curtain wall glazing to the first and second floor respond more to the exterior design of the former Unicorn Hotel Car Park on the far side of the Floating Harbour. This is within a separate Conservation Area and fails to respond to the City Docks architecture and style of the Bordeaux Quay side of the harbour in which it sits prominently.

Whilst the proposed elevation treatments align with more modern development along Anchor Road and Millennium Square, it sits discordantly within the setting of the floating harbour and maritime buildings and fails to preserve the special character of this part of the Conservation Area.

#### Quayside Walkway

The existing Quayside Walkway runs down the Floating Harbour along the frontage of V Shed and Ushed. The pedestrian area runs below the undercroft of both buildings, with the narrow strip to the front taken up by seating for the restaurants and bars that run along the leisure frontage. The space is considered to be constricting with low ceilings and can be oppressive and off-putting, particularly

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at night. The area is also prone to rough sleeping. The strip narrows in front of the ground floor section that is currently occupied by the BSB Waterside bar.

The proposed development would reduce the ceiling height above the covered walkway from 3.8m to 3m, creating an even more imposing and oppressive walkway than under the current arrangement and as such would be detrimental to the designated primary pedestrian route and negatively impact the aspiration of improved pedestrian routes around the harbourside.

#### Public Realm Works

The proposed public realm works are considered to be a positive aspect but with little overall impact. They include the relocation of cycle parking, introduction of six trees along Canon's Road and two fastigate trees located to the south of the development in line with Pero's Bridge, and the widening of the pavement along Canon's Road. Proposals set out in the Design and Access Statement also include an improved focal point adjacent to the landing of Pero's Bridge and improved circulation by decluttering the area and adding new benching and public art in the area.

Canon's Road however has relatively little footfall compared to the Quayside Walk and is predominantly a service/delivery route for the commercial operators on either side including W Shed (Watershed) and the Bristol Aquarium as well as the existing building. Whilst the entrance to the office would be located here, creating additional frontage, the northern end of the street-facing elevation would remain industrial in character with additional doors serving the three proposed commercial/leisure units at ground floor level. Given that the predominant footfall would be along the primary pedestrian route (the Quayside Walkway), it is unlikely that these entrances will be actively used, as is the case of the existing doors to the current leisure use unit.

It is also noted that there is already active frontage to the south side of the elevation fronting Anchor Square with signage and glazed panel windows and doors to Za Za Bazaar at ground and first floor level with further signage set within the gable of the southernmost section.

Further, proposals for a roof terrace at third floor level include benching and planters, however this would be considered as private benefit for the offices and not part of the public realm improvements.

The improvements to a nearby bus stop and ferry landing are welcomed but are considered to be minor alterations that would fail to provide sufficient justification or balance for the development of a four storey building in such a prominent and sensitive location within the Conservation Area.

Za Za Bazaar is an anchor to the area, a known destination that everyone in the city knows. The loss of this would result in the loss of a placemaking and positive contributor to the area. Harbourside is generally associated with leisure activities, which goes into evenings and the weekend. Offices are generally limited to office hours in the week.

It is accepted that the site is constrained and has limited opportunity to provide additional green infrastructure. However given the scale, massing and proposed materiality of the building, the public realm improvements are considered limited and would not justify the harms to the Conservation Area, setting of nearby Listed Buildings, interruption or loss of key views or harm to the prevailing street scene.

#### Design and Heritage Conclusion

Overall, it is considered that the proposed development would unacceptably diverge from the uniform low-slung scale of transit sheds along the harbour, harming the immediate street scene and views across the Floating Harbour. Further, it will have adverse impact on and obstruct the views off significant and Listed buildings including the Grade I Listed Bristol Cathedral and Grade II Listed

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Watershed Building from the harbourside. It will appear as an incongruous and unsympathetic addition to the well-formed built environment and will not be in keeping with the highly valued composition of cultural and heritage assets by virtue of disrupting the uniform low-slung development along the Quay and masking the cascade of buildings in the backdrop.

The proposed development would result in harm the character and settings of a number of heritage assets including the special character of the City Docks Conservation Area, setting of the College Green and City and Queen Square Conservation Areas, a number of Listed buildings and buildings of merit. The level of harm is 'less than substantial' in terms set out in the NPPF (2021) however, high degree of harm is caused.

No clear or sufficient justification for the harm caused to the designated heritage assets has been demonstrated and the benefits presented by the proposed development fail to mitigate the harm caused by the increased scale and massing and consequential impacts identified. The proposal fails to preserve or enhance the character and settings of the designated heritage assets and cannot be supported.

**C. DOES THE APPLICATION SUITABLY ADDRESS SUSTAINABILITY AND CLIMATE CHANGE CONCERNS?**

Policies BCS13, BCS14 and BCS15 of the Bristol Core Strategy (2011) set out sustainability standards to be achieved in any development and what measures to be included to ensure that development meets the climate change goals of the development plan. Applicants are expected to demonstrate that a development would meet those standards by means of an energy and sustainability statement. In addition, policy BCAP20 (2015) requires non-residential development of 1000m<sup>2</sup> or greater to reach BREEAM 'Excellent' standards, and BCAP21 requires that account is taken of the opportunity to connect to nearby heat networks.

The development meets the requirements of BCS14 - it proposes good energy efficiency levels. Heating to the offices, communal core areas and the ground floor shower and changing facilities will be provided by the district heat network, and a 24% reduction in CO<sub>2</sub> emissions will be achieved through the use of roof mounted PV.

Policy BCS15 aims to drive sustainable design and construction. Initially, concern was raised by the Sustainability Team over the demolition of a building that is only halfway through its lifecycle. A request for a life carbon assessment to be undertaken by the applicant was made, however the applicant responded to say that they did not consider this to be necessary "on the basis that it is accepted that any such assessment will undoubtedly demonstrate that upgrading the existing building would generate less carbon in comparison to the proposed development". The applicant did however provide a design note setting out proposals for reuse of the existing steel wherever possible, and use of a low carbon cement replacement to lower embodied carbon of the concrete, demonstrating a commitment to reduce embodied carbon associated with the proposals as set out in the current application.

Nevertheless it remains difficult to justify the increased carbon emissions related to demolition of a building that is only halfway through its expected design life. Particularly as this challenge appears to be a result of design choices rather than driven by quality or condition of the existing structure.

This position is echoed by the Urban Design Team, who have stated that "Further, the building is less than 30 years old and is structurally sound. It can be refurbished to accommodate change of use and internal reconfiguration. The generous first floor offers opportunity to introduce mezzanine level and provide more floor space. The demolition of existing building will result in loss of embodied carbon in its fabric. It cannot be supported especially considering its character-building status, the age of the building, its sound state, flexibility for reconfiguration and the state of climate



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emergency declared by Bristol City Council. Applicants are recommended to consider options for refurbishment and reuse of the existing building."

The applicant has also stated that repurposing of the existing building is not viable and that there is insufficient space to provide acceptable ceiling heights in line with office standards. This is contested by the Urban Design Team. Whilst it would not provide the same amount of floorspace as the proposals, it would be able to provide additional floorspace without the demolition of the existing building and construction of a larger development at the expense of heritage assets as set out in Key Issue B above.

In addition to the above, the Sustainability Team provided comments, setting out that the current approach to the design of the building is likely to be contrary to Policy BCS13 with excessive and unshaded curtain wall glazing which would increase solar heat gain, both during cooler months, when this will be beneficial, but also during warmer weather when this will increase cooling demand and associated CO2 emissions. Given that temperatures are expected to rise, as a result of climate change, this demand will increase during the lifetime of the building. The high levels of glazing also means the design does not include "optimal levels of thermal insulation and optimal passive solar design" (a requirement of policy BCS13), with the Passive Design Report showing that the average building u-value is 13% higher than the building regulations Part L 'notional' building and the heating energy use is 60% higher than the notional building.

To demonstrate that policy BCS13 has been met, it was recommended to the applicant that they should provide evidence that passive solar design has been optimised to reduce energy demands under current and future climate scenarios though using a dynamic thermal simulation model to identify cooling energy demands and heat gains for different glazing options against current and future weather files.

The applicant provided a response to say that 'It is noted that the Sustainability City consultee comments set out an action for the applicant to provide evidence that passive solar design has been optimised to reduce energy demands under current and future climate scenarios. While it is recognised that Policy BCS13 seeks to secure optimal levels of thermal insulation and minimise energy requirements, adopted policy does not explicitly stipulate a requirement to assess a building using a dynamic thermal simulation model. This is an emerging policy requirement set out within the emerging Local Plan (Draft Policy NZC4, yet to be examined and subject to unresolved objections, thus at this stage it is important to note that this policy carries limited, if any, weight in the decision-making process - reference paragraph 48 of the NPPF).

Nonetheless, to seek to address consultee feedback, the applicant has reviewed the plans to seek to reduce extent of glazing proposed, adopting the recommendation of a glazing ratio in line with the LETI Climate Emergency Design Guide. The outcome of this in terms of reduced cooling energy demand has not yet been reported, nor have alternative scenarios been tested to identify whether the proposed solution is optimal. This work is ongoing and we hope to be in a position to report positive improvements ahead of the target Committee date on June 13th.'

At the time of writing, the results of this testing have yet to be submitted. Should they be received prior to Committee, an addendum to this report and results of the tested will be submitted on the Amendment Sheet.

A Passive Design Statement submitted on 17th April 2023 sets out the proposed passive design measures as well as further recommendations to improve the passive design of the building including: removal of glazing, increasing thermal mass of the building or use of PCM materials, addition of shading on the ground, first and second floors and decreased g-values for all windows.

With regard to the development achieving BREEAM 'excellent' status, the office and ground floor commercial/food and beverage are on track to achieve an 'Excellent' rating. BREEAM pre-

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assessments have been carried out by a licensed BREEAM Assessor for the proposed building, with several iterations as the scheme has developed. A BREEAM Accredited Professional at Method has been part of the design team from the outset, and as part of the pre-assessment process, the team have committed to a number of sustainable features in order to target an 'Excellent' rating.

A pragmatic approach has been taken so that credits targeted will deliver value for money and benefit to the project and users. Overall, the current target for the office assessment is 83.6%, including the required mandatory credits which would achieve an 'Excellent' rating. The current target for the ground floor commercial/food and beverage assessment is just above the threshold required for an 'Excellent' rating, at 71.45% (previously 72.91%), however, there is currently only a small buffer for this assessment. It is worth noting that whilst the office is a 'shell and core' assessment, the ground floor commercial/food and beverage units are only being assessed as 'shell only', which limits the available credits and therefore makes it more difficult to reach the higher BREEAM ratings. It is also worth noting that the ground floor commercial/food and beverage units are only a small part of the overall development (827m<sup>2</sup> NIA compared to the total NIA of the building which is 4728m<sup>2</sup>), and many of the issues contributing to an 'Excellent' rating for the office assessment, also benefit the ground floor commercial/food and beverage assessment, as many credits apply for the site as a whole.

It is noted that revised plans were submitted on Tuesday 23rd May 2023 which reduce the amount of glazing by approximately one third, replacing the middle section of triple paned sections of the glazed walling with 'lookalike glass spandrel panels with insulating backing'. Concern is raised with regard to whether this is informed by the testing suggested by the sustainable city team, which has yet to be received. As such, whilst likely to result in a decrease in cooling energy demand, it is impossible to say whether the proposed development includes optimal passive solar design and optimal levels of thermal insulation as required by policy BCS13.

Whilst not ideal, the demolition of the existing building and thermal performance alone is not considered to be sufficient to warrant refusal of the application, however it should be considered when weighing up the public benefits of the scheme against the identified harms to the Conservation Area, setting of Listed Buildings and setting of the nearby Conservation Areas.

**D. IS THE APPLICATION ACCEPTABLE IN TERMS OF TRANSPORT, MOVEMENT AND HIGHWAY SAFETY?**

Development Plan policies are designed to promote schemes that reflect the list of transport user priorities outlined in the Joint Local Transport Plan, which includes pedestrian as the highest priority and private cars as the lowest (BCS10). In addition, policy DM23 requires development to provide safe and adequate access to new developments.

The applicant submitted a Transport Statement with the application, and this has been reviewed by the Transport Development Management (TDM) Team. It is also noted that the applicant and TDM have been in discussion at various points throughout the determination of this application and have resolved all initial concerns.

A single waste contractor would be engaged to service the development in its entirety. Adequate cycle storage and facilities to promote cycle use are included in the design for the office development. Additional cycle storage for the ground floor commercial units would be required via condition.

The development would be deemed 'car free' with no on-site parking. There are on-street disabled parking bays and two nearby multi-story car parks within walking distance of the site. This is considered acceptable.

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Due to the proximity of the Grade II Listed Harbour Walls immediately adjacent to the site, any approval would require an approval in principle (AiP) agreement along with a construction management plan for major developments prior to commencement of any works. The AiP would need to ensure that the Harbour Walls are protected during construction and any load bearing from the larger development would need to demonstrate that the integrity of the Walls would be preserved. Conditions can be attached to confirm this.

The proposed public realms and highway works include widening the footway on Canon's Road to rear of the site and the applicant has agreed to contribute £15,000 for the installation of a concrete pad on College Green and a contribution of £13,000 towards a replacement ferry landing stage at the Amphitheatre.

As such, TDM are satisfied that the application is acceptable in transport terms and suitable contributions can be made to negate any transport impact of the proposed development. Consequently, no objection is raised in this regard.

#### E. CONTAMINATED LAND

Policies BCS23 and DM34 relate to the need for any development to address and mitigate contamination and to ensure that it does not impact on future occupiers or neighbours of the site.

No contaminated land reports have been submitted with the application. However, given that the building would replace an existing development, the Contaminated Land Officer is satisfied that any issues regarding land contamination can be thoroughly checked and any remediation strategies required through conditions. The application is therefore considered acceptable in this regard.

#### F. FLOOD RISK

The application site lies within Flood Zone 2 and 3. Initially, the Environment Agency objected to the application based on the submitted Flood Risk Assessment, which did not comply with the requirements for site-specific flood risk assessments in the planning practice guidance. Specific concerns were raised with regard to protecting the integrity of the Floating Harbour Walls, an insufficient proposed mitigation strategy for flood resilience.

Further to comments from the Environment Agency, a revised Flood Risk Assessment was submitted on 31 May 2022. This was again reviewed and the Environment Agency confirmed on 17th June 2022 that they had removed their objection following the concerns being suitably addressed. Notwithstanding the removal of the objection, concern remained regarding the proposed construction method adjacent to the harbour walls. A recommendation for consultation with the Lead Local Flood Authority Structures Team and Harbour Master was made.

The Flood Risk Officer has reviewed the application and confirmed on 4th July 2022 that the application is considered to be acceptable subject to conditions regarding drainage and submission and approval of a flood warning and evacuation plan prior to commencement. A recommendation was given that in the event of planning permission being granted, an approval in principle (AiP) would be required from the Bristol City Council Structures Team to ensure the safety and integrity of the Grade II Listed Harbour Walls.

Subject to the recommended conditions, the application is therefore considered acceptable with regard to Flood Risk.

#### G. NATURE AND ECOLOGY

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Policy BCAP22 in the Bristol Central Area Plan (2015) states that development adjacent to waterways will be expected to preserve and enhance the existing biodiversity and sustainable drainage role of the waterway, its banks and immediate environs through the protection and enhancement of existing habitats and the creation of new habitats. Increased lighting or high levels of noise that could result in harmful impacts to existing habitats will not be permitted.

Enhancement measures could include the provision of floating reed beds appropriate to the site's townscape and landscape context. Other small-scale habitat creation will be sought on-site where the provision of measures within the waterway itself is not appropriate, for instance where it would conflict with the continued need to provide space for boat moorings, maritime traffic and waterway access.

In this instance, there are existing moorings on the Floating Harbour in front of the site and it is an active waterway with ferry routes and space required for the turning of ferries. As such, some enhancement measures are offered by way of the additional trees proposed for Canon's Road.

The Ecology Officer has reviewed the application and has not raised any objection subject to the imposition of conditions if planning permission is granted.

#### H. DOES THE PROPOSED DEVELOPMENT SECURE A PACKAGE OF PLANNING OBLIGATIONS TO OFFSET THE IMPACT OF THE DEVELOPMENT ON THE LOCAL INFRASTRUCTURE?

Policy BCS11 of the Core Strategy requires that planning obligations should be secured through the planning process in order to offset the impact of the proposed development on the local infrastructure. With the exception of site-specific requirements, this policy is met through the application of the Community Infrastructure Levy (CIL) which is mandatory.

The total amount to be secured in the event that the proposed development was found to be acceptable and planning permission being granted would be £37,678 which includes £15,000 for the upgrading of the College Green bus stop on Park Street; £13,000 towards replacement of the ferry landing stage and wayfinding signage at the Amphitheatre and £9,678 towards travel plan management and audit fees.

#### I. COMMUNITY INFRASTRUCTURE LEVY

The CIL liability for this development is £64,913.24

#### EQUALITIES ASSESSMENT

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

This assessment has been carried out in accordance with the Council's Equality Objectives and in compliance with the Public Sector Equality Duty.

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The proposed development would appear as a modern office block and sit discordantly within the Bordeaux Quay maritime building setting. It would be of an unacceptable height and would fail to respond to the special character of this part of the City Docks Conservation Area and would harm the setting of the adjacent City and Queen Square Conservation Area on the opposite side of the Floating Harbour.

It would dominate and therefore harm the setting of the adjacent Grade II Listed W Shed (Watershed Building) and would interrupt key views within the City Docks Conservation Area, views into the College Green Conservation Area and out of the City and Queen Square Conservation Area. It would harm or remove views of the Grade I Listed Cathedral and Grade II\* Listed Cathedral School compound and views of the cascading topography from the south and east sides of the Floating Harbour.

The design and materiality would fail to respond to the setting of the area and would therefore fail to preserve or enhance the special character of the City Docks Conservation Area.

It is acknowledged that there would be some limited improvements to the public realm, particularly on Canon's Road, however the reduction in height of the overhang above the Quayside Walkway, a primary pedestrian route, is considered to harm the public realm.

The public benefits offered are considered to be limited and fail to outweigh the harms identified. As such, the application is recommended for refusal on the following grounds:

- Failing to preserve or enhance the special character of the City Docks Conservation Area.
- Harm to the setting of Queen Square and College Green Conservation Area.
- Poor design that fails to respond to the prevailing street scene in terms of height, scale, massing, materiality.
- Failure to enhance or improve a continuous, accessible part of the Quayside walkway by reducing the head height of the section in front/below the proposed building.

**EQUALITIES ASSESSMENT**

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**RECOMMENDED REFUSE**

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

**Reason(s)**

1. The proposed development, by reason of its scale, massing, materiality, design and location would interrupt, limit or remove key views within the Conservation Area, views from the adjacent City and Queen Square Conservation Area and into the College Green Conservation Area, specifically with regard to key and glimpsed views of the Grade I Listed Cathedral.

The development would be oversized and incongruous with its setting and would fail to reflect

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the special architectural and maritime heritage that forms the special interest of this part of the City Docks Conservation Area. It would sit uncomfortably within its setting and dominate nearby buildings including the adjacent Grade II Listed W shed and would fail to respond to the historic proportions and materiality of development in this section of the Floating Harbour.

The introduction of large-scale office building with leisure use at ground floor level in this important and prominent location would fail to enhance Harbourside's role as an informal leisure destination and the character and appearance of the office building would fail to preserve or enhance the setting of the Floating Harbour within the City Docks Conservation Area.

The proposed overhang of the upper floors over the Quayside Walkway would reduce the head-height unacceptably from the existing situation, resulting in a more oppressive and off-putting section of the route, harming the amenity and accessibility of a primary pedestrian route.

The proposed development would therefore fail to preserve or enhance the City Docks Conservation Area, pose unacceptable harm to the setting of nearby and adjacent Listed buildings and the setting of nearby Conservation Areas.

The application is therefore contrary to policies BCS21 and BCS22 of the Bristol Core Strategy, DM22, DM26, DM27, DM30, DM31, of the Site Allocations and Development Management Policies (2014) and BCAP30, BCAP32 and BCAP41 of the Bristol Central Area Plan (2015) the City Docks Conservation Area Character Appraisal (2011), The Planning (Listed Buildings and Conservation Area) Act 1990 and National Planning Policy Framework (NPPF) (2021).

**Advice(s)**

## 1. Refused Applications Deposited Plans/Documents

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

154140-STL-XX-00-DR-A-09001 Site location plan, received 4 February 2022  
 154140-STL-XX-ZZ-DR-A-E1006 Existing site layout, received 4 February 2022  
 154140-STL-XX-ZZ-DR-A-09002 Proposed block plan, received 4 February 2022  
 154140-STL-XX-00-DR-A-E1000 Existing level 00, received 4 February 2022  
 154140-STL-XX-00-DR-A-01000 Proposed level 00, received 4 February 2022  
 154140-STL-XX-01-DR-A-E1002 Existing level 01, received 4 February 2022  
 154140-STL-XX-01-DR-A-01001 Proposed level 01, received 4 February 2022  
 154140-STL-XX-02-DR-A-E1004 Existing level 02, received 4 February 2022  
 154140-STL-XX-02-DR-A-01002 Proposed level 02, received 4 February 2022  
 154140-STL-XX-M1-DR-A-E1001 Existing mezzanine level 00, received 4 February 2022  
 154140-STL-XX-M2-DR-A-E1003 Existing mezzanine level 01, received 4 February 2022  
 154140-STL-XX-03-DR-A-01003 Proposed level 03, received 4 February 2022  
 154140-STL-XX-XX-DR-A-E2000 Existing North/South elevations, received 4 February 2022  
 154140-STL-XX-XX-DR-A-E2001 Existing East elevation, received 4 February 2022  
 154140-STL-XX-XX-DR-A-E2002 Existing West elevation, received 4 February 2022  
 154140-STL-XX-XX-DR-A-E2100 Existing context elevation, received 4 February 2022  
 154140-STL-XX-XX-DR-A-02000 P04 Proposed North/South elevations, received 24 May 2023  
 154140-STL-XX-XX-DR-A-02001 P4 Proposed East elevation, received 24 May 2023  
 154140-STL-XX-XX-DR-A-02002 P4 Proposed West elevations, received 24 May 2023  
 154140-STL-XX-XX-DR-A-02100 P4 Proposed context elevation, received 24 May 2023

**Development Control Committee B – 13 June 2023**

**Application No. 22/00933/F : U Shed Canons Road Bristol BS1 5UH**

154140-STL-XX-XX-DR-A-E3000 Existing long section, received 4 February 2022  
154140-STL-XX-XX-DR-A-E3001 Existing short section, received 4 February 2022  
154140-STL-XX-ZZ-DR-A-01004 Proposed roof plan, received 4 February 2022  
Illustrative landscape arrangement, received 4 February 2022  
3330\_L\_GA\_0\_01 F Landscape general arrangement, received 14 March 2023  
3330\_L\_HW\_03\_02 Terrace planter detail, received 4 February 2022  
3330\_L\_HW\_03\_01 Terrace section detail, received 4 February 2022

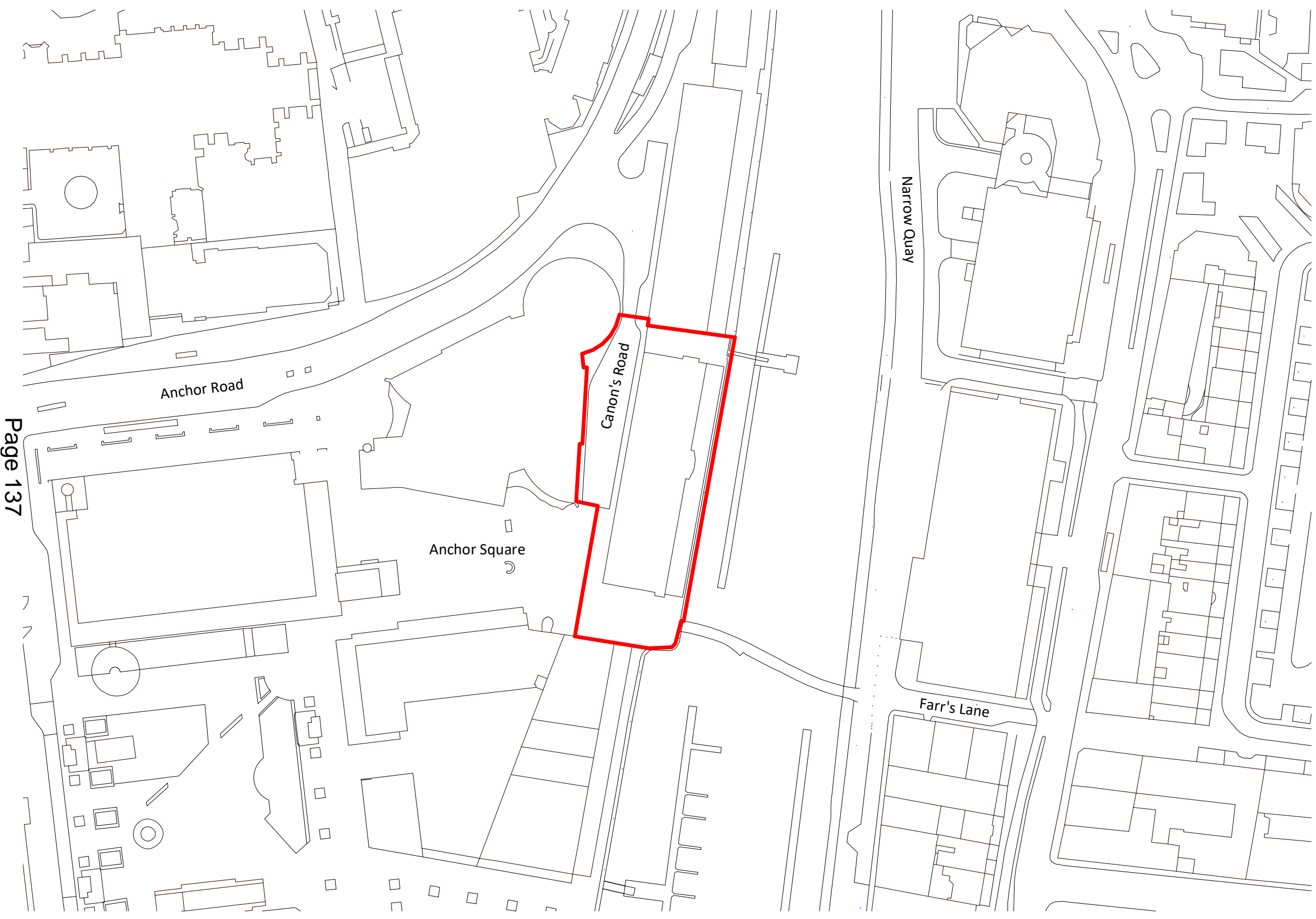
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V1.0211

## **Supporting Documents**

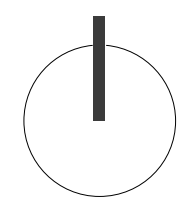
### U-Shed Supporting Documents

1. Site Location Plan
2. Proposed Site Plan
3. Existing East Elevation
4. Existing West Elevation
5. Existing North and South Elevations
6. Proposed East Elevation
7. Proposed West Elevation
8. Proposed North and South Elevations
9. Existing Context Elevations
10. Proposed Context Elevations
11. Full Conservation Officer Comments





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Site Boundary

PL	PL02	14/01/22	PLANNING ISSUE	
STATUS	REV	DATE	DESCRIPTION	
CLIENT				REVISED BY
CBRE Investment Management				MS
				CHECKED BY
				TR
				ORIGINATOR NO
				154140

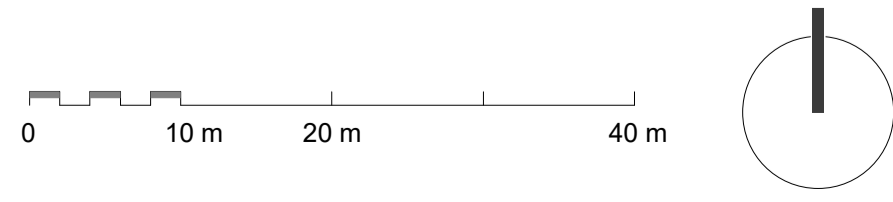
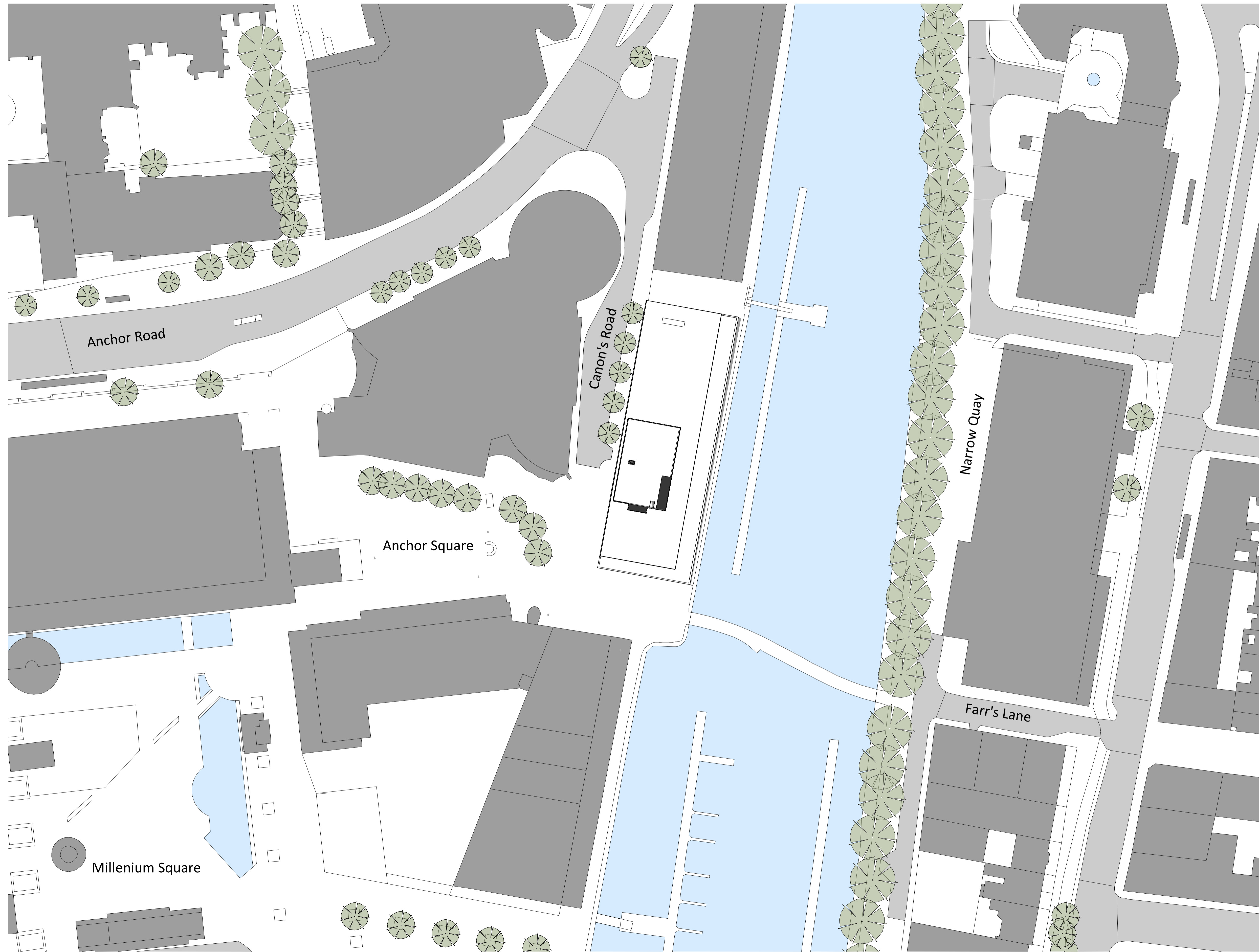
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PROJECT  
**U Shed**

DRAWING TITLE  
**Location Plan**

SUITABILITY STATUS	SCALE
PL : PLANNING	1 : 1250 @ A3

PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASS.   NUMBER	REVISION
154140-STL-XX-00-DR-A-09001	PL02



PL	PL02	14/01/22	PLANNING ISSUE	REVISED BY	MS
STATUS	REV	DATE	DESCRIPTION	CHECKED BY	TR
CLIENT				ORIGINATOR NO	154140
CBRE Investment Management					

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 PROJECT  
**U Shed**

DRAWING TITLE  
**Site Plan - Proposed**

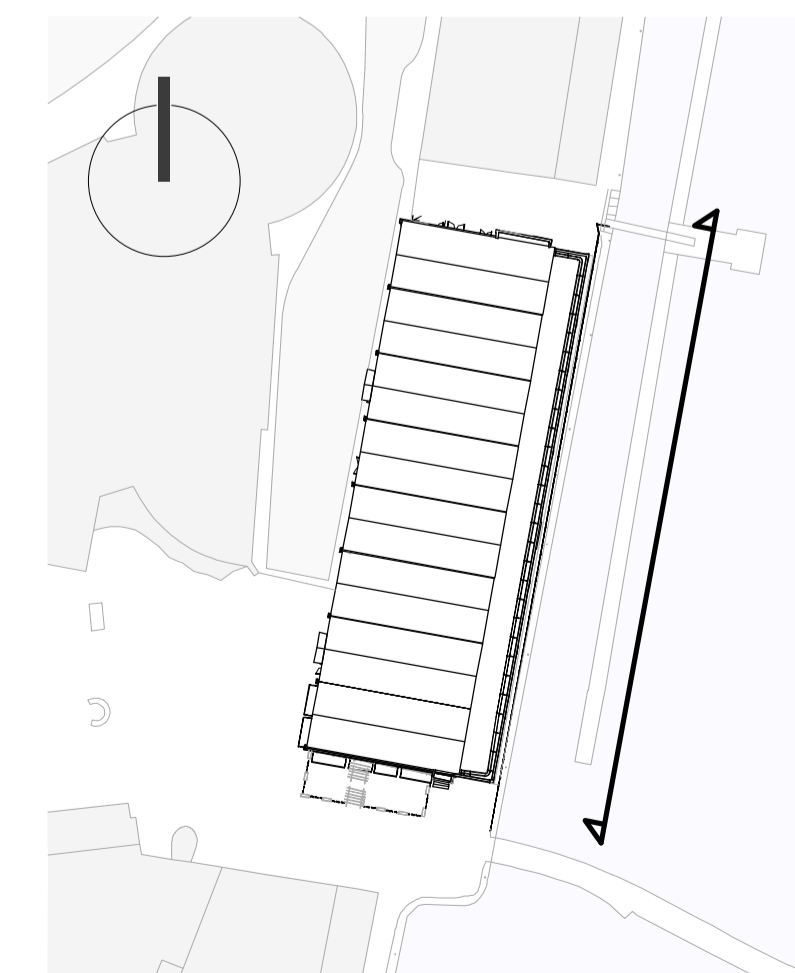
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PL : PLANNING	1 : 500 @ A1

PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASS   NUMBER	REVISION
154140-STL-XX-ZZ-DR-A-09002	PL02



1 East Elevation Existing  
1:100

- 1 Copper Coloured Metal Cladding
- 2 Dark Grey Metal Louvered Panels
- 3 Black Framed Curtain Wall Glazing System
- 4 Decorative Black Metal Panels
- 5 Timber Wall Panels
- 6 Grey Signage Zone
- 7 Light Grey Wall Panels
- 8 Concrete Wall Finish
- 9 Grey Standing Seam Pitched Roof
- 10 Grey Metal Cladding
- 11 Red Brick Wall Finish
- 12 Solid Grey Curtain Wall Panels with Black Mullions



0 5 10 m

PL	PL02	14/01/22	PLANNING ISSUE	REVISOR
STATUS	REV	DATE	DESCRIPTION	BY
CLIENT				MS
CBRE Investment Management				TR
ORIGINATOR NO				154140

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PROJECT  
**U Shed**

DRAWING TITLE  
**East Elevation - Existing**

SUITABILITY STATUS  
**PL : PLANNING**

SCALE  
**As indicated @ A1**

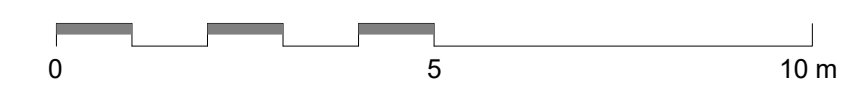
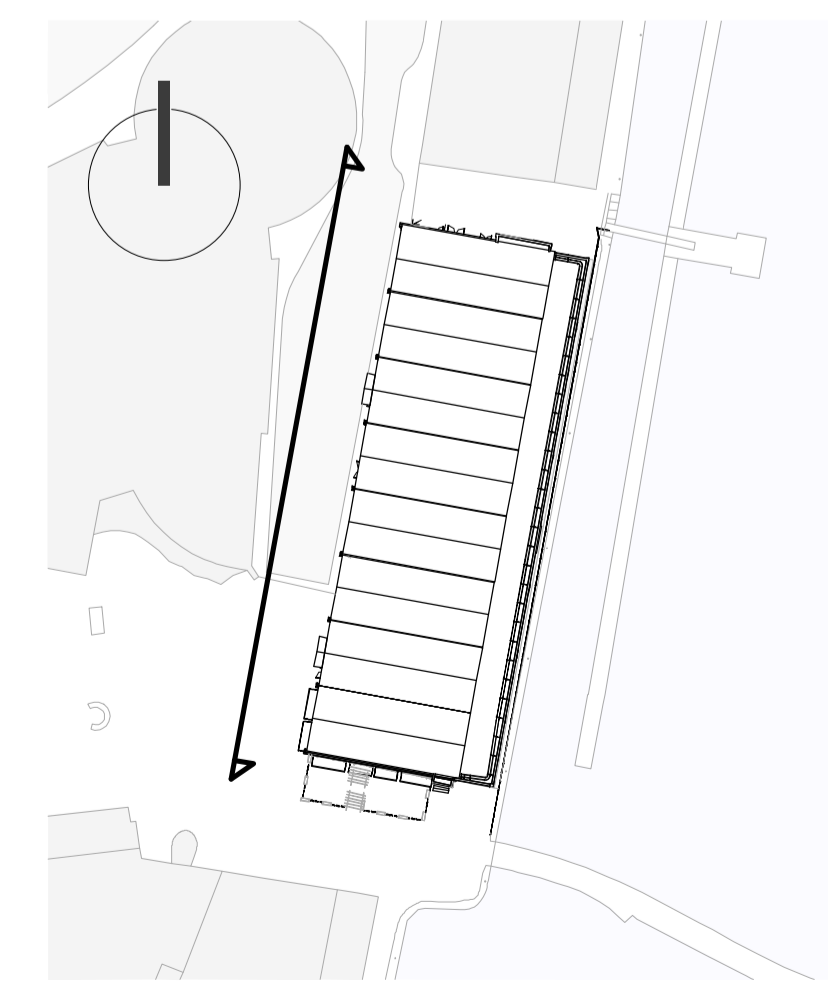
PROJECT | ORIGINATOR | ZONE | LEVEL | TYPE | ROLE | CLASS | NUMBER  
**154140-STL-XX-XX-DR-A-E2001**

REVISION  
**PL02**



1 West Elevation Existing  
1 : 100

- 1 Copper Coloured Metal Cladding
- 2 Dark Grey Metal Louvered Panels
- 3 Black Framed Curtain Wall Glazing System
- 4 Decorative Black Metal Panels
- 5 Timber Wall Panels
- 6 Grey Signage Zone
- 7 Light Grey Wall Panels
- 8 Concrete Wall Finish
- 9 Grey Standing Seam Pitched Roof
- 10 Grey Metal Cladding
- 11 Red Brick Wall Finish
- 12 Solid Grey Curtain Wall Panels with Black Mullions

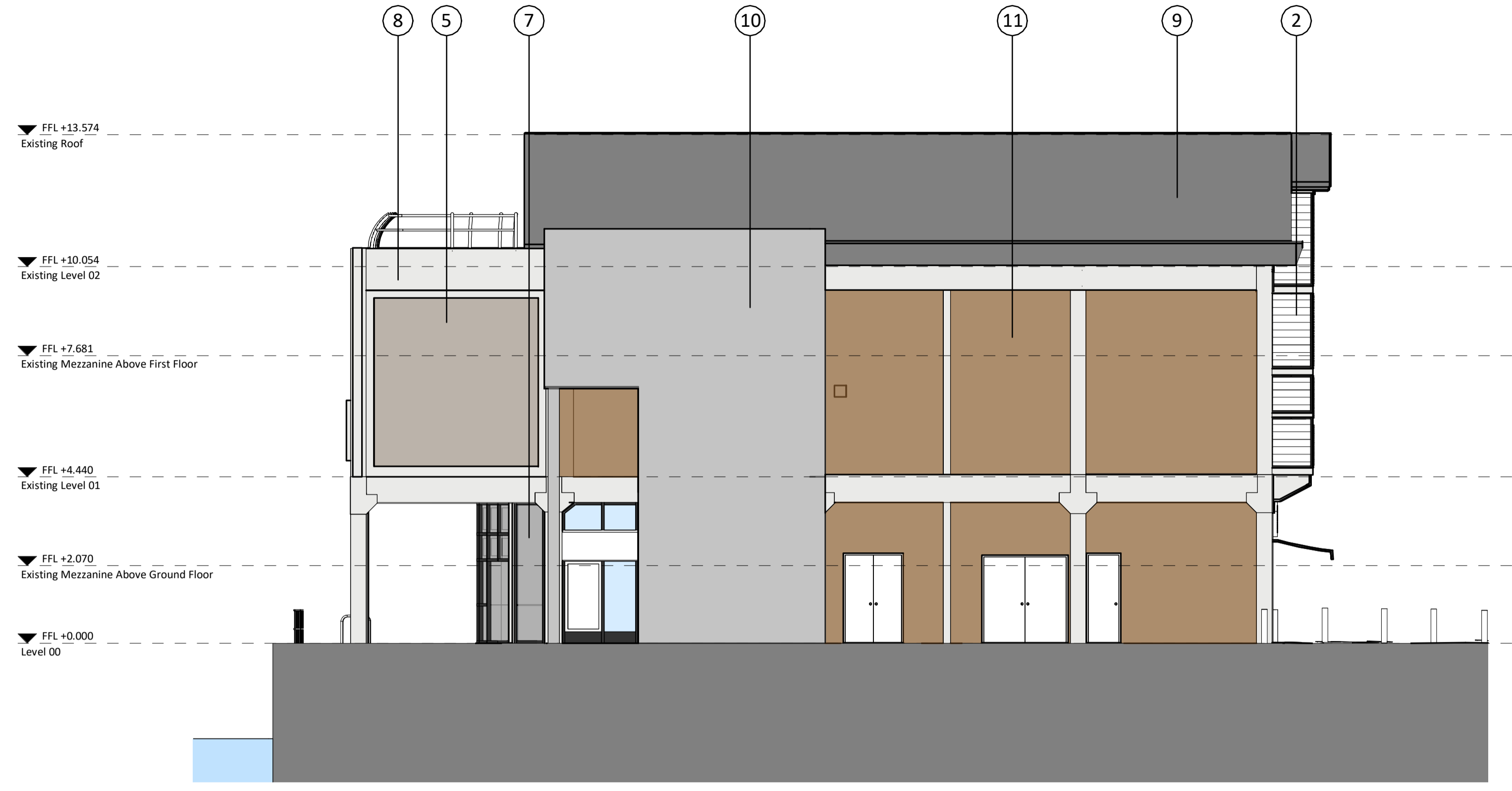


PL	PL02	14/01/22	PLANNING ISSUE	REVISOR
STATUS	REV	DATE	DESCRIPTION	CLIENT
				MS
				TR
				154140

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PROJECT  
**U Shed**

DRAWING TITLE  
**West Elevation - Existing**

SUITABILITY STATUS	SCALE
PL : PLANNING	As indicated @ A1
PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASS   NUMBER	REVISION
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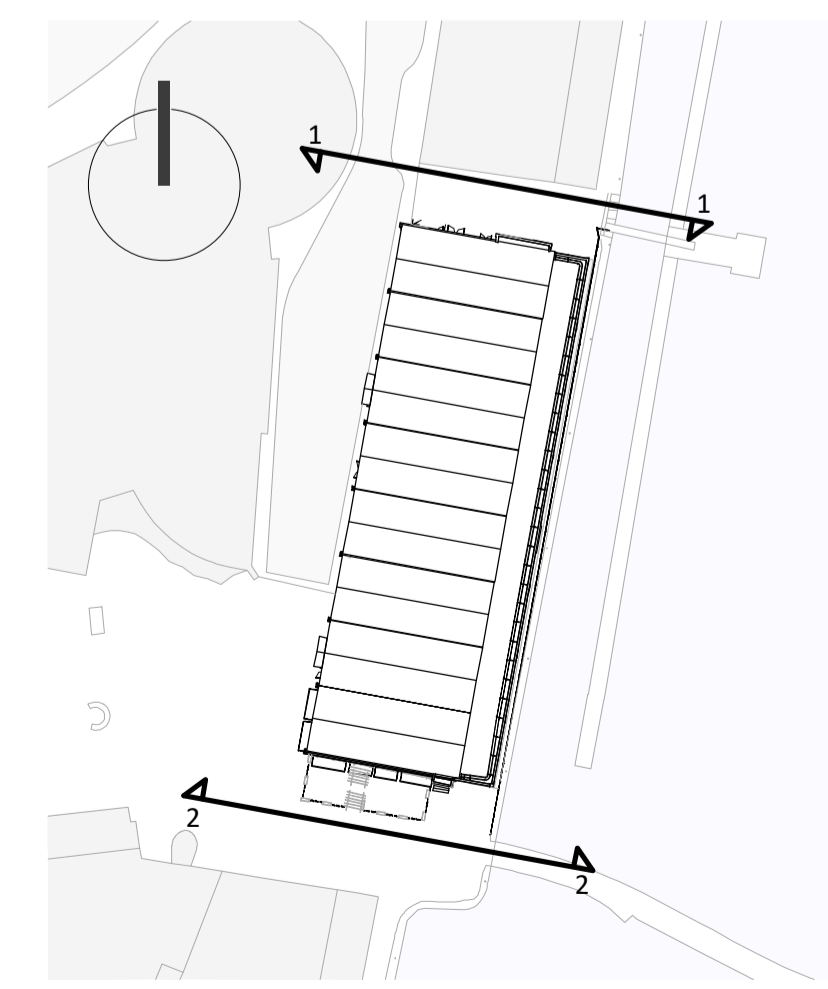


① North Elevation Existing  
1 : 100

- ① Copper Coloured Metal Cladding
- ② Dark Grey Metal Louvered Panels
- ③ Black Framed Curtain Wall Glazing System
- ④ Decorative Black Metal Panels
- ⑤ Timber Wall Panels
- ⑥ Grey Signage Zone
- ⑦ Light Grey Wall Panels
- ⑧ Concrete Wall Finish
- ⑨ Grey Standing Seam Pitched Roof
- ⑩ Grey Metal Cladding
- ⑪ Red Brick Wall Finish
- ⑫ Solid Grey Curtain Wall Panels with Black Mullions



② South Elevation Existing  
1 : 100

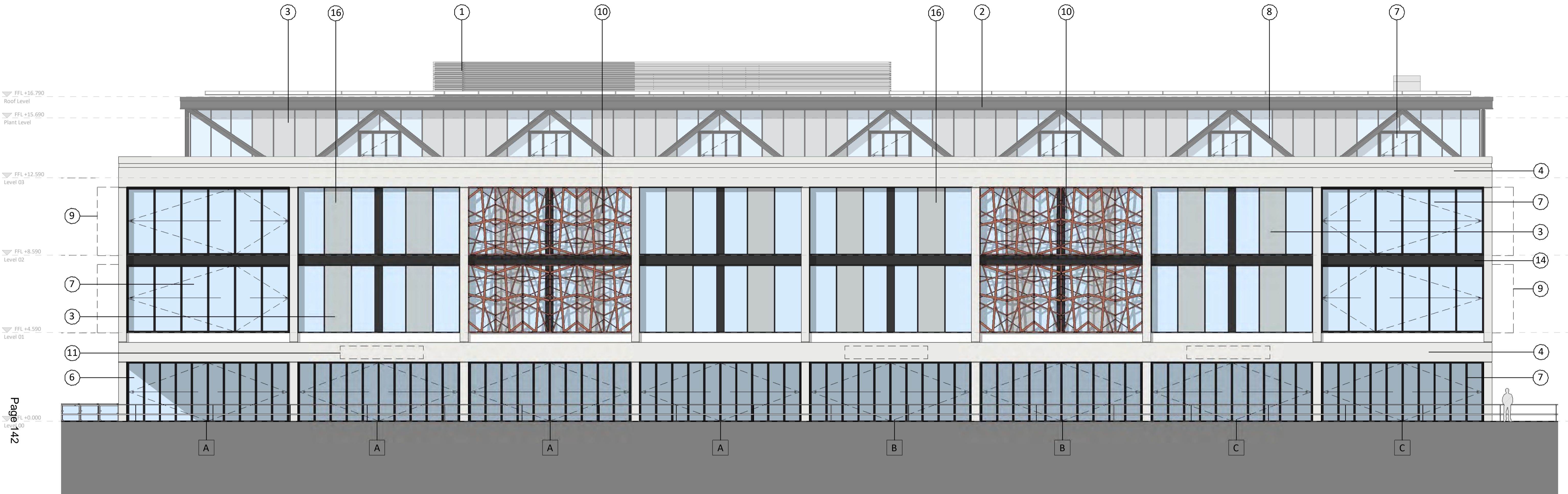


PL	PL02	14/01/22	PLANNING ISSUE	
STATUS	REV	DATE	DESCRIPTION	
CLIENT	CBRE Investment Management			REVISED BY MS
				CHECKED BY TR
				ORIGINATOR NO 154140

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PROJECT  
U Shed

DRAWING TITLE  
North & South Elevations - Existing

SUITABILITY STATUS PL : PLANNING	SCALE As indicated @ A1
PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASS   NUMBER 154140-STL-XX-XX-DR-A-E2000	REVISION PL02



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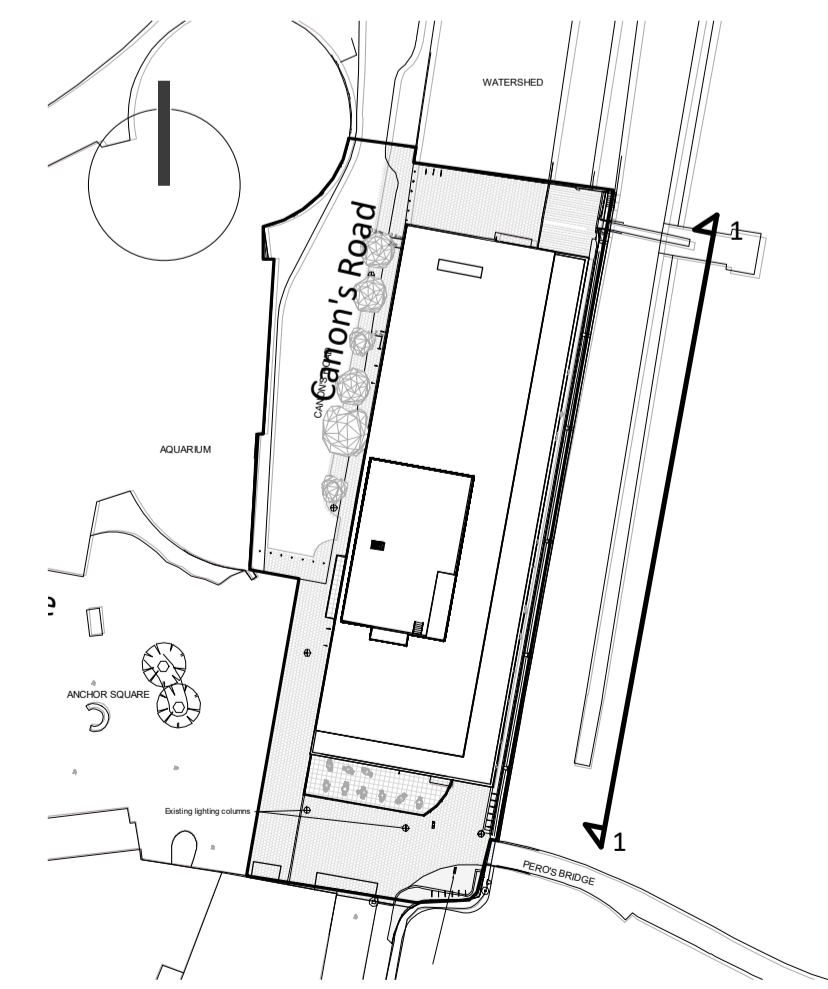
1 Proposed - East Elevation  
1 : 100

- 1 Light Grey Metal Horizontal Louvered Plant Enclosure
- 2 Black Metal Profiled Capping Strip to Roof Edge
- 3 Black Framed Curtain Wall Glazing System With Clear Glazing
- 4 Concrete Framing Elements in Front of Steel Superstructure
- 5 Brick Coloured 3D Triangular Patterned Cladding System
- 6 Black Metal Horizontal Louvered / Faux Louvered Wall Finish
- 7 Black Framed Sliding Folding Curtain Walling
- 8 Black Angled Structural Steel Columns
- 9 Extent of Folding Windows When Open
- 10 Corten Effect Metal Perforated Panels in Front of Glazed Curtain Walling
- 11 Indicative Signage Zones Subject to Advertisement Consent
- 12 PV Panel Zone
- 13 Obscure Glazing to Curtain Walling
- 14 Black Metal Profiled Capping Strip to Floor
- 15 Louvered Panels Within Curtain Walling System
- 16 Look-alike glass spandrel panel with insulated backing

- A Commercial/Retail/F&B/Bar Unit 1
- B Commercial/Retail/F&B/Bar Unit 2
- C Commercial/Retail/F&B/Bar Unit 3

**22.05.23 Design Changes Post Initial Submission:**

- Material change to triangulated panels and mesh screens - corten steel.
- Hit and miss spandrel panels
- Vertical 300mm wide mullion added to fenestration bays introduced to reduce overall glazing ratio to within LETI range
- Colonnade soffit pushed up to same height as existing building



SZ	P04	22/05/23	Revised Elevations
PL	PL02	14/01/22	PLANNING ISSUE
STATUS	REV	DATE	DESCRIPTION
CLIENT	CBRE Investment Management		REVISOR BY CS
			CHECKED BY TR
			ORIGINATOR NO 154140

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PROJECT  
**U Shed**

DRAWING TITLE  
**East Elevation - Proposed**

SUITABILITY STATUS PL : PLANNING	SCALE As indicated @ A1
PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASS   NUMBER 154140-STL-XX-XX-DR-A-02001	REVISION P04



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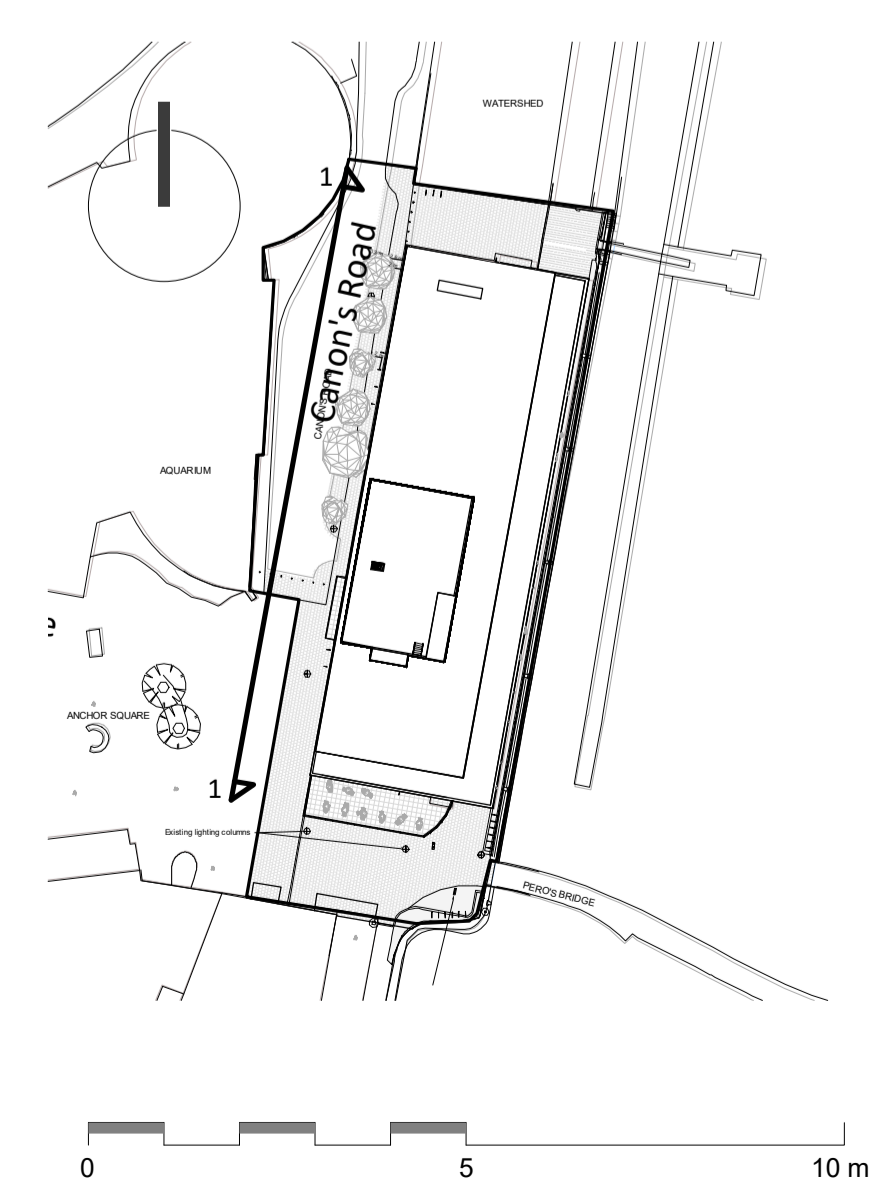
1 Proposed - West Elevation  
1 : 100

- 1 Light Grey Metal Horizontal Louvered Plant Enclosure
- 2 Black Metal Profiled Capping Strip to Roof Edge
- 3 Black Framed Curtain Wall Glazing System With Clear Glazing
- 4 Concrete Framing Elements in Front of Steel Superstructure
- 5 Brick Coloured 3D Triangular Patterned Cladding System
- 6 Black Metal Horizontal Louvered / Faux Louvered Wall Finish
- 7 Black Framed Sliding Folding Curtain Walling
- 8 Black Angled Structural Steel Columns
- 9 Extent of Folding Windows When Open
- 10 Corten Effect Metal Perforated Panels in Front of Glazed Curtain Walling
- 11 Indicative Signage Zones Subject to Advertisement Consent
- 12 PV Panel Zone
- 13 Obscure Glazing to Curtain Walling
- 14 Black Metal Profiled Capping Strip to Floor
- 15 Louvered Panels Within Curtain Walling System
- 16 Look-alike glass spandrel panel with insulated backing

- A Substation
- B Bin Store
- C Commercial/Retail/F&B/Bar Unit 3
- D Commercial/Retail/F&B/Bar Unit 2
- E District Heating Substation
- F Cycle Store
- G Office Entrance Pass Door
- H Main Office Entrance Door
- I Commercial/Retail/F&B/Bar Unit 1

**22.05.23 Design Changes Post Initial Submission:**

- Material change to triangulated panels and mesh screens - corten steel.
- Hit and miss spandrel panels
- Vertical 300mm wide mullion added to fenestration bays introduced to reduce overall glazing ratio to within LETI range
- Colonnade soffit pushed up to same height as existing building



SZ	P04	22/05/23	Revised Elevations
PL	PL02	14/01/22	PLANNING ISSUE
STATUS	REV	DATE	DESCRIPTION
CLIENT	CBRE Investment Management		REVISOR BY CS
			CHECKED BY TR
			ORIGINATOR NO 154140

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PROJECT  
**U Shed**

DRAWING TITLE  
**West Elevation - Proposed**

SUITABILITY STATUS PL : PLANNING	SCALE As indicated @ A1
PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASS   NUMBER 154140-STL-XX-XX-DR-A-02002	REVISION P04



1 Proposed - North Elevation  
1 : 100



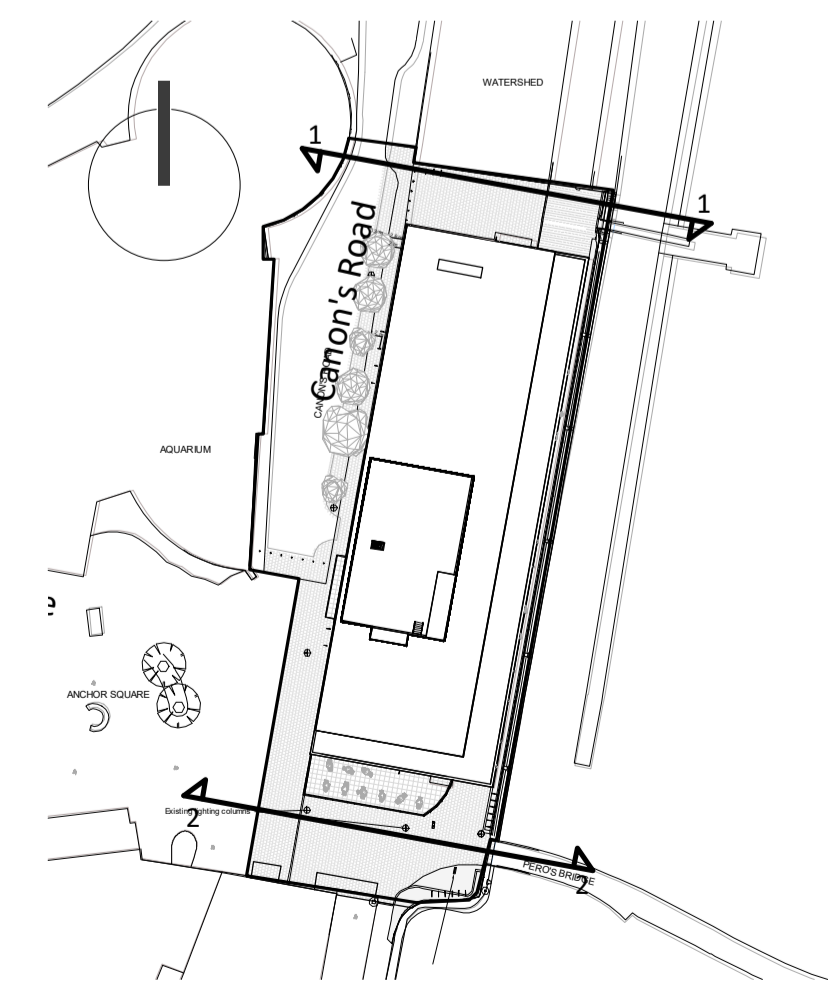
2 Proposed - South Elevation  
1 : 100

- 1 Light Grey Metal Horizontal Louvered Plant Enclosure
- 2 Black Metal Profiled Capping Strip to Roof Edge
- 3 Black Framed Curtain Wall Glazing System With Clear Glazing
- 4 Concrete Framing Elements in Front of Steel Superstructure
- 5 Brick Coloured 3D Triangular Patterned Cladding System
- 6 Black Metal Horizontal Louvered / Faux Louvered Wall Finish
- 7 Black Framed Sliding Folding Curtain Walling
- 8 Black Angled Structural Steel Columns
- 9 Extent of Folding Windows When Open
- 10 Corten Effect Metal Perforated Panels in Front of Glazed Curtain Walling
- 11 Indicative Signage Zones Subject to Advertisement Consent
- 12 PV Panel Zone
- 13 Obscure Glazing to Curtain Walling
- 14 Black Metal Profiled Capping Strip to Floor
- 15 Louvred Panels Within Curtain Walling System
- 16 Look-alike glass spandrel panel with insulated backing

- A Fire Escape
- B Switch Room
- C Commercial/Retail/F&B/Bar Unit 1
- D Commercial/Retail/F&B/Bar Unit 3

**22.05.23 Design Changes Post Initial Submission:**

- Material change to triangulated panels and mesh screens - corten steel.
- Hit and miss spandrel panels
- Vertical 300mm wide mullion added to fenestration bays introduced to reduce overall glazing ratio to within LETI range
- Colonnade soffit pushed up to same height as existing building



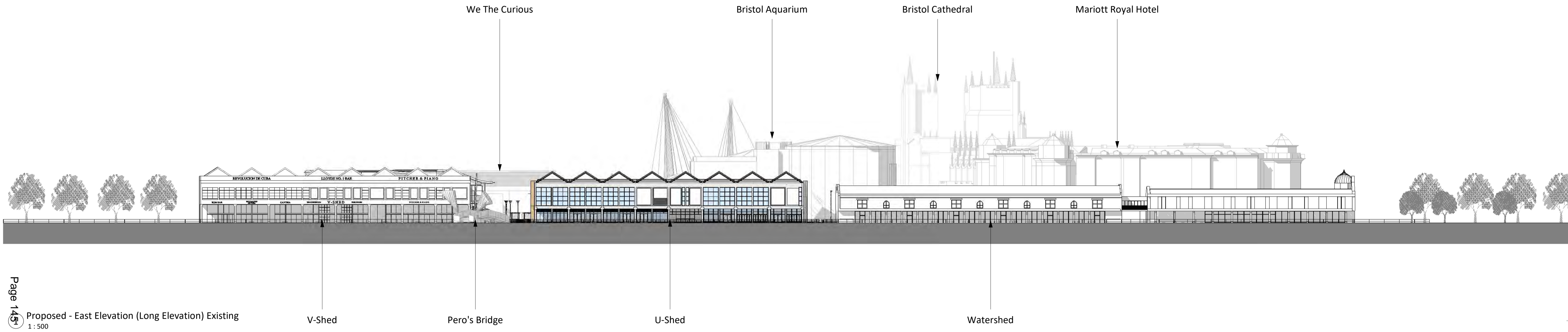
SZ	P04	22/05/23	Revised Elevations
PL	PL02	14/01/22	PLANNING ISSUE
STATUS	REV	DATE	DESCRIPTION
CLIENT			REVISED BY
CBRE Investment Management			CS
			CHECKED BY
			TR
			ORIGINATOR NO
			154140

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PROJECT  
U Shed

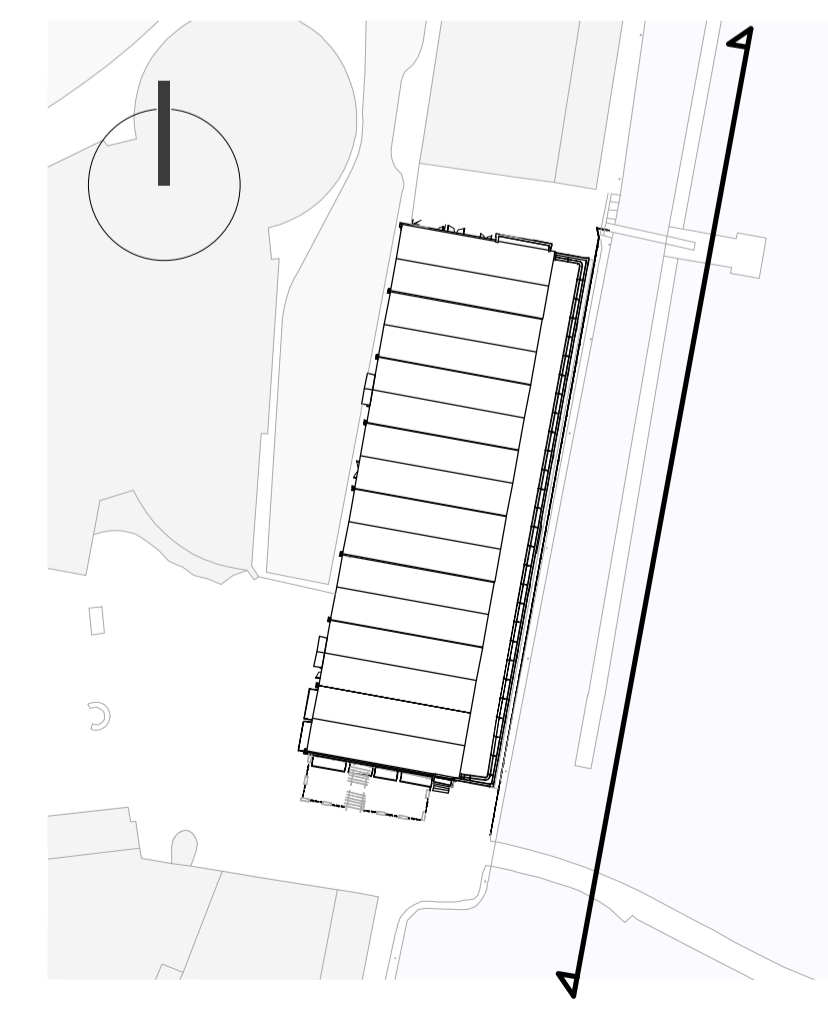
DRAWING TITLE  
North & South Elevations - Proposed

SUITABILITY STATUS	SCALE
PL : PLANNING	As indicated @ A1
PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASS   NUMBER	REVISION
154140-STL-XX-XX-DR-A-02000	P04





Proposed - East Elevation (Long Elevation) Existing  
1:500



0 10 m 20 m 40 m

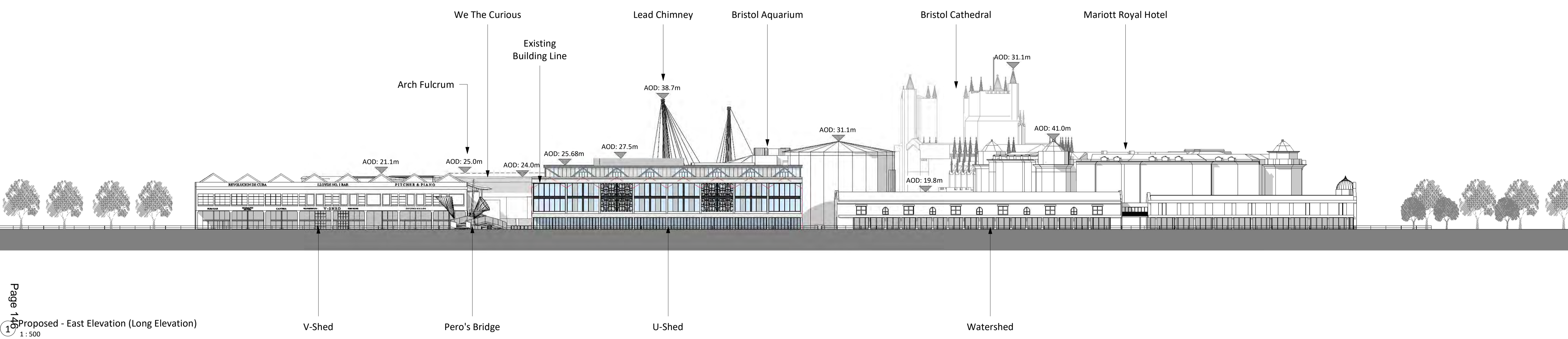
PL	PL02	14/01/22	PLANNING ISSUE	REVISOR
STATUS	REV	DATE	DESCRIPTION	MS
CLIENT				CHECKED BY
CBRE Investment Management				TR
ORIGINATOR NO				154140

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PROJECT  
**U Shed**

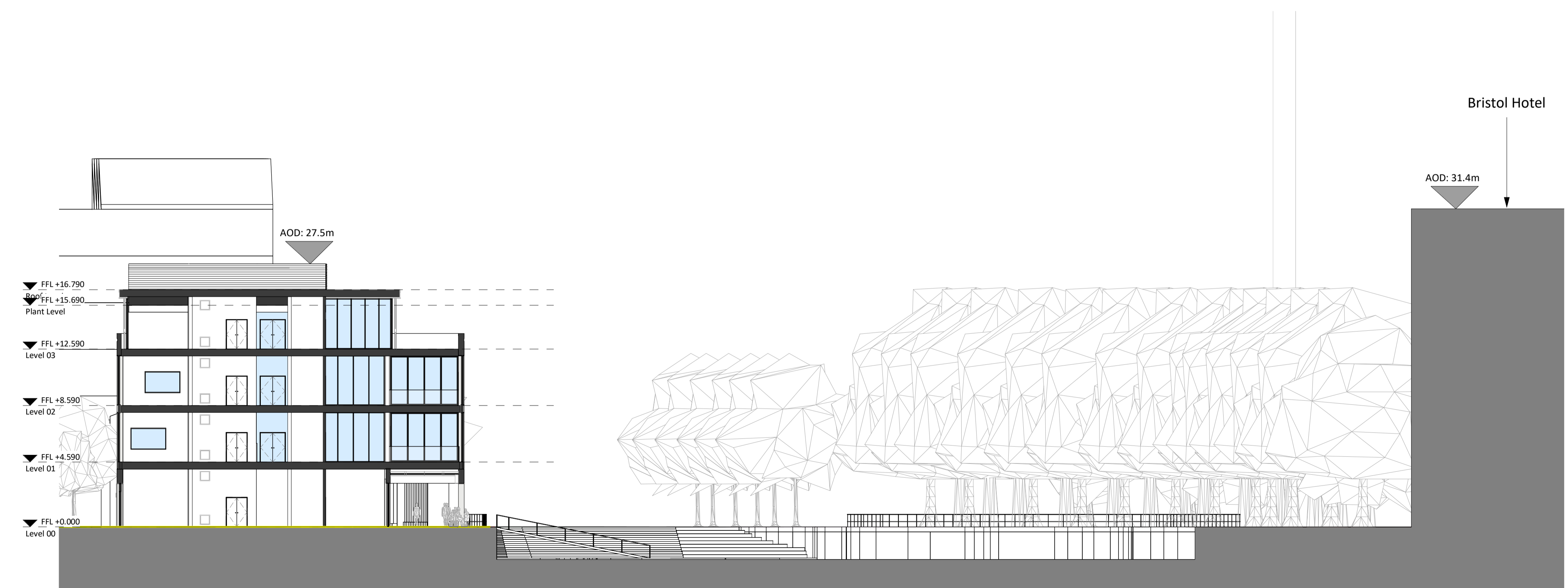
DRAWING TITLE  
**Context Elevations - Existing**

SUITABILITY STATUS	SCALE
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PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASS   NUMBER	REVISION
154140-STL-XX-XX-DR-A-E2100	PL02

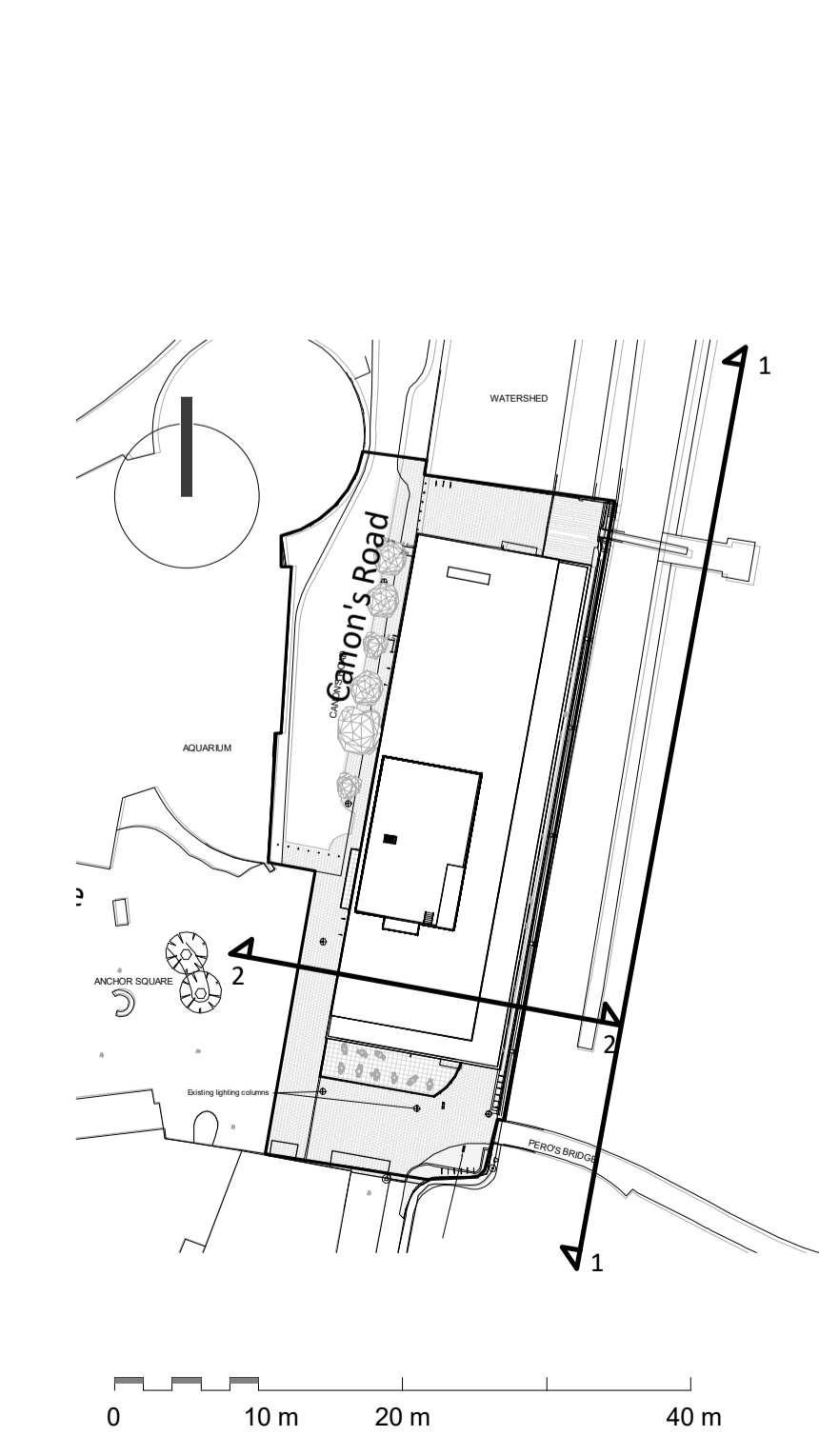
\* Building height acquired from VU.City



Page 10  
1 Proposed - East Elevation (Long Elevation)  
1:500



3 Harbour Section - Proposed  
1:200



SZ	P04	22/05/23	Revised Elevations
PL	PL02	14/01/22	PLANNING ISSUE
STATUS	REV	DATE	DESCRIPTION
CLIENT			REVISD BY CS
CBRE Investment Management			CHECKED BY TR
			ORIGINATOR NO 154140

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PROJECT  
**U Shed**

DRAWING TITLE  
**Context Elevations - Proposed**

SUITABILITY STATUS PL : PLANNING	SCALE As indicated @ A1
PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASS   NUMBER 154140-STL-XX-XX-DR-A-02100	REVISION P04

## Application Summary

Application Number: 22/00933/F

Address: U Shed, Canons Road

Proposal: Redevelopment of site involving the demolition of existing building to facilitate the erection of a four-storey building comprising offices at upper levels

Case Officer: Ben Royston

## Consultee Details

Name: Conservation Section

Address: City Hall, College Green, Bristol, BS1 5TR

Email: Conservation@bristol.gov.uk

Date: 08/12/22

## Designated assets impacted:

City Docks Conservation Area

## Setting of:

- Grade I Listed Bristol Cathedral,
- Grade II Listed Transit Shed E (watershed)
- Grade II Listed Transit Shed W (Watershed)
- Grade II Listed dock walls
- Grade II Listed Cabot Tower
- Grade II Listed Leadworks – Anchor Road
- Grade II Listed Canon's Marsh Goods Shed
- Grade II Listed electric cranes on Wapping Wharf
- City & Queen Square Conservation Area

## Non-designated heritage assets:

V-Shed, Canon's Road

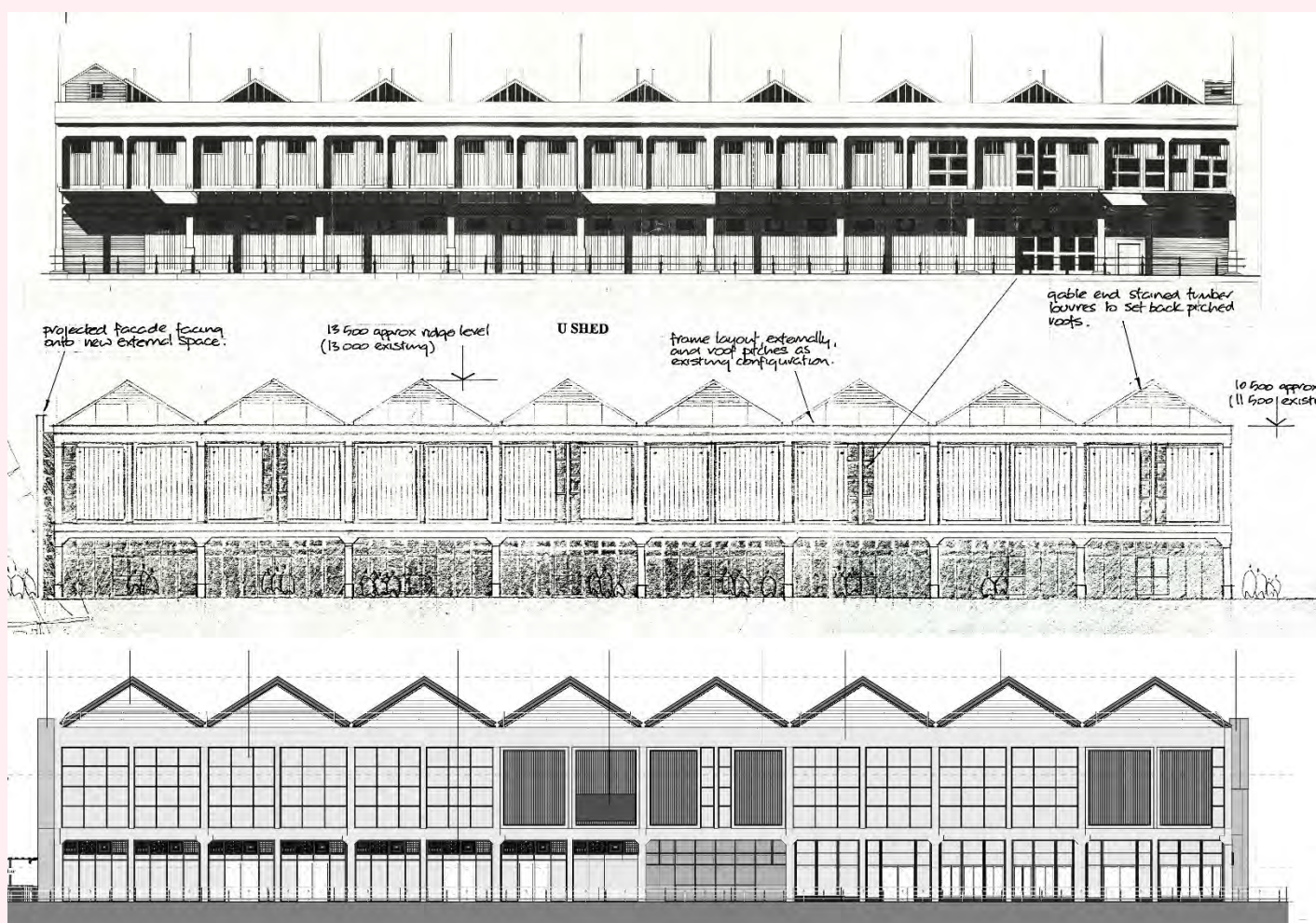
## Summary

- 1.1 Proposals pose harm to the architectural and historic character of Listed buildings through a negative impact on their settings, and would fail to preserve or enhance the special character of the Conservation Area. This harm is less than substantial under the definitions of the National Planning Policy Framework (NPPF), but due to its sensitive location and strength of existing character, harm would be towards the higher end of a sliding scale. It remains we are required to place “great weight” in the conservation of those assets and their significance. Proposals are considered to lack the required level of clear and convincing justification for the harm posed or attract a degree of tangible public benefits that would outweigh permanent harm to the historic environment.
- 1.2 We strongly recommend that this application is withdrawn by the applicant, or refused in line with national legislation, and national and local planning policies, designed to protect the historic environment. This includes, but is not limited to, The Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16 of the National Planning policy framework, Bristol Core Strategic Policy BCS22, and Development Management Policies DM26, and DM31.

# Conservation Recommendation

## The Heritage Assets

- 2.1 This application directly impacts the existing building known as U-Shed, a 1990s replacement of the original U-shed, built in 1922-3 with a reinforced concrete frame, brick infill wall panels, saw-tooth roof profile, and rooftop electric cranes completed in 1924 (Bristol Archives 42054/5/1770 & 42054/5/2531). U-Shed, and its partner, V-Shed, followed a similar character to the earlier transit sheds to the north, dating from the 1890s in being a typically long low-profile design architecturally expressing the function of these buildings. They required a long frontage to service docked ships, limited storage for short-term shelter of cargo before quick transshipment away from the docks, and a narrow plan for efficient movement of goods from delivery to dispatch. As a building typology transfer sheds differ from private docks warehouses and bonded warehouses that were commonly designed for long-term storage and required greater scale and volume. the Grade II-Star Listed Bush Warehouse on the East side of St Augustine's Reach is a good example of their contrasting form.
- 2.2 Following the pattern set by U-Shed, V-Shed was built by the city in 1926 to a very similar design and attached to it to the south. V-Shed retains its original cast-in-situ concrete frame and saw-tooth roof profile still characteristically set-back from the waterfront parapet; this was intended to accommodate the since-removed rooftop cranes. The original frame has been adapted and new infill panels introduced that retain the proportions, rhythm, material and industrial character.
- 2.3 Planning application drawings from 1993 illustrate both U-shed and V-Shed buildings as they then appeared, and broadly as they'd been originally designed. Historic photos show the saw-tooth roofs of U and V-Sheds largely obscured from close views behind parapets on the dockside, were a consistent feature from construction down to the present day.



Top: Appearance of U-Shed in 1993 before replacement. Middle: The consented replacement building intended to be a close copy of the original. Bottom: the building as it currently appears. (all to the same scale)

# Conservation Recommendation

- 2.4 In 1996 consent was granted for the demolition of U-shed only, and the refurbishment of its partner. The consent was granted based on the poor structural condition of the building and its proposed replacement with a building that closely matched the scale, material, and character of the original building. The new building had eight bays, not the original nine, and consequently the saw-tooth profile is more pronounced. Its projection further forward over the former crane area than the original introduces further visual difference with its original partner at V-Shed, however, the intention to replicate the effect of the original building is clear .
- 2.5 Other design changes introduced in 1996 to the building's façade rhythm and proportions of the frame and infill elements, and subsequent replacement of weathered timber infill walls with glazing have impacted the original intention to replicate the appearance of the demolished 1922 U-Shed building. Despite minor differences introduced in the rebuild, the two buildings remain visually similar, with a shared material pallet and industrial character. Both are identified as "character buildings" that contribute to the Conservation Area.
- 2.6 The saw-tooth roofs of both sheds are most prominent on the west elevations towards Anchor and Millennium squares, but also contribute to views around St Augustine's reach and the south side of the docks. These roofs are described in the Conservation Area Character Appraisal for the Canon's Marsh character area as: "Pitched and gabled roofs, or 'M' roofs concealed behind parapets". The regular, repetitive, gables express an industrial aesthetic and the vigour of the serrated skyline adds visual interest to the area. Glimpsed views across these roofs allow appreciation of the most important Listed building in the area: Grade I Listed Bristol Cathedral.
- 2.1 The legibility of the Cathedral in the docks area is important as part of its architectural and historic significance. All the land between it and the water edge was historically part of the original Abbey's demise, and the prominent position elevated above the docks emphasised the power and influence of the medieval church. The three landmark towers of the church are a visual focus for numerous views across the Docks Conservation Area and further afield. Even glimpsed views within the area are important in ensuring the building retains its architectural and topographical dominance. The Conservation Area Character appraisal states:

"Glimpsed Views (GV) - allow intriguing glances via gaps or intimate routes that permeate the local area. They make an important contribution to local character and distinctiveness"



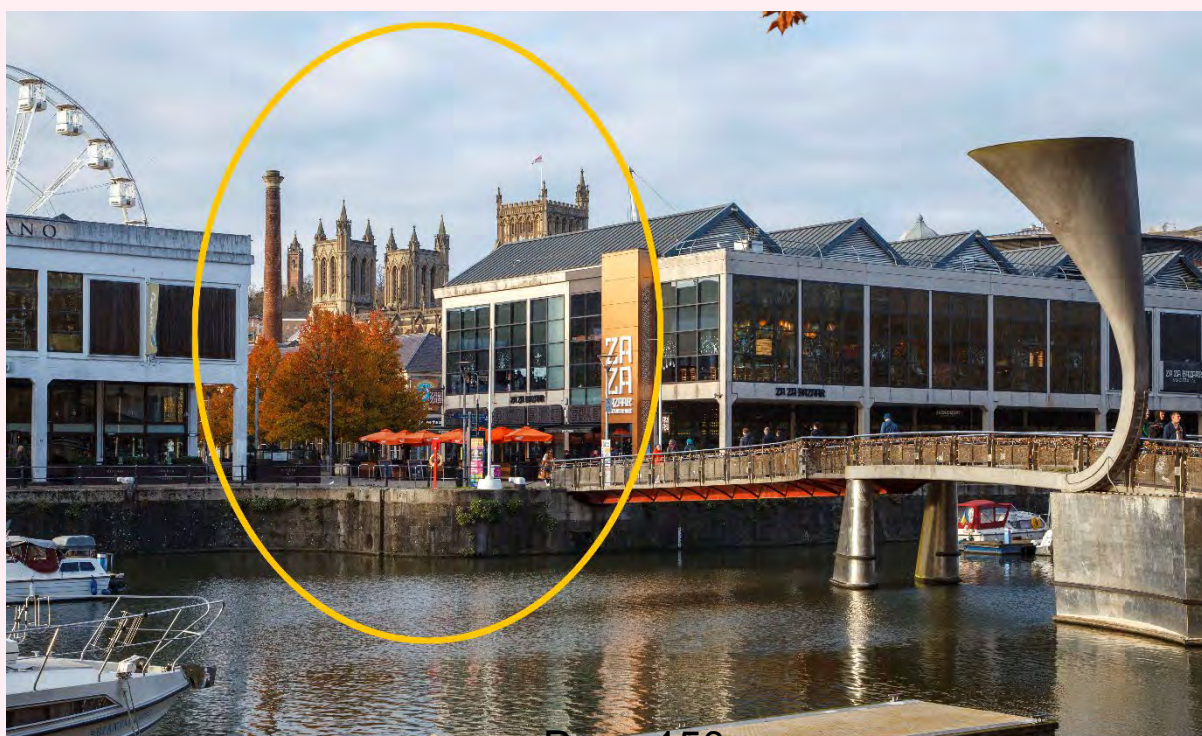
Above: The view from Narrow Quay illustrating the architectural and visual prominence of the Cathedral in dockside views. V-shed on 1926 is on the left, with U-Shed on the right. The visual effect of the saw-tooth roof profile adds skyline interest. 39 degree field of view from Narrow Quay

# Conservation Recommendation



An example of glimpsed views of the Cathedral tower and pinnacles appearing above the saw-tooth roof of U-Shed. The historic relationship between the church, Abbey, and the medieval St Augustine's Reach is part of the significance of both features. 39 degree field of view from Narrow Quay

2.2 Views of the Cabot Tower are also defined in the Conservation Area character appraisal as important, as are those of the Grade II Listed former leadworks chimney on Anchor Square. These Listed buildings coalesce into a single stacked composition framed between V and U-sheds in glimpsed views from Narrow Quay, where the current outside seating area for "The Architect" is set.



The coalescing of Landmark Listed structures, The three Cathedral towers, Cabot Tower, and leadworks chimney framed between U and V sheds. 39 degree field of view from Narrow Quay

# Conservation Recommendation

- 2.3 To the north of U-Shed are two earlier transit sheds, now forming the Watershed media centre. These are both individually Grade II listed. Both are more traditional in form, with wide pitched roofs running their length. Cranes were not integrated into the roof like the later transit sheds but were attached along the dock frontage of the building. These transit sheds did set the overall character along the west side of St Augustine's Reach (the Reach) in the following decades, with the same practical long and low-profile sheds maximised for dockside exposure, and a narrow platform suitable for quick movement of goods across the floor from quayside to road or track. The incorporation of an open arcade at ground level was also a practical solution allowing access to the ships moored alongside, whilst allowing direct cargo movements by crane at the upper level.
- 2.4 The four buildings along this side of the Reach, together with M-Shed to the south of the dock, are either designed to, or replicate, the clear practical requirements of the transit sheds as a building type and are an architectural expression of those industrial functions. As such they have high evidential value and a group, illustrating how the docks were used and operated until their commercial closure in the 1970s. This is the only part of the Docks that retains these characteristic buildings that, before WWII, were the predominate building type of the docks.



The long, low-slung profile of the transit sheds emphasises the defining horizontals of the Listed dock walls, the surface plane of the water, and the length of St Augustine's Reach. 84 degree field of view from Narrow Quay

- 2.5 The four transit sheds on the west side of the reach, in combination with M-Shed across the docks, characterise this part of the Conservation Area. That character is defined by long, low-lying 2-storey buildings that echo the strong horizontal emphasis of the Listed dock walls and the flat plane of the water. Through the continuity of design, the effect of this series of long planes is to emphasise the length of the quayside and, in long views, focus the eye on the Listed cranes, landmark Pero's Bridge, or back into The Centre from the south. Although the roofs of U-Shed make it physically taller, in long views from The Centre the saw-tooth pitched roof forms helps break-down the building's

# Conservation Recommendation

marginally elevated silhouette, helping to retain emphasis on the strong linear thrust of the long, low 2-storey buildings.

2.6 The earlier sheds, of red brick and slate are clearly identifiable as different from the later U and V-Sheds, with the solidity of the red brick walls a key characteristic. Although this material is shared with the 1920s sheds the expressed concrete frames make those buildings distinct from their Listed neighbours. Whatever the stylistic differences, all four buildings do share a clearly industrial, maritime, aesthetic, with the continuous arcade at ground floor and timber boarding of shutters and infill panels above. Original and intimated hoist structures on the western, road side, elevation of some of the sheds are also an evocative reminder of the buildings' past use.



The overwhelming character of the south and west sides of St Augustine's Reach in this aligned view is dependent on low-profile, low-slung, development that helps focus the eye on distant views of The Grade II Listed cranes and St Paul's Coronation Road. The pitched roofs and gables recessed back from the parapet help reduce impact on the horizontal emphasis of the combined dockside facades. 39 degree field of view from The Centre promenade

2.7 The 2011 City Docks Conservation Area Character Appraisal is helpful in defining the overall special character of the area, its smaller character areas, and the challenges and opportunities that future development in the needs to respond to, to preserving and enhancing it. The development site falls within the Canon's Marsh character area. It should be noted that since it was adopted new buildings in the area have been Listed, including the docks cranes outside M-Shed and Canon's House. These structures now have greater emphasis within the immediate setting of the proposed development. Both structures received statutory Grade II Listing in 2022.

2.8 Page 38 of the Character appraisal includes these issues pertinent to the character area:

- Opportunities: "Protecting key views and panoramas in future development management negotiations that may have an impact on the area"



# Conservation Recommendation

- Threats: “Loss of views caused by new developments”
- Weakness: “Bland over-scaled facades to modern buildings and sterilisation of character particularly to the west end”

2.9 As a general policy, part 9 of the appraisal states:

“Unsympathetic Infill & New Development New development or infill that fails to respect the character of an area, ignores the predominant building lines, scale, proportions, details or materials, or which obstructs important views or cuts of pedestrian routes, can cause serious harm to the special interest of the Conservation Area.”

and

“9.8 Loss of Views The loss of views, either to key landmarks within or outside the conservation area, or to landscapes or sites beyond is impacting negatively on the character of the Conservation Area. Proposed development north of the Floating Harbour (Building 4) will result in the loss of a key view from the south of the water to the Cathedral.”

## Proposals

- 3.1 There is emphasis made in this application on neighbouring developments as examples of taller buildings that might lend weight to the current proposals. It's noted here that the adjacent Waterfront Place development has been strongly objected to by Historic England for its impact on views of the Cathedral is presently being recommended for refusal. There has been no development of The Arc on the roof of Grade II listed Canon's Marsh Goods Shed, but this is a point structure of lightweight appearance, and a kinetic moving structure that doesn't compare to proposed built volume.
- 3.2 It's concerning that the Design & Access Statement submitted differs significantly in the appraisal of heritage assets in the Heritage statement, in a way that suggests designs were developed without reference to the findings of the latter.
- 3.3 Pre-application advice has been given on this site, with the issue of scale and massing being raised within the context of the Conservation Area and the impact on views of the Cathedral and other Listed assets.
- 3.4 The current application seeks consent for complete demolition of the existing 1990s U-Shed building and its replacement on a similar footprint. The proposed new building would increase the scale and massing of the existing building, raising the parapet level effectively an additional storey in height, from 10.5m to 13.7m. The overall building height would be increased from 13.5m at the ridge-height of the saw-toothed roof to 18.6m including the proposed flat-roofed plant room.
- 3.5 Proposed elevational treatments would omit the traditional red brick of the current U-Shed and focus on extensive glazing, profiled metal panels fascia strips, and screens. The top storey would be set back from the new parapet height, with the existing saw-toothed roof evoked with angles structural members within a flat façade below the projecting eaves of a flat roof.
- 3.6 The proposed proportions of the building elevation would be on a wider spaced grid than the existing U-Shed, replacing the 16 horizontal divisions with eight, and an increased height given to the infill panels within the intended expressed frame structure.

# Conservation Recommendation

- 3.7 A final important change will be a reduction in height of the existing public arcade forming the public harbour walkway. A current arcade height of around 3.8m will be reduced to 3m.

## Assessment and potential mitigation

### **Is there harm posed by the development? (NPPF para 200):**

- 4.1 There is a clear, negative, impact posed on the designated heritage assets and their settings by the proposed development. The intended amplified height, loss of views, loss of characteristic features and materials, and undue emphasis on the structure within an area of strong consistent building character. The setting of the Cathedral would be harmed where the landmark architectural and historic importance of the church, commanding the entrance into the docks, would be diminished. Where the towers of the cathedral are visible in combination with other Listed landmark structures development would pose the greatest harm. Glimpsed views, identified as important within the Conservation Area Character appraisal, would be lost, or heavily impacted by the scale and mass of the proposed block. These issues all contribute to a high degree of harm to the architectural and historic character of the area, albeit not of a “substantial” scale defined by the National Planning Policy Framework (NPPF).
- 4.2 The submitted TVIA identifies a number of viewpoints where development would impact the historic environment. Only 4 of these are progressed as detailed verified views. It is worth discussing issues that each of these views presents. We have been unable to replicate some of the images based on the methodology provided. We note particularly that the visual impact of the proposed building in view 02 and 04 is lessened where the required field of view achieved by a 50mm lens (a 39degree field of view to reflect the human experience) has not been followed and horizon lines not centred in the frame. Equivalent images generated from view city, based on the same coordinates, but with the use of the corrected field of view are presented here in Appendix A.
- 4.3 Viewpoint 02, from Narrow Quay is chosen to show the building as a whole, but the visibility of the surrounding context is limited. The impact of the change in height from the original parameters set in the 1920s, to the proposed is most marked where it abuts adjacent buildings in this view. The Grade II Listed W-shed appears in frame on the right side. The existing relationship is of buildings perceived at similar scale, preserving a consistent character along the line of the Grade II Listed dock wall. The proposed relationship would tend to visually dominate the adjacent Listed building and exceed the height of the landmark drum of the building behind it against the sky. The proposals would have a poor relationship with the existing context in this view and would be overbearing.
- 4.4 View 02 also demonstrates the impact of the loss of the characteristic repetition of the saw-tooth roof. The roofs emphasise the building’s façade rhythms and are a visually attractive skyline feature from this angle; This character would not be replicated in the superficial façade treatments intended to replace them.
- 4.5 The proportions and tight-gridded grain of the building façade would be replaced by a new elevation grid with less detail and wider proportions. The proposed façade would not preserve the intimate character of facades along the west side of the Reach. The replacement of all timber infill elements and windows with a tight grid of glazing bars, with larger expanses of reflective glass would not preserve the traditional industrial aesthetic expressed in the 1990s design. The visual effect of proposals would over-simplify and flatten the façade, leading to a mismatch with its partner building at V-shed and a general undermining of the traditional materials and character of the Conservation Area.

# Conservation Recommendation

4.6 This view also demonstrates the impact of the reduced head height of the dockside arcade. The selected view fails to include the walkway approaching from W-Shed, but the relationship with the similarly proportioned arcade visible to the left of the building. The generous arcade of V-Shed is matched by that of the existing U-shed in this view, but when the proposals are substituted it shows the disparity in scale of that proposed. The arcade becomes a less dominant feature of the building façade, the visual continuity with its neighbours is impacted, and results in a proportionally mean replacement for the historic structure replicated in the present U-Shed.

4.7 Viewpoint 04 looks towards the building across Anchor Square. The temporary instillation of the sky-view big wheel tends to dominate this angle. As part of this exercise, we should consider the view without that incursion, and the effect of the repeated gable roofs becomes more dominant on the skyline. Although differing from the 1920s roofs the current building replicates and reinterprets the original industrial character of repeated roofs, the expressed structural frame, projecting first floor hoists, and the use of red brick infill panels of the building it replaced.

The visual connection with the partner V-Shed to the south of is best enjoyed from Anchor Square.

4.8 The architectural impact of the corner most prominent in this view has changed from the original 1990s proposals with the replacement of the prominent first floor brick infill panel with an industrial type window with a tight grid of glazing bars dividing the glazing into panes echoing the proportions of the structural grid within which they sit. Above this a series of terracotta toned cladding panels replace the glazed gable. The colour complements, but doesn't match, the red of the brick elsewhere in this façade.

4.9 The loss of the characteristic industrial aesthetic of the expressed saw-tooth roof is the most pronounced and harmful change in this view, but the replacement of traditional materials, proportions, and grain of the façade also diminish the contribution of the existing and proposed buildings. The visually interesting and distinctive character of the existing facade would be replaced by a homogenous block with flattened reflective facades, dark metal cladding panels, and prominent roof-top plant enclosure. Whilst the proposed increase in height has a less damaging impact to Anchor Square there is a diminishing effect posed by the new massing imposed on the 2-storey Listed leadworks and Canon's Marsh goods shed.



Detail of viewpoint 02 showing the new disparity in scale that would occur between the existing Listed W-Shed, and proposed development.

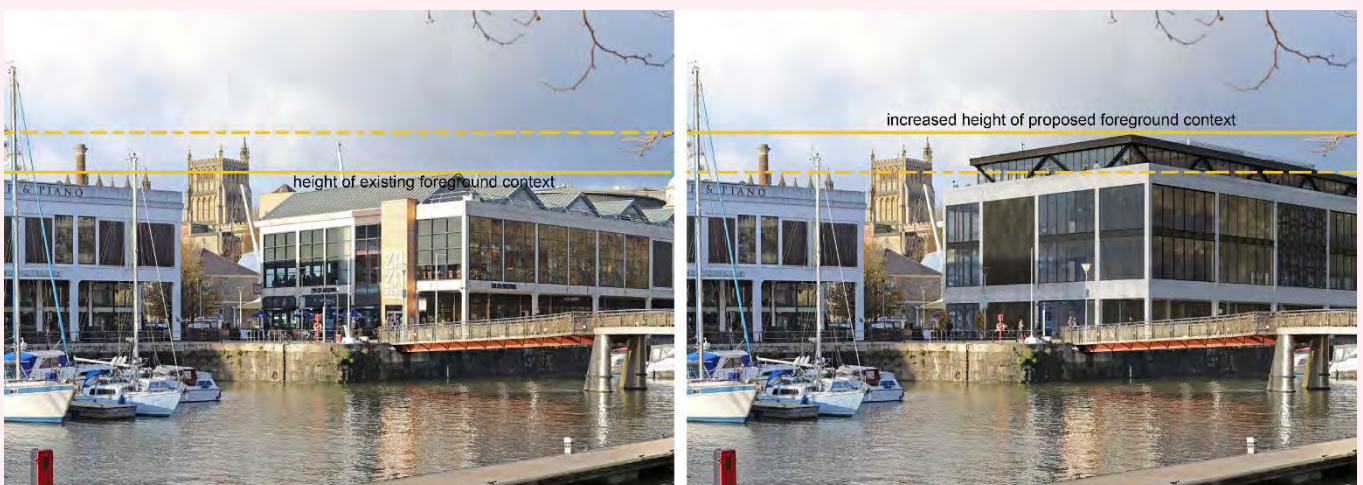
# Conservation Recommendation



Detail of viewpoint 04 showing the existing character defined by the saw-tooth pitched roofs, brick, projecting façade features, and elevation detail of traditional style industrial window frames with subdivided panes. The proposed building lacks contextual materials and details that could enliven the massing and ensure a harmonious response to the Conservation Area,

4.10 Viewpoint 08 has been selected to focus attention on framed views of the Grade I Listed central tower of the Cathedral. This view is selective and doesn't show the impact on other Listed structures that appear within this window as part of a dynamic view experienced by walking north up Narrow Quay. The impact of development will be greater outside the confines of this framed view, especially where the Cathedral's to west towers, the Cabot Tower, and Grade II Listed leadworks chimney contribute significantly to closer views experienced along Narrow Quay.

4.11 View 8 is effective in illustrating the impact of amplified scale on the surrounding historic context. In this static view the landmark character of the Cathedral's central tower is diminished on the skyline. The current saw-tooth roof whose pitches ensure a low profile, allowing the more important buildings beyond to impose their contribution on the horizon. The tower and its pinnacles have a clear projection above the generally consistent level of the foreground roofs in this view. The proposed building breaks above the level of the tower on the horizon in the equivalent view, eroding the landmark architectural and historic setting of the Cathedral by exceeding its height in perspective.



Detail of viewpoint 08 showing how the cathedral's central tower and pinnacles projects above the prevailing foreground building height. In perspective, the proposed development would become the more dominant structure on the horizon in this view.

# Conservation Recommendation

- 4.12 The characteristic ogee dome of the 1980s extension of the Royal Hotel, College Green, also has a clearly expressed, visually interesting silhouette. Despite its pastiche design it makes a positive visual contribution to the Conservation Area that would also be impacted in this perspective.
- 4.13 The existing view in 08 reveals the importance of the strong horizontal emphasis of the existing transit sheds together. There are visual similarities between V-Shed and U-shed that unite them as character buildings, and the Listed W and E sheds beyond add to a continuous plane of 2-storey facades along the dockside. The low-lying linear character would be interrupted by the proposed building which appears visually bulkier, breaking the consistent horizontal thrust that characterises the west side of St Augustine's reach. Between the existing and proposed view, the façade proportions and texture change from a tight-grained grid, to larger, more relentless glazed façade elements that respond poorly to the more intricate existing rhythms and scale of the adjacent facades.
- 4.14 The loss of the saw-tooth roofline in this view would result in a loss of a distinctive traditional industrial feature that contributes to the industrial and maritime character of the area. Its rectangular profiled replacement fails to preserve or enhance upon this attractive and playful contribution to the skyline. The proposed rooftop plant enclosure further impacts the building's ability to complement the currently eventful and visually stimulating roofscape.
- 4.15 Finally, viewpoint 09 demonstrates similar issues of impact from inappropriate scale and obtrusive massing of the proposed building as view 08, but the impact is amplified by the more oblique angle in which the facades are perceived. The loss of the repeated pitched roofs of the existing U-Shed from this view is particularly pronounced, where sloping pitches and recessive gables add visual interest without obstructing the horizontal thrust of 2-storey facades along St Augustine's Reach.
- 4.16 The southern façade of the existing U-Shed visually continues the scale and industrial aesthetic of its partner V-Shed around the projecting edge and continuing down the dock towards The Centre. The proposed replacement flanking façade would receive greater emphasis in this view, where it would project above existing parapet heights and be distinctly different in scale and proportion from its southern neighbour. The use of dark cladding, larger expanses of glazing, and the additional storey above the parapet line further emphasise the proposed block as different in this scene, adding to the sense of visual incongruity with the three other 2-storey transit sheds.
- 4.17 Impacts on nearby Listed buildings are reduced in this view, where they maintain their topographical and skyline prominence.
- 4.18 This is the extent of the submitted verified views, but the Local Authority has created a scale massing model using VuCity showing the existing and proposed buildings, to understand the visual impact of massing more broadly. A series of diagrams from this analysis is attached in Appendix A. This assessment identified similar issues to the submitted verified views, but there was additional emphasis on the impact on the setting of the Cathedral through loss and incursion into key views. We consider that the landmark character of the Grade I Listed building would be harmed through the loss of legibility within a sensitive location within the Conservation Area, and the obtrusive scale of the proposed massing.
- 4.19 From a series of sequential views along Narrow Quay the impact of the low-slung horizontal emphasis of the buildings was reviewed from the north and east of the site. As with the verified

# Conservation Recommendation

views from the south, these indicated that the scale of the building, and the loss of the saw-tooth roof of the existing U-Shed undermined the strength of character along this key frontage.

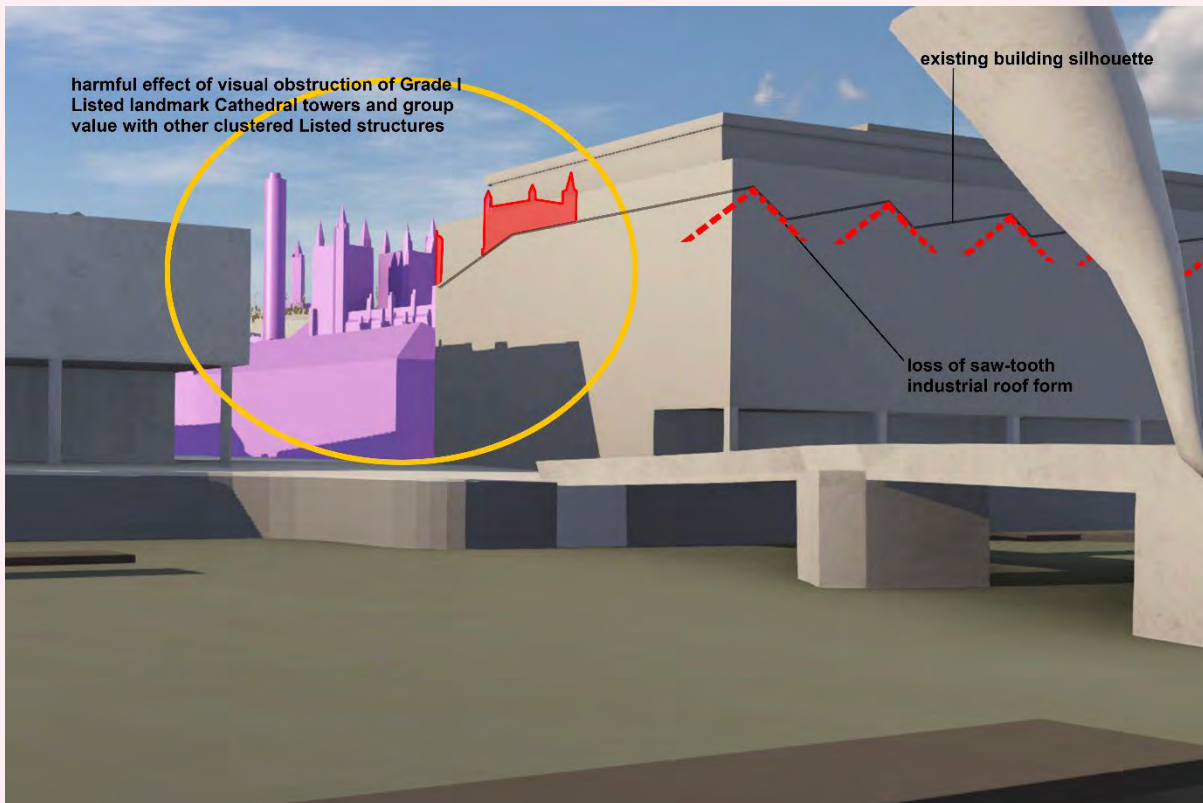


Diagram produced using the scale massing model in Vucity illustrating the impact of the loss of characteristic roof profile, increased height, and the impact on the setting of Listed assets. 39 degree field of view from the cafe deck of the Architect

4.20 A site walk along Narrow Quay, and the sequential views, identified several locations where glimpsed views of the Cathedral tower and pinnacles helped orientate the visitor within the topography of the historic city. These glimpsed skyline views over the top of the roofline of U-Shed would be lost, impacting the Cathedral setting. The removal of the characteristic saw-tooth roof in views directly across the Reach resulted in a marked loss of distinctive character, where open sky

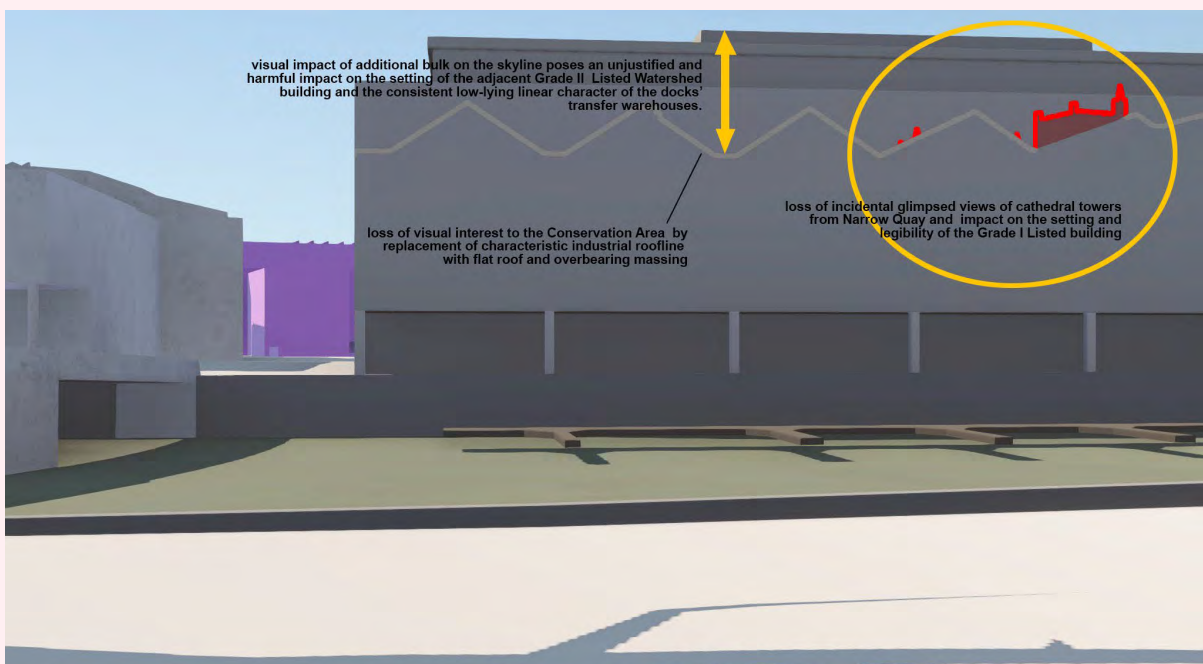


Diagram produced using the scale massing model in Vucity illustrating the impact of the loss of characteristic roof profile, increased height, and the impact on glimpsed views. 39 degree field of view from Narrow Quay

# Conservation Recommendation

seen through valleys was replaced with solid built form.

- 4.21 The massing models also provided an effective way of understanding the impact of the reduced headroom of the proposed public dockside arcade. The perception would be one of a darker, more tunnel-like corridor, where the proportions became deeper, with a noticeably lower ceiling tending to compare poorly with the existing, Listed, and adjacent arcade on V-Shed.



Diagram produced using the scale massing model in showing how the strong horizontal emphasis of first-floor ribbon facades, and 2-storey development, would be disrupted by uncharacteristic block massing and amplified height. 39 degree field of view from the steps at the head of St Augustine's Reach.

- 4.22 Following detailed assessment of the proposals we have identified a higher degree of harm than that suggested by the applicant. Because of the high sensitivity of the location on a key dockside frontage, the strong and consistent character of scale and appearance shared by the transit shed type buildings, and the impact on the setting of Listed buildings, particularly the Grade I Listed Cathedral, we consider that a high degree of less-than-substantial harm would arise. In summary, harm would occur through the following aspects:

- Demolition of a “character building” to the Conservation Area and a replacement that fails to preserve or enhance that character
- A visually incongruous scale and massing within the Conservation Area, and in the setting of adjacent Listed transit sheds, effectively doubling the prevailing 2-storey building height along the dockside
- Loss of glimpsed views of the Grade I Listed Cathedral Tower, and obstruction and impact upon long views across the Conservation Area, and the negative impact on the legibility and setting.
- Impacts on the setting of Grade II Listed leadworks and Cabot Tower in long views, through an overbearing scale and massing
- Loss of the characteristic traditional industrial saw-tooth roof and its visual contribution to the special architectural and historic character of the Conservation Area.
- Loss of the consistent and strong horizontal emphasis of the existing four transit sheds along the west side of St Augustine's Reach, and the visually obstructive impact of the proposed scale and massing.

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- Loss of existing close-grained facades, traditional materials and proportions that harmonise with adjacent buildings in the Conservation Area
- “Bland over-scaled facades” of poor character, emphasising large expanses of reflective glass, metal cladding panels, and a generic commercial aesthetic out of place in the context of a traditional dockside.
- Obtrusive scale against the Grade II Listed W and E-sheds immediately adjacent to the north, and the visually incongruous increase in height against its southern end.
- Visual impact of loss of visual consistency between V-Shed and the replicated U-shed as buildings designed to appear similar.
- Impact of loss of one of a series of four buildings that follow a distinctive building typology – the transit shed - expressing the architectural aesthetic and historic function of the docks through their long, linear character and low-profile design.
- Visual impact of the loss of consistency in the height and proportions of the harbourside arcade, and the obtrusive and incongruous relationship introduced with that of the Listed E and W sheds.

## **Has clear and convincing justification been given for the harm? (NPPF para 200):**

- 4.23 The principle of development relies on the undersupply of Grade A office space at a city-wide level, as identified by a WECA report in June 2020. It has not been demonstrated how this situation has changed following the completion and commencement of several major office schemes since that time, or how the changing working patterns brought about by the Coronavirus pandemic have impacted need. Specifically, it has not been demonstrated that the harm posed through by proposed intensity of new office development, focused on the application site, is necessary to achieve the generalised public benefits of speculative office floorspace, or why alternative sites in the city wouldn't be more suitable to accommodate this need without harm to the historic environment.
- 4.24 There is no demonstration that the existing building uses are not the optimum suitable for this site, or that they are unsustainable. Nor is there any evidence that reuse of the existing building or its adaptation in a less intensive, less harmful manner would not provide a more sustainable or appropriate response to the heritage context.
- 4.25 The proposed development is predilected on increasing lettable office floorspace without adequate evidence of its need or appropriateness on the application site. The increasing of the scale upon the existing building, in the context of the clear, strong character of the west side of St Augustine's Reach, is not reasonable where great weight must be placed in conserving the significance of the Conservation Area and the setting of Listed buildings. There is no evidential basis to consider the harm posed is justified.

## **What are the purported public benefits? (NPPF para 202):**

- 4.26 As noted above, there is a reliance on the provision of new, lettable office floorspace as a public benefit to be considered in the planning balance. This is somewhat academic where there is no clear and convincing justification for the harm that would arise through the quantum proposed. The greater proportion of benefit associated with speculative office space is private, for the property owner or leaseholder.
- 4.27 Whilst there are benefits associated with new employment and benefits to local business through increased spending in local businesses, this would be limited by the relatively small increase to the city's office floorspace provision. Economic benefit would also result from the demolition and construction phases of the development, but these benefits would be time limited only to the duration of construction. Limited weight should be afforded to these benefits.



# Conservation Recommendation

4.28 There are also stated “general enhancements to the immediate townscape”, that is, public realm improvements. These are very limited in scale, and we attribute negligible weight to these, particularly where they might be achievable with a less harmful proposal.

4.29 The demolition of an existing building of recent date represents a significant carbon footprint and a marked negative impact on the environmental credentials of any replacement. In this light, we are not convinced that environmental enhancements can be considered as tangible public benefits under the definitions of the NPPF.

4.30 Overall, development would result in a degree of tangible benefits to the public at large, principally of an economic nature, but lacks underpinning evidence to weigh heavily in the planning balance against the harm posed to the historic environment; Consequently, only limited beneficial weight should be attributed to development.

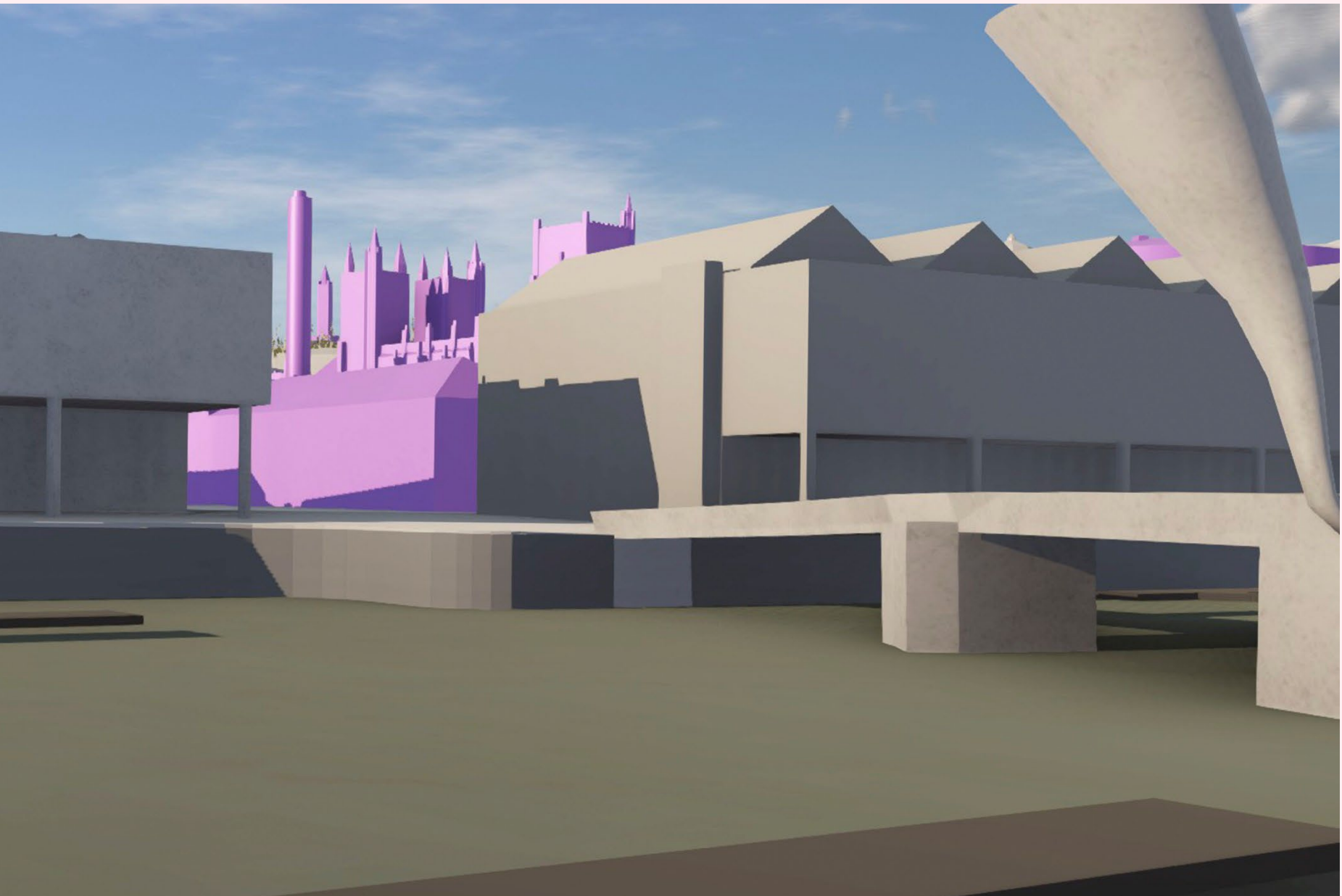
**Do public benefits outweigh harm where that harm has clear and convincing justification? (NPPF para 202)**

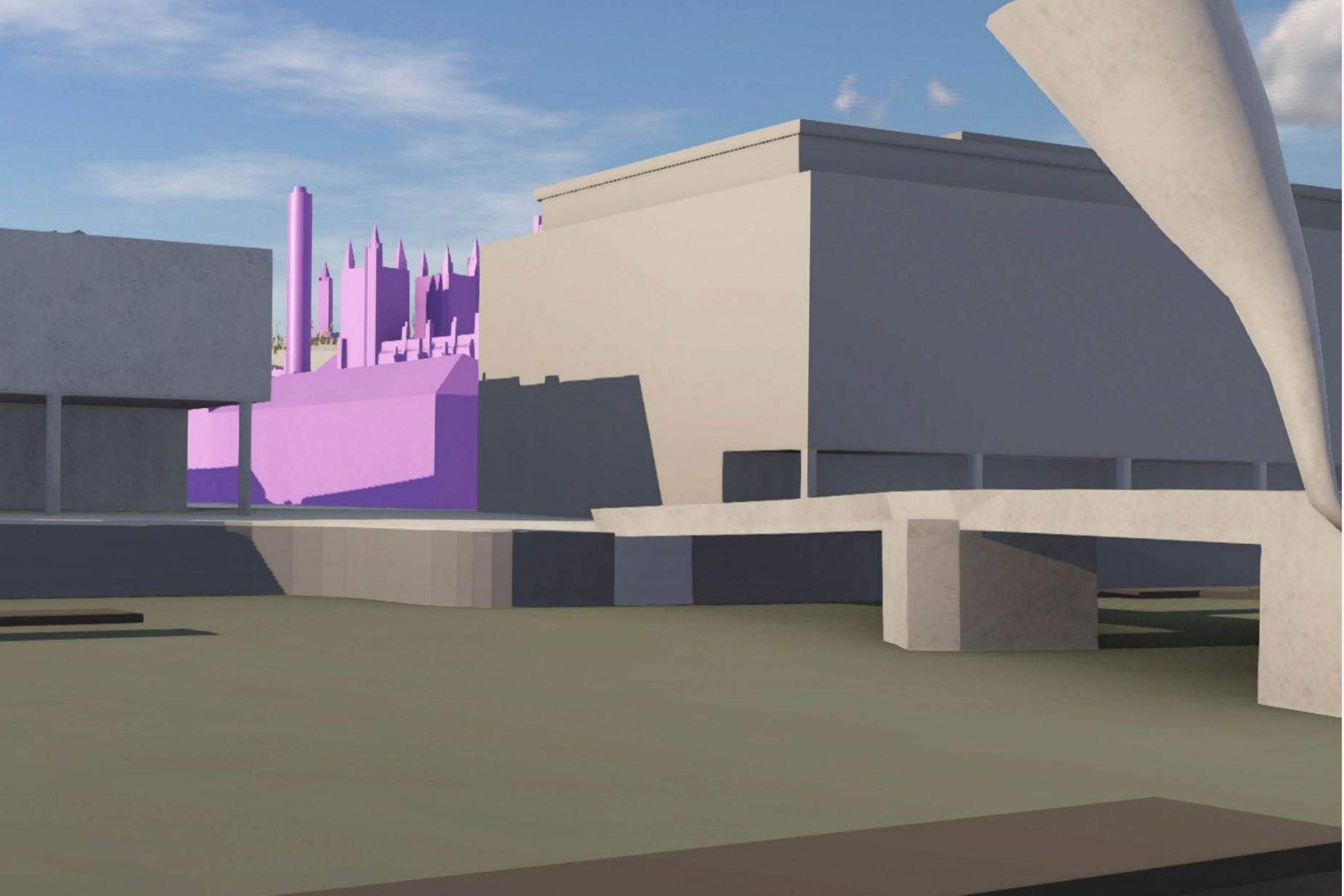
4.31 We are required to place “great weight” in the conservation of designated heritage assets. The degree of harm posed by development is less than substantial, but unjustified. A limited, and unsubstantiated package of tangible public benefits means that the harm should not be outweighed, and the decision maker presume in favour of the preservation and conservation of the architectural and historic character of the designated heritage assets.

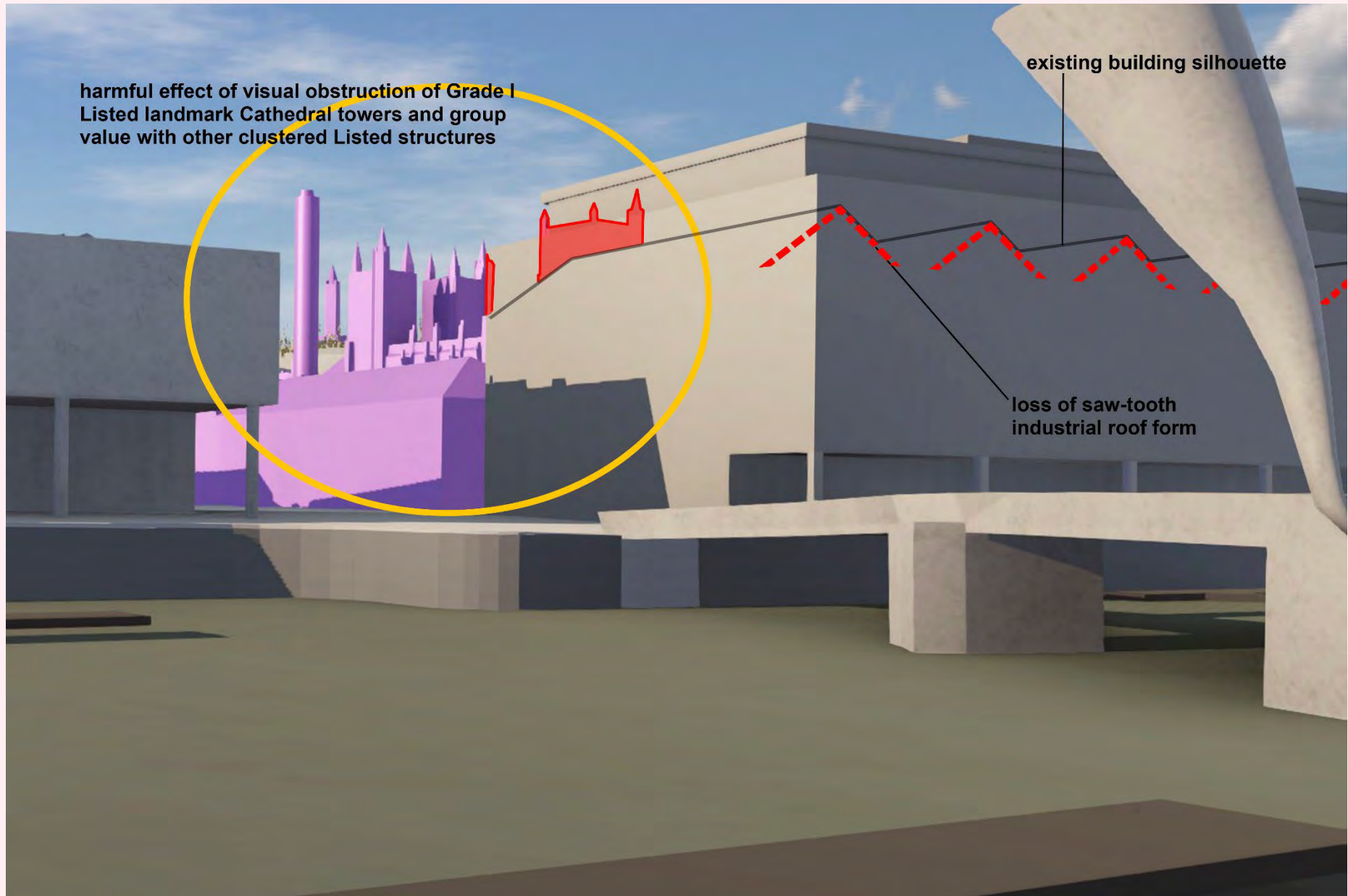
## Recommendations

5.1 We strongly recommend that this application is withdrawn by the applicant, or refused in line with national legislation, and national and local planning policies, designed to protect the historic environment. This includes, but is not limited to, The Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16 of the National Planning policy framework, Bristol Core Strategic Policy BCS22, and Development Management Policies DM26 and DM31.



















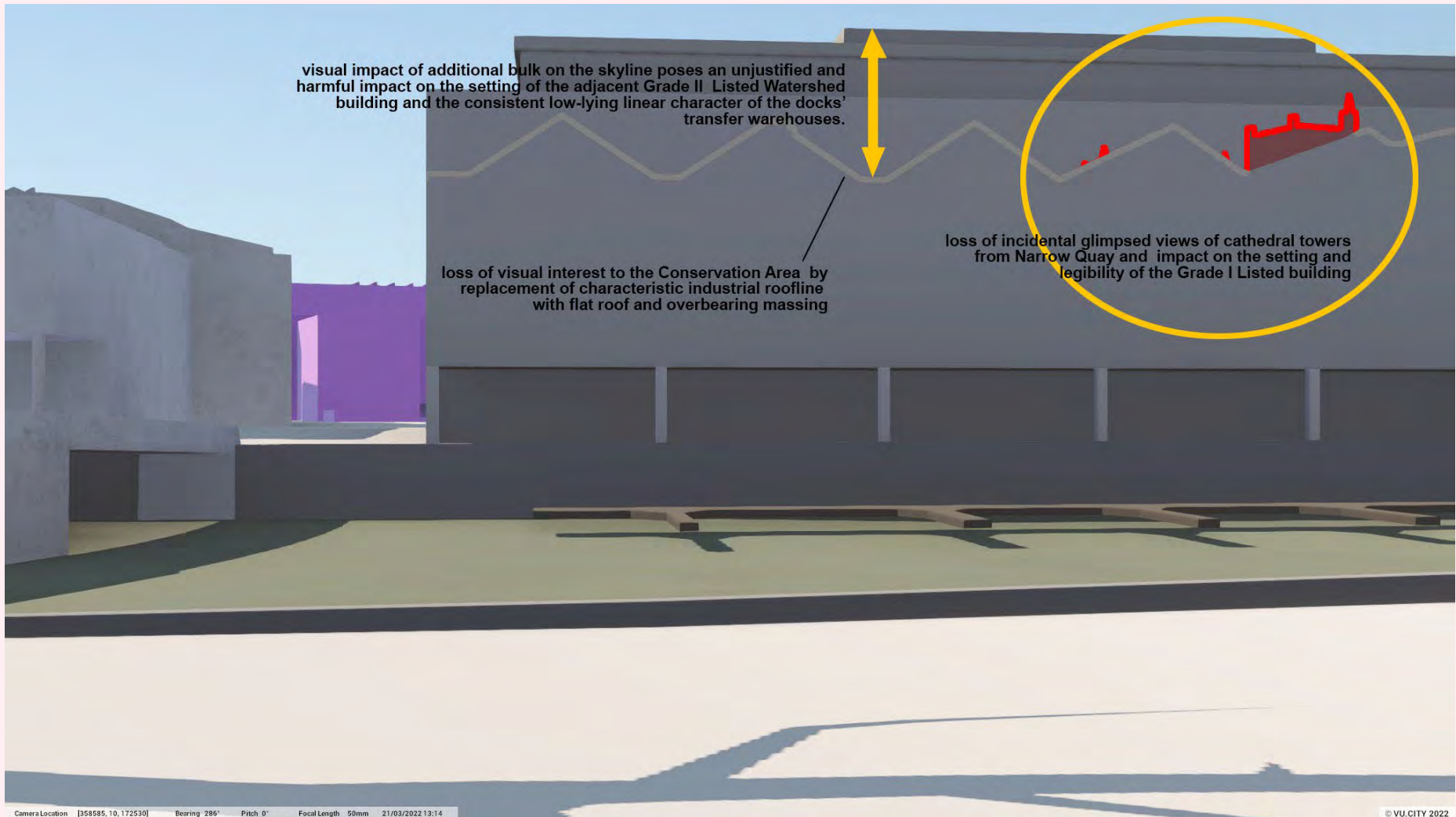
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Camera Location [358585, 10, 172530] Bearing 286° Pitch 0° Focal Length 50mm 21/03/2022 13:14

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Proposed View

**THE Landmark**  
PRACTICE

Environmental Planning • FIA • Landscape Architecture • Ecology • Architectural Graphics

Distance to site: 50 m  
 Bearing to: 255° from north  
 Viewpoint grid reference: E: 358582 N: 172606  
 Viewpoint ground height: 8 m AOD  
 Date & time of photo: 10/12/2021 13:23  
 Camera: Canon EOS 6D Mk II  
 Lens, FL, max aperture: 50mm fixed lens, Panorama, F4

Revision: -  
 Drawn to: GS  
 Date: January 2022  
 Weather: Sunny Intervals  
 Visibility: Good

Sheet Size: A3  
 Checked: LF  
 Authorised: GM

Project: U-Shed, Bristol  
 Client: BEGG (Nominees) Limited (c/o CBRE Investment Management)  
 Drawing title: Viewpoint 02 - Narrow Quay U-Shed Render

Fig:  
2.2



Viewpoint 02: This visualisation uses the stated georeferenced data and field of view (50mm lens equivalent) of the submitted visualisations. The visualisation presented here illustrates discrepancies between the stated methodology and the actual impact of the building in accurately generated visuals.



Proposed View Year 1

**THE Landmark**  
PRACTICE

Environmental Planning • EIA • Landscape Architecture • Ecology • Architectural Graphics

Distance to site: 103 m  
 Bearing to: 329° from north  
 Viewpoint grid reference: E: 358563 N: 172448  
 Viewpoint ground height: 8.2 m AOD  
 Date & time of photo: 10/12/2021 13:14  
 Camera: Canon EOS 6D Mk II  
 Lens, FL, max aperture: 50mm fixed lens, Panorama, F4.5

Revision: -  
 Drawn: GS  
 Date: January 2022

Weather:  
 Visibility:

Sheet Size: A3  
 Checked: LF  
 Authorised: GM

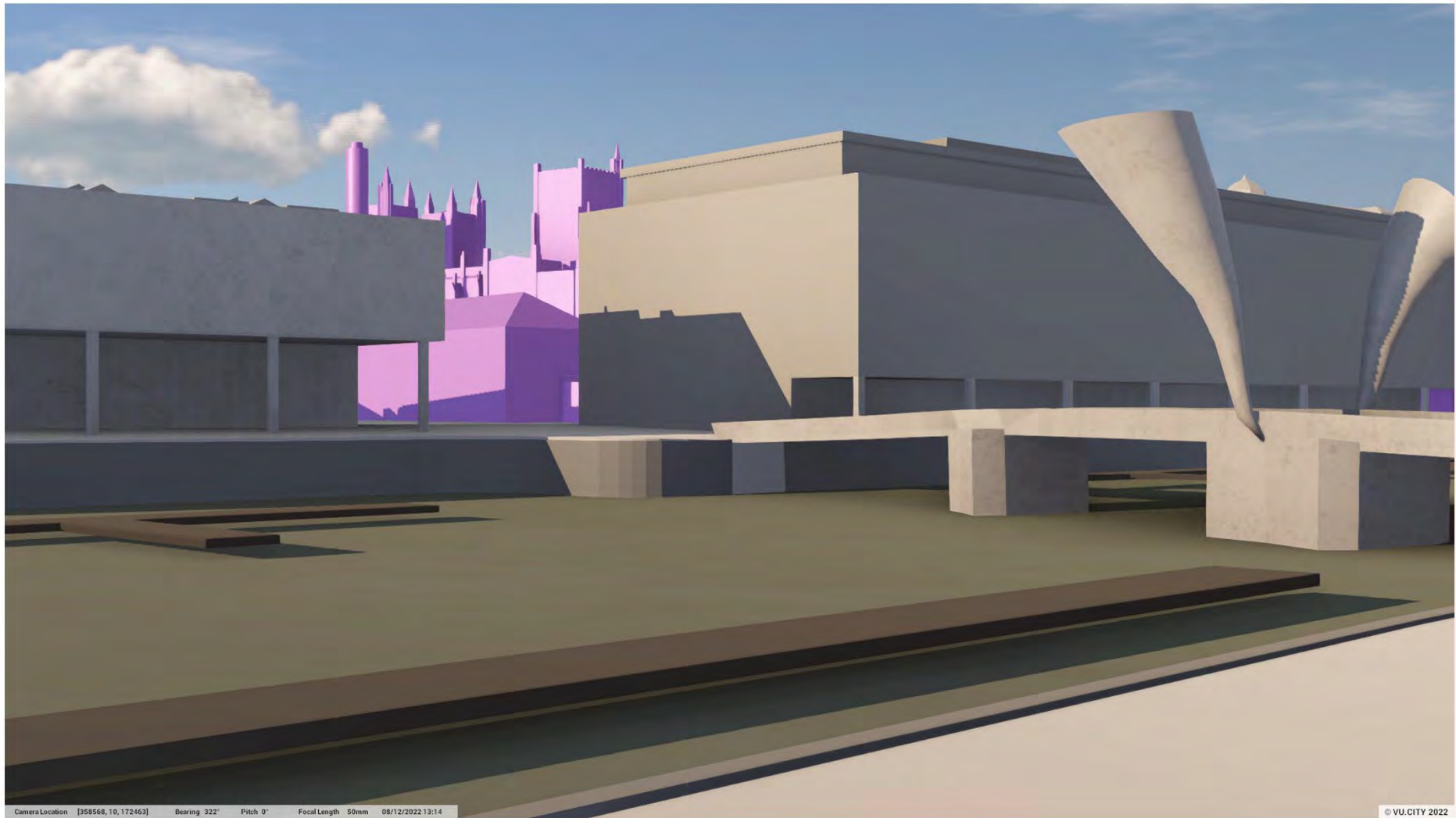
Sunny Intervals  
 Good

Project: U-Shed, Bristol

Client: BEGG (Nominees) Limited (c/o CBRE Investment Management)

Drawing title: Viewpoint 08 - Narrow Quay U-Shed Render Year 1

Fig:  
 4.2



Viewpoint 08: This visualisation uses the stated georeferenced data and field of view (50mm lens equivalent) of the submitted visualisations. The visualisation presented here illustrates discrepancies between the stated methodology and the actual impact of the building in accurately generated visuals.





Proposed View Year 1

**THE Landmark**  
PRACTICE

Environmental Planning • EIA • Landscape Architecture • Ecology • Architectural Graphics

Distance to site: 90 m  
 Bearing to: 78° from north  
 Viewpoint grid reference: E: 358422 N: 172529  
 Viewpoint ground height: 9 m AOD  
 Date & time of photo: 10/12/2021 13:43  
 Camera: Canon EOS 6D Mk II  
 Lens, FL, max aperture: 50mm fixed lens, Panorama, F4

Revision: -  
 Drawn: GS  
 Date: January 2022  
 Weather: Sunny Intervals  
 Visibility: Good

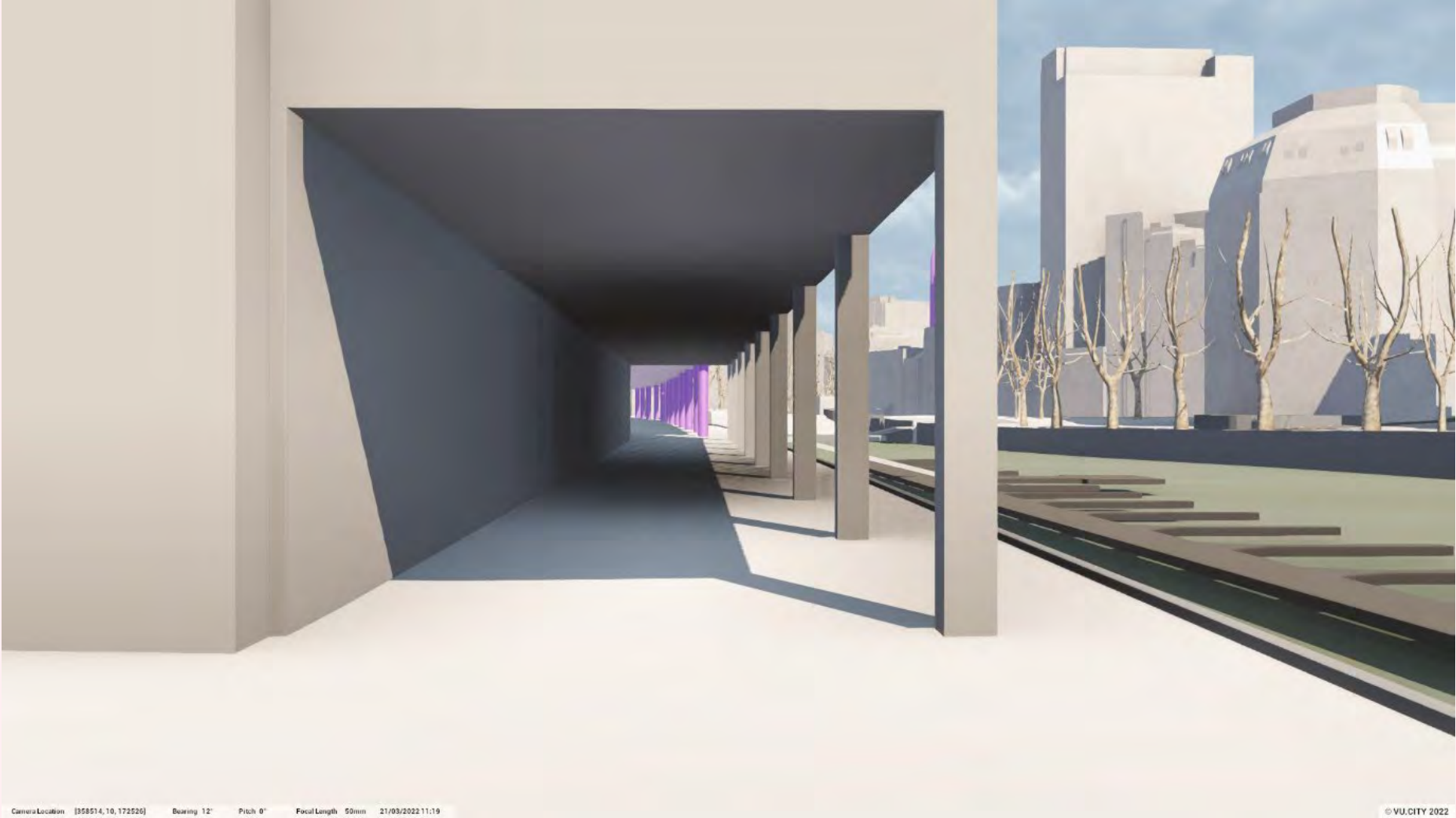
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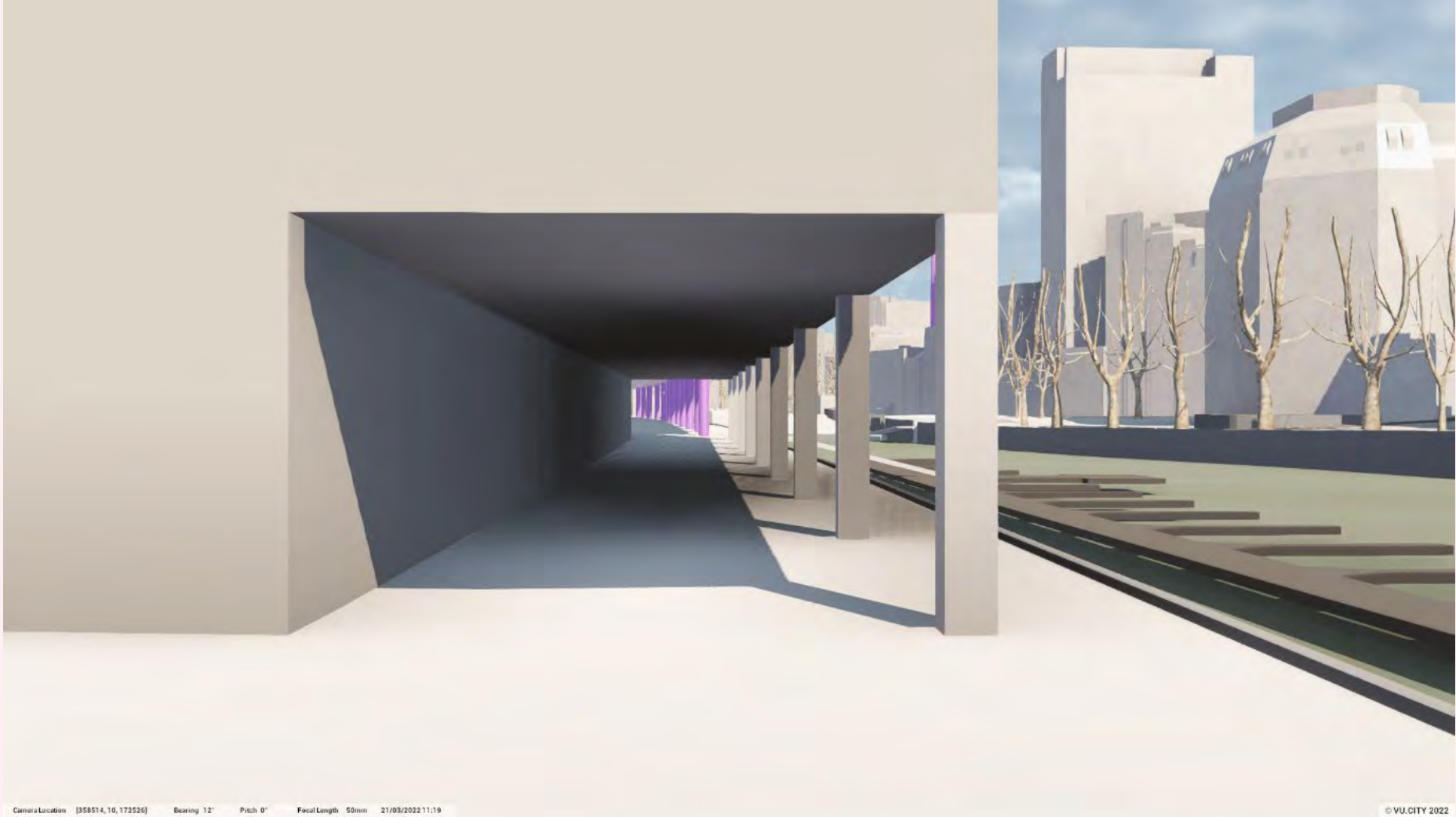
Project: U-Shed, Bristol  
 Client: BEGG (Nominees) Limited (c/o CBRE Investment Management)  
 Drawing title: Viewpoint 04 - Millennium Square U-Shed Render Year 1

Fig: 3.2



Viewpoint 04: This visualisation uses the stated georeferenced data and field of view (50mm lens equivalent) of the submitted visualisations. The visualisation presented here illustrates discrepancies between the stated methodology and the actual impact of the building in accurately generated visuals.





**Development Control Committee B – 13 June 2023**

**ITEM NO. 3**

**WARD:** Filwood

**SITE ADDRESS:** Inns Court Open Space Hartcliffe Way Bristol BS4 1XD

**APPLICATION NO:** 22/02345/F Full Planning

**DETERMINATION DEADLINE:** 6 April 2023

**Erection of a part single (double height), part two storey building to provide a Class D2 Youth Zone facility with associated disabled and mini bus parking and service access road, 5 a-side (MUGA) pitch, a single storey storage building, and associated boundary treatments and landscaping. Planning for new site access and turning head, amendments to A3029 central reservation, signalling and crossing.**

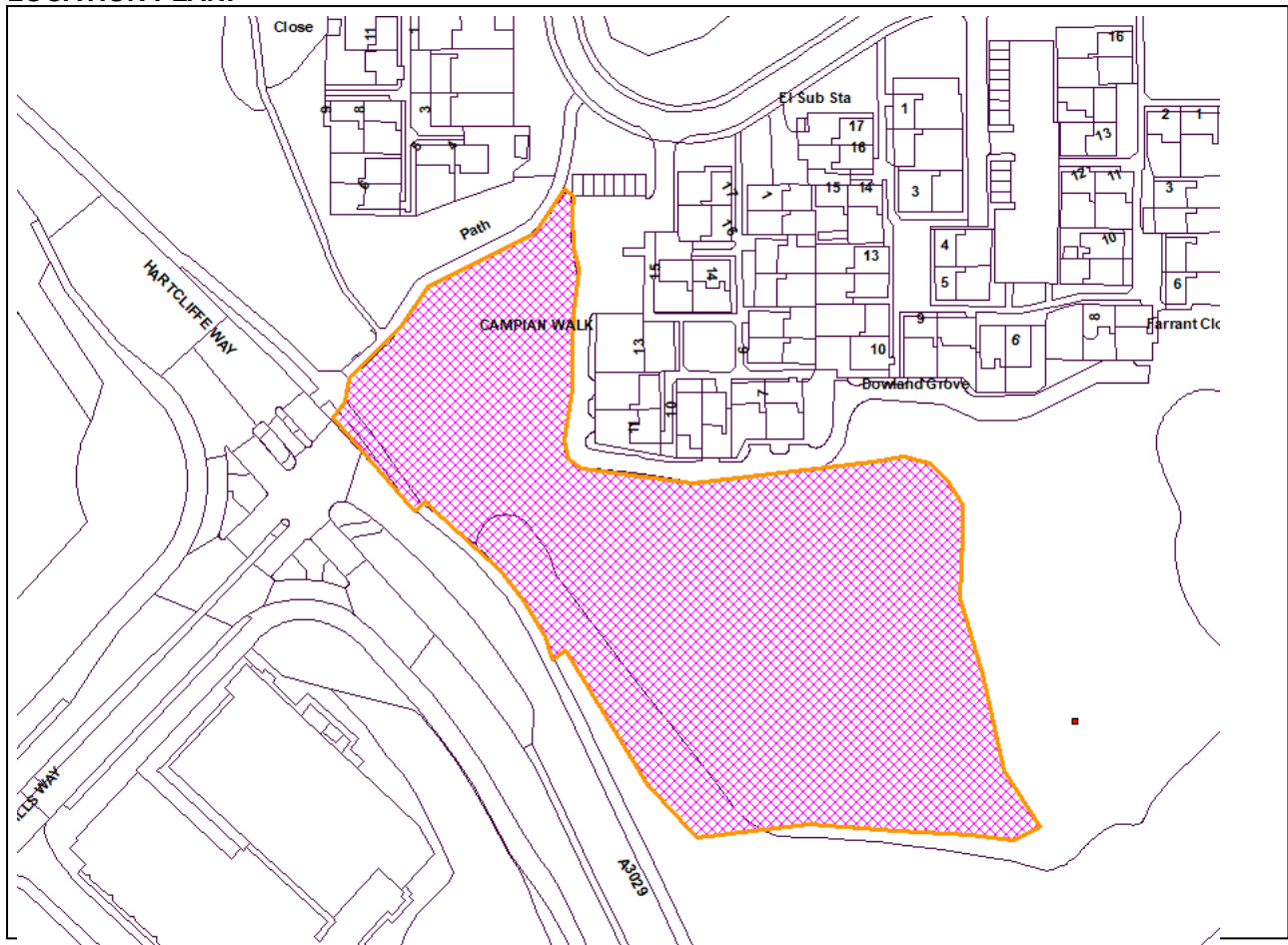
**RECOMMENDATION:** Refer to the Secretary of State

**AGENT:** Seven Architecture  
1.3 Waulk Mill  
51 Bengal Street  
Manchester  
M4 6LN

**APPLICANT:** OnSide  
Atria  
Spa Road  
Bolton  
BL1 4AG

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

**LOCATION PLAN:**



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## 1.0 BACKGROUND

- 1.1 This application is brought to Committee on the grounds of the significance of the application proposal to Knowle West and to the city overall.
- 1.2 This is an application for full planning permission for the erection of a part single (double height), part two storey building to provide a Class D2 Youth Zone facility with associated disabled and minibus parking and service access road, 5 a-side (MUGA) pitch, a single storey storage building, and associated boundary treatments and landscaping. Planning for new site access and turning head, amendments to A3029 central reservation, signalling and crossing.
- 1.3 The application has been submitted by OnSide. OnSide was established as a charity in 2008 with a vision of creating a network of Youth Zones which give young people top quality, safe and affordable places to go in their leisure time.
- 1.4 More than 50,000 members are making around 500,000 visits to OnSide's existing network of 14 Youth Zones every year. They are drawn by the array of activities and support on offer seven days a week, 52 weeks a year, from DJ'ing to climbing, basketball coaching through to support into employment.
- 1.5 Youth Moves will run South Bristol Youth Zone and become a member of the OnSide Youth Zone Network.
- 1.6 Based on data collated from 4 Youth Zones which opened between 2017 and 2019 we anticipate that 5,000 young people will join the Youth Zone within 12 months of opening.
- 1.7 The proposed Youth Zone will cater for young people between the ages 8 and 19 and up to 25 for those with additional needs.
- 1.8 The building would be open over 40 hours a week, young people will be able to access over 20 activities every night, ranging from sports such as football, boxing and climbing, to creative arts, music, drama and employability training.

## 2.0 DESCRIPTION OF THE SITE

- 2.1 The application site is located in the Filwood Ward in the south of the city on land close to the junction of Hartcliffe Way and Hengrove Way and to the immediate south of residential properties in Campian Way, part of the Inns Court housing estate.
- 2.2 The site is currently informal open space.
- 2.3 The site forms a small part of the wider Inns Court allocation for housing (BSA1109) in the adopted Development Plan.
- 2.4 The site is not subject to any other statutory designations.

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## 3.0 APPLICATION DETAILS

- 3.1 The proposed building is a two storey flat roof building with access from Hartcliffe Way, by way of the addition of an arm to the junction of Hartcliffe Way with Wills Way.
- 3.2 The building will accommodate meeting rooms, a climbing wall, storage space, kitchen and toilet accommodation on the ground floor and a gymnasium, performing arts space, meeting rooms and toilet accommodation at first floor level.
- 3.3 In support of their application, the Applicants have indicated that typically, a Youth Zone offers a minimum of 20 different activities each session in a facility that includes the following:
- Catering facilities
  - A four court sports hall
  - A fitness suite
  - A climbing wall
  - A boxing and martial arts gym
  - A dance and performing arts studio
  - Arts & crafts areas (both in an informal space within the recreation area and a separate project room)
  - A music, film and multi-media room
  - Training facilities (which will double as a Board room)
  - A facility for enterprise and employability projects
  - A health and wellbeing room
  - Other rooms/spaces (with associated storage) suitable for flexible use and a variety of activities
  - Smaller rooms/spaces which are suitable for one-to-one engagements or work with small groups of young people
  - An outdoor 3G kick pitch
  - External areas for informal recreation.
- 3.4 The building will not be open outside the hours of 0800 to 2200 Mondays to Sundays (including Bank Holidays).
- 3.5 The building will be clad with rainscreen cladding in a variety of colours including orange, red and yellow.
- 3.6 The flat roof will incorporate a plant area and 250 square metres of PV.
- 3.7 The application proposal also includes an outdoor Multi Use Games Area (MUGA) surrounded by 4m high rebound fencing. The application proposal includes no lighting for the MUGA. There is also provision for 273 square metres of external recreation space.
- 3.8 Provision is made for 4 parking spaces (including 2 disabled spaces). The entrance to the Youth Zone would be gated. Details of the proposed automated barrier will be secured by condition.
- 3.9 Cycle parking is proposed – there will be 24 covered cycle parking spaces to the frontage. Showers, lockers etc will be provided within the facility.
- 3.10 A landscape masterplan has been submitted which includes compensatory planting to compensate for the loss of three trees on the site.

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4.0 RELEVANT PLANNING HISTORY

4.1 There is no relevant planning history.

5.0 COMMUNITY INVOLVEMENT

5.1 A Statement of Community Involvement (SCI) was submitted with the application.

*Process*

5.2 A public consultation exercise was undertaken in December 2021. This was advertised by leaflet drop and on social media.

*Outcomes*

5.3 The SCI states that the following changes were secured as a result of this process:

- Commitment to the preparation of a Construction Management Plan
- In response to concerns about the privacy of neighbouring properties, were addressed by moving the building back into the site to create further distance between the buildings of Inns Court. The building has been redesigned the windows to avoid overlooking. Further planting along the elevation of the building has been incorporated to soften the views looking out from Inns Court.
- In response to concern about the lack of parking, the Applicants comment:

“As part of a sustainable travel policy, there is only visitor parking and staff are encouraged to use public transport. We have several sites where arrangements have been made with retail car parks for parking for staff if needed (for example Asda supermarket). We have increased minibus spaces for visiting groups and have 2 DDA spaces close to the front entrance.”

COMMUNITY CONSULTATION

5.4 82 neighbouring properties were consulted directly. As a result 11 representations were received, 10 objecting and 1 in support.

*Principle of the development (Key Issue A)*

5.5 Concern that this is the wrong location for a youth facility

“The proposed times are completely inconsiderate to people living locally to it and will only add to ongoing issues in the area of vehicles constantly being vandalised and property being damaged. Along with this we are struggling to keep our green spaces which are rife with wildlife etc. I can't believe this council feel the need to constantly build on our green spaces when brown land and properties remain derelict. I would love to know how this is going to be policed correctly given ongoing problems that don't get dealt with in timely manners.”

5.6 Concern about the loss of a valuable green space. This is a green space that contributes the city's climate and ecology goals.



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- 5.7 If it must be on this site there needs to be more consideration to wildlife. The building should move back from the main road, leaving a wider space of trees so that wildlife can move through undisturbed. There should be more trees and planting to hide the huge building from the housing which is very close to it.

*Design (Key Issue B)*

- 5.8 Concern has been expressed about the design:

“I am concerned that not enough people will comment on how incredibly ugly the mockup is”

“The building design is obtrusive to nearby housing and does not leave enough of a green space a 'wildlife corridor' along the road. It should be moved to another location.”

*Amenity Issues (Key Issue C)*

- 5.9 Concern has been expressed about the impact on local amenity:

“We have not been appropriately approached to discuss any of this plan when we are the ones who live here and have paid for our houses to live in this area specifically for the green space, and the off road walks for keeping our children safe. As a mother with children having additional needs I am very concerned of the impact this is going to have on my children from the construction to the life long chaos this building is going to bring.”

- 5.10 Concern about the impact of the proposal on local infrastructure (sewerage pipes)
- 5.11 Concern about light and noise pollution.
- 5.12 Concern that the proposal will lead to increased crime.
- 5.13 Concern about the disruption that will be caused during construction.

*Transport (Key Issue D)*

- 5.14 The drop off point for cars is a really bad idea. It breaks the green corridor and will massively increase polluting vehicles on an already very busy junction into Imperial Park. This is very unfair to the residents in housing nearby. You should insist that parking/drop off happens over the road in the large car parks. There are adequate pedestrian crossings at the junctions to ensure safe movements across the roads.

EXTERNAL CONTRIBUTION

*Avon and Somerset Fire Service*

- 5.15 Avon Fire & Rescue Service request the provision of a single Fire Hydrant.
- 5.16 This has calculated the cost of installation and five years maintenance of a Fire Hydrant to be £1,500 + vat per hydrant.

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## INTERNAL CONTRIBUTORS

*BCC Drainage Team*

- 5.17 Current calculations have used a 30% allowance for climate change. 40% climate change allowance needs to be used and storage requirement calculations/drainage plan updated for the site based on this higher climate change allowance figure. Full Microdrainage calculations need to be provided to confirm that the proposed storage provision on site is adequate enough so that there will be no flooding of the site during the 1 in 30 year event and no flooding of buildings and leaving the site boundary during the 1 in 100 year +40% climate change. The storage provided by the kick pitch also needs to be confirmed, alongside detailed designs of the pitch.
- 5.18 The requirements outlined in the BCC L1 SFRA will need to be adhered to. That is addressing three out of four of the benefits identified in the four pillars of SuDS design highlighted in the SuDS Manual; this includes improving water quality, enhancing amenity value, increasing biodiversity and reducing water quantity. This site has not met these requirements and as a result, we, as LLFA object to the proposals.

*BCC Ecology*

- 5.19 The comments of the Council Nature Conservation Officer are incorporated into the Key Issue on Ecology below.

*BCC Sustainable Cities Team*

- 5.20 The comments of the Council Sustainable Cities Team are incorporated into the Key Issue on Sustainability below.

*BCC Building Bristol*

- 5.21 Should planning permission be granted a condition requiring a timetable for the implementation of an Employment and Skills Plan should be included.

*BCC Archaeology*

- 5.22 A condition requiring an archaeological watching brief is recommended.

*BCC Pollution Control*

- 5.23 Pollution Control raise no objection to the application.

## 6.0 EQUALITIES ASSESSMENT

- 6.1 During the determination of this application due regard has been given to the impact of this scheme in relation to the Equality Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have

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different needs, experiences, issues and priorities in relation this particular proposed development.

6.2 Overall, it is considered that this application would not have any significant adverse impact upon different groups or implications for the Equality Act 2010.

7.0 RELEVANT POLICIES

7.1 The following policies are relevant to the determination of this application:

National Planning Policy Framework – July 2021

Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocations and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2016 and Lawrence Weston Neighbourhood Development Plan 2017 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.

7.2 In determining this application, the Local Planning Authority has had regard to all relevant policies of the Bristol Local Plan and relevant guidance.

8.0 KEY ISSUES

(A) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN PRINCIPLE?

8.1 Section 70(2) of the Town and Country Planning Act 1990 Act requires the decision-maker 'in dealing with an application for planning permission or permission in principle to have regard to:

(a) the provisions of the development plan, so far as material to the application...'

Section 38(6) of the Planning and Compulsory Planning Act 2004 ("the 2004 Act"), states that:

"If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."

8.2 The application site forms part of a wider allocation for housing (BSA1109). This designation states that the site has the site has an estimated capacity of 430 homes.

8.3 The allocation continues to be included in the emerging local plan under draft Policy DA1. This policy retains existing allocations (other than those proposed to be removed through the November 2022 consultation).

8.4 It is noted that since the Development Plan was adopted in 2014, no application for residential development for any part of this allocated site has been received.

8.5 The portion of the allocation that now forms the subject of this application is far smaller than the area that has been allocated. The remainder of the site continues to

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be available for housing development, consistent with the requirements of the allocation.

- 8.6 It is considered that the provision of an important community use is a sufficient material consideration to outweigh the allocation for housing on this site.

*The provision of an important community use*

- 8.7 The application proposal will provide an important community use for the benefit of the local area and the city overall. This is an exciting project for this community as it will enable the provision of valuable youth facilities for the area.
- 8.8 BCS11 states that development and infrastructure provision will be coordinated to ensure that growth in the city is supported by the provision of infrastructure, services and facilities needed to maintain and improve quality of life and respond to the needs of the local economy.
- 8.9 BCS12 states that community facilities should be located where there is a choice of travel options and should be accessible to all members of the community. Where possible community facilities should be located within existing centres.
- 8.10 The preamble to Core Strategy Policy BCS12 of the Core Strategy (2011) states that community facilities are wide-ranging and can include, among other uses, community centres, cultural centres and places of worship. Policy BCS12 states that community facilities should be located where there is a choice of travel options and should be accessible to all members of the community. Where possible, the policy states that community facilities should be located within existing centres. The preamble to the policy states: "The location of a community facility will depend upon its function and service users. Day-to-day facilities will need to be within the communities they serve and should be located within local centres. Higher-level facilities should be located within the most accessible parts of the city.
- 8.11 Paragraph 2.5.3 of the Site Allocations and Development Management Policies – Adopted July 2014, states that "Community facilities include all uses, commercial or non-commercial, that provide a social or welfare benefit to the community. Whilst protection is sought for all uses that meet this definition, community land and buildings are particularly important
- 8.12 In support of their application, the Applicants state that South Bristol Youth Zone is to be a pioneering youth charity whose mission that will address the childhood crisis of social isolation and disadvantage. In common with all Youth Zones in the OnSide Network, South Bristol Youth Zone will be a separate Registered Charity, a standalone organisation receiving support and encouragement from OnSide.
- 8.13 The Youth Zone is being developed by OnSide Youth Zones with Bristol City Council as a strategic partner. Local youth charity, Youth Moves, will run the facility as part of the membership of the OnSide Network or Youth Zones.
- 8.14 It is noted that the project is in the early stages, but the capital funding and the initial years of operating costs will be secured by contributions from the council and funding

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coming from local businesses, in common with other Youth Zones, which are shining examples of true public/ private sector partnerships.

- 8.15 For these reasons, the proposals comply with Policy BCS12.
- 8.16 Taking the policies of the development plan as a whole, it is concluded that the proposal is not in accordance with the development plan because the application site is allocated for housing. However, the provision of this valuable community facility is regarded as a sufficient material consideration to indicate that a decision otherwise than in accordance with the development plan.

**(B) IS THE DESIGN OF THE SCHEME ACCEPTABLE?**

- 8.17 The NPPF and NPPG identify good design as a key aspect of sustainable development and establish the importance of local distinctiveness. Development should seek to promote character in townscape and landscape by responding to and reinforcing locally distinctive patterns of development, local man-made and natural heritage and culture, while not preventing or discouraging appropriate innovation.
- 8.18 The Bristol Core Strategy contains a number of policies relating to design that require development to be of the highest standard in terms of appearance, function, conservation of heritage assets, sustainability and maintaining and enhancing green infrastructure and protecting key views (BCS2). In particular policy BCS21 'Quality Urban Design' requires development to deliver high quality urban design that contributes positively to an area's character and identity, through creating or reinforcing local distinctiveness.
- 8.19 Policy DM26 'Local Character and Distinctiveness' further reinforces the importance of local character and distinctiveness; it lists a number of general design principles that contribute towards this. Also material to assessing the design of the proposal are policies DM27 'Layout and Form' which requires development to have a quality urban design that results in healthy, safe and sustainable places; DM28 'Public Realm' which requires that development creates or contributes to safe, attractive, high quality, inclusive and legible public realm that contributes positively to local character and identity and DM29 'Design of New Buildings' which requires new buildings to be designed to a high standard, setting criteria to assist in achieving this.
- 8.20 The design of this building has been assessed to be appropriate for this location. The application proposal the proposal will respond appropriately to the height, scale, massing, shape, form, and proportion of existing buildings surrounding it.

**(C) WOULD THE APPLICATION PROPOSAL HAVE AN ACCEPTABLE IMPACT ON NEIGHBOURING AMENITY?**

- 8.21 Policy BCS21 expects development to safeguard the amenity of existing development and create a high quality environment for future occupiers.
- 8.22 In respect of local infrastructure, the imposition of a relevant condition will ensure that there is an adequate sustainable drainage system for the site. There is work to be

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undertaken to finalise the details of this, but Officers have no grounds of concern that this cannot be achieved and therefore do not consider that planning permission should be recommended for refusal at this time.

- 8.23 In respect of concerns about noise and light pollution, conditions are recommended to control the operational hours of the proposed Youth Zone and that details of the lighting for the site. BCC Pollution Control have raised no objection to the application.
- 8.24 Concern about the disruption that will be caused during construction can be addressed through the implementation of a Construction Management Plan. A condition to secure this is recommended.
- 8.25 There is no evidence to suggest that the application proposal would give rise to an increase in crime and this fear could not be sustained as a grounds for refusing a planning application.
- 8.26 Overall, it is considered that through the imposition of relevant conditions, the amenity of surrounding residents can be safeguarded both during construction and operation of this use.

**(D) HAS AN ACCEPTABLE TRANSPORT SOLUTION BEEN FOUND?***Summary*

- 8.27 By virtue of creating a new signalised arm of the junction at Wills Way / Hartcliffe Way to create a turning head and drop off facility associated with the Youth Zone, the existing facilities for pedestrians and cyclists will be less convenient. The applicants have outlined why they require such a facility and demonstrated that mitigation measures will be undertaken to offset the worst of the consequences, and why alternative provision for dropping off cannot be made.
- 8.28 On balance, the Applicants have satisfied the Highways Authority are content that road safety will not be compromised to a severe level as to warrant a refusal, subject to several conditions and mitigation measures, which are set out in the recommendation.
- 8.29 The proposed drop-off facility will necessitate a new arm on the existing traffic signal junction.

*Local Conditions**Walking and cycling network*

- 8.30 Hartcliffe Way has a shared use footway / cycleway across the frontage of the site. These are lit.
- 8.31 There are crossing facilities on all arms of the junction. There is also a pedestrian / cycle route to the north west of the boundary of the site, between Inns Court and Hartcliffe Way. Hartcliffe Way is a strategic cycling route and is identified in the West of England Local Cycling and Walking Infrastructure Plan 2020 – 2036 – Route 7.

*Public transport services*

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- 8.32 The nearest bus stop on Hartcliffe Way is served by limited services – 515 is an hourly service and does not operate on a Sunday. 52 is a service between Hengrove Park and Old Market and only runs every two hours during the daytime on weekdays (no service after 6pm).
- 8.33 Route 96 is about to be withdrawn in April 2023. The 91 service terminates at Imperial Park, but is also about to be withdrawn in April 2023. Other services terminate in Hengrove Depot which is over 500m walk, which is outside of the generally accepted maximum walk distance for bus stops. These include services 75 and 76 from Cribbs Causeway via the City Centre, which have a better frequency, but the walk is via footways along the dual carriageways, a longer route through the Inns Court estate, or through an unlit unpaved open space south of Campian Walk.
- 8.34 It is therefore currently not easily accessible by public transport, and arrivals will be dependent on walking, cycling, e-scooter or private car.
- 8.35 It is likely that there will be increased demand on the stop arising from this proposal, and future increases to bus services are likely. To allow future users to be able to take advantage of public transport facilities and reduce their impact on the local network, improvements to the bus stop outside the site to make it more accessible and usable will be sought and secured through a relevant legal agreement.

*Road Safety record*

- 8.36 No injury collisions were recorded in the vicinity of the new access in the last three-year period (2019-2021). The Hartcliffe Way roundabout has experienced 10 injury collisions in the years 2019-2021 inclusive, two of which were serious. Because of the size of the roundabout and the spread of the collisions this is not identified as a cluster site, but indicates that additional significant pressure on this roundabout should be avoided.

*Access**Vehicles*

- 8.37 Vehicular access is proposed from the new arm of the traffic signals junction for cars and servicing vehicles, including any parents / carers dropping off the young people using the facility.
- 8.38 The car park / servicing yard will be closed to the public and parents by an automated barrier.

*Pedestrians and cyclists*

- 8.39 Pedestrian and cycling access is provided from the new arm of the junction. There is also an additional proposed link to the adjacent foot/ cycle path towards Inns Court Road.

*Traffic Impact**Trip Generation*

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- 8.40 It is anticipated that a fairly large proportion of users will be expected to arrive by foot, bicycle or public transport, given the age profile of the end-users.
- 8.41 As there is limited data for trip rate generation for similar facilities in the modelling system TRICs, the applicants have undertaken surveys of some of their other facilities throughout the country and applied a similar trip generation breakdown to this proposed facility.
- 8.42 The other similar facilities surveyed elsewhere have been predominantly in City Centre locations with better access to public transport than this site, so it is likely that the vehicular trip rate will be higher than suggested for this facility. It is therefore necessary that all modes of transport are considered, not just car users.

*Drop off facility*

- 8.43 The applicants propose a large drop off and turning area, necessitating a new junction arm and full traffic signal refurbishment of the Hartcliffe Way / Imperial Park junction. The need for a drop off facility is a requirement for the end-use operators, who have stated a requirement for at least 4 cars to be able to drop or collect young people at any time, and for safeguarding reasons they have also outlined a need to have unobstructed visibility between the site entrance and young people arriving by car.
- 8.44 Highway colleagues have reservations about this proposal, as it is considered an unnecessarily large facility to provide for a small number of movements, which could be accommodated elsewhere. After discussions about the size of the drop off and turning facility, the applicants were asked to assess alternative options. Other proposals were assessed but dismissed for number of reasons.
- 8.45 Other alternatives to this drop off facility which were explored included (but were not restricted to) the following:
- 8.46 Vehicular access from Inns Court – not considered acceptable by the applicants – the facility is to cater for all of the young people from South Bristol, and the access was designed to reflect this. Furthermore, consultation exercises indicated a high level of opposition from residents of Inns Court to a main vehicular access from this location.
- 8.47 Extension of existing bus layby to create additional space to accommodate drop off movements – not considered acceptable by the applicants, mainly for the operators' safeguarding requirements.
- 8.48 Access from other parts of the Hartcliffe Way / Hartcliffe Way Roundabout area – this would have proved too costly, and potentially blighted future development of the rest of the site for housing.

*Traffic Signals – design*

- 8.49 The new junction will sever the existing walking / cycling shared route along Hartcliffe Way. This will inconvenience pedestrians and cyclists to the extent that there will be a maximum wait of up to 80 seconds for a green light to cross the new junction arm, whereas before this movement would have been unobstructed.



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- 8.50 The new crossing will be a toucan crossing in two stages. Pedestrians and cyclists will have a central island similar to the other arms of the junction. The width has been increased to meet minimum requirements for an island for a two-stage toucan crossing. It is not possible to make this a single stage crossing, as the width of the overall crossing would be too great to allow for this, leading to safety and capacity concerns.
- 8.51 A new right turn lane will be created in the existing verge on the south arm of Hartcliffe Way.
- 8.52 This will lengthen the width of the pedestrian crossing on to the central refuge on the north-eastbound arm of Hartcliffe Way (the crossing between Aldi and the central refuge). This would reduce the refuge to below 5m, which is less than the minimum required width for a cycle crossing, so this would no longer be suitable as a toucan (shared use) crossing, which it is at present. This crossing would therefore be downgraded to a Puffin (pedestrian only) crossing.
- 8.53 Shared use cycle crossings would remain available across Hartcliffe Way on the north side of Wills Way.
- 8.54 A safety audit (Stage 1) has been undertaken, and issues which have been picked up in this have been resolved or will be accommodated in the detailed design of the scheme.
- 8.55 Officers have raised additional concerns about the arm of the crossing across the entry of the new drop off facility, which will be very lightly trafficked. Because of the low levels turning in (particularly outside of evening and weekend peak times), regular users may become complacent about no turning movements at this location and risk crossing on a red light. This may have an additional impact due to the increased number of younger people at this location.
- 8.56 To reduce these risks and concerns about the inconvenience to pedestrians and cyclists using Hartcliffe Way, officers have requested the consideration of a diversion to the walking / cycling route away from Hartcliffe Way, up the new embankments and across the drop off facility, with a raised table affording priority to the ped / cycle movement. This would be a minor diversion from the existing route, but would allow a priority to the straight-through movement. However, the applicants have assessed this, as well as a less impactful hybrid option, and considered these unfeasible due to concerns about the potential impact on the drop off bays, impact on the retention tank, additional surface water drainage, potential effects on biodiversity net gain and existing green areas, as well as additional cost, and further excessive earthworks and hard surfacing.
- 8.57 The detailed design of the traffic signal junction would take place post any permission being granted. The Highways Authority are satisfied that there is adequate space available to accommodate the proposals.

*Traffic Signals – capacity (Novers Lane / Hartcliffe Roundabout)*

- 8.58 It is necessary to retain acceptable level of capacity at this junction. Should the junction be pushed over capacity, this would have the following impacts:
- 8.59 Queues on Hartcliffe Way towards Novers Lane junction, to the detriment of the metrobus operation and reliability.

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- 8.60 Queues onto the Hartcliffe Way roundabout, leading to an increase in conflict and exacerbation of collisions to the detriment of safety

*Queues exiting Imperial Park car park*

- 8.61 These are considered unacceptable impacts, so it has been necessary to carefully scrutinise the proposals in terms of capacity.
- 8.62 The traffic signal model has been reviewed by Officers, and some alterations made to ensure that the model is robust both now and into the future in terms of capacity and to limit as much as possible the inconvenience for pedestrians and cyclists.
- 8.63 The model was also subjected to an additional uplift of 20% in traffic volumes to ensure a level of robustness. This should take into consideration the includes the relatively low trip generation used, the fact that the traffic surveys were undertaken before the opening of the Hartcliffe Waste Recycling Centre which has increased traffic in the area, and the impact of future housing and economic growth in the area into the future.
- 8.64 To keep the traffic signal cycle time as low as possible, the turning movements from the new junction have been incorporated into the existing signal staging as much as possible, rather than creating a whole new traffic signal stage plan purely for the new arm. This reduces wasted time between stages, and reduces additional inconvenience. However, this does require the removal of any straight ahead and right turn out of the new junction. The geometry of the junction has been altered to enforce this movement. Any users wishing to travel north-west would be required to use Hartcliffe Way Roundabout to turn around, which is a short and easy diversion. It is not considered that this movement will add any unacceptable increases to volumes at the roundabout.

*Impact on Pedestrians / Cyclists*

- 8.65 As the existing cycle route will be severed, this will inconvenience pedestrians and cyclists.
- 8.66 This is acknowledged by the applicants. At worst, a pedestrian / cyclist wishing to travel over the new junction arriving just as the green crossing lights went red would have to wait an additional 80 seconds for another green signal.
- 8.67 This inconvenience to existing users of this route, new users of the Youth Zone, and future users associated with additional housing and employment growth, and is contrary to policies DM23 and BCS10.
- 8.68 The test in NPPF required to refuse a planning application on transport grounds is whether the impact of the proposal will be 'severe'. The applicants have put forward reasons that suggested mitigation (outlined above) is unfeasible and do not consider the proposals to warrant a refusal on the grounds of severe impact.
- 8.69 On balance, the safety issues have been managed as much as they can be in this instance, and on balance your Officers do not consider that there are grounds to refuse this application on highways safety grounds.

*Drop Off Facility – internal arrangement*

**Development Control Committee B – 13 June 2023****Application No. 22/02345/F : Inns Court Open Space Hartcliffe Way Bristol BS4 1XD**

- 8.70 The internal layout can accommodate a 3.5m shared use path to the south, with associated buffer to protect cyclists from car doors opening out, as well as a parking layby for 4 vehicles, and a turning head for a standard waste collection vehicle. The unused central section of the turning head will be planted.
- 8.71 The swept paths for the refuse vehicle have determined the space required. Due to levels on the site, earthworks will be necessary to bring this up to a higher level, but there are no proposed structural retaining features.
- 8.72 It is not intended that the drop off facility and turning head will be adopted as this does not serve a highway function, and responsibility for maintenance will be determined between the operators and landowners. The extents of adoption will be determined during detailed design stage, as it will be necessary to adopt the traffic signal infrastructure.
- 8.73 There is an additional private parking and servicing area accessed from the turning area, which will be kept closed to vehicles except for disabled parking, minibuses and servicing vehicles.

*Parking and Servicing**Car Parking*

- 8.74 Four parking spaces are provided which consist of two disabled parking spaces and two minibus spaces. EV charging facilities are proposed. The applicants anticipate that staff would park offsite and this will be enabled by a robust travel plan. No Travel Plan has been submitted. It is unlikely that this will deter driving sufficiently to prevent any staff parking on-street. It is noted that staff would be most likely to want to park in Campian Walk, which is not adopted, and therefore any inconsiderate parking will not be enforceable or preventable by the Highway Authority. It is recommended that the Travel Plan contains an undertaking that staff will not park in Campian Walk.
- 8.75 Furthermore, any on-street parking will be likely to take place on the bend of Inns Court Road.
- 8.76 Whilst there is plenty of space to do this, there is a risk that this will cause obstruction to visibility at the crossing point and will also impact on junction safety. It will therefore be necessary to implement waiting restrictions in Inns Court to deter this.
- 8.77 A contribution of £12,000 to install waiting restrictions will also be required. The contribution would be returned if unspent.
- 8.78 The car parking area would be closed by an automated barrier.

*Cycle Parking*

- 8.79 Cycle parking is proposed – there will be 24 covered cycle parking spaces to the frontage. Showers, lockers etc will be provided within the facility by its nature.

*Loading / Servicing*

- 8.80 Loading and servicing (low levels of deliveries and waste collection) will take place from the private parking / servicing area. Swept paths have been provided

**Development Control Committee B – 13 June 2023****Application No. 22/02345/F : Inns Court Open Space Hartcliffe Way Bristol BS4 1XD**

demonstrating that the arrangement is workable. This can also accommodate any emergency vehicles.

*Travel Planning*

- 8.81 A Travel Plan has not been submitted. This will need to contain more robust measures than outlined in the Transport Statement. The submitted Travel Plan outlines the strongest deterrent to driving as the lack of available parking on site. However, there is ample uncontrolled parking nearby in the Inns Court estate, and it is likely that this will merely result in on-street parking nearby. The Travel Plan will need to be resubmitted and strengthened. A Travel Plan will therefore be secured by a pre-occupation condition and will need to be in line with the Travel Plan Guidance (available on the BCC Website). An Audit and monitoring fee will also be required and secured by a relevant legal agreement.

*Construction Management*

- 8.82 There are significant concerns about the buildability of this proposal and the impact on the highway network, particularly with regard to the large number of construction vehicles associated with the earthworks and construction onto an unsignalised junction. It is highly unlikely that the junction will be fully completed to enable the movement of construction traffic, and a phasing plan and temporary access arrangements will need to be put in place to accommodate construction. It is imperative that a Highway Network Management plan is progressed with urgency in discussion with Highways Network Management, before ANY building works are commenced, including site clearance. A pre-commencement condition will be essential.
- 8.83 It will also be necessary to ensure that construction traffic does not cause damage to the existing road infrastructure.
- 8.84 A condition survey of the existing highway network will need to be undertaken prior to commencement to ensure that any remedial works are quickly and easily identified and rectified once construction is completed. The scope of the survey will depend on the proposed routeing and construction management phasing. A pre-commencement condition will be required to determine the state of the roads and footways, and the scope of the works, before any works take place.

*Mitigation*

- 8.85 Works will be secured through a highway condition and an agreement between the Transport Service and Capital Projects (the latter are anticipated to be delivering the highway works). An update on this will be provided at the Committee Meeting.
- 8.86 The mitigation works would include (as indicated in principle on plan 14935-MMD-XX-00-DR-C- 001 Rev P002):
- Improvements to wayfinding (local signing alterations)  
New links to existing cycle track / footpath between Hartcliffe Way and Inns Court Road
  - New junction into site
  - Right turn lane into the site from Hartcliffe Way

**Development Control Committee B – 13 June 2023****Application No. 22/02345/F : Inns Court Open Space Hartcliffe Way Bristol BS4 1XD**

- Full Traffic Signal junction refurbishment
- Upgrading of the bus stop to include shelter, raised kerb and real time information
- Any remedial works associated with damage to the highway arising from the construction traffic
- Associated ancillary works
- Contribution towards TRO to prohibit turning movements from new junction arm (£6310)
- Contribution for Council to introduce waiting restrictions to deter obstructive parking in Inns Court Road area (£12k)
- Contribution for Travel Plan Monitoring and Audit Fee (£5693)

8.87 As Bristol City Council will deliver the access to the site, a Memorandum of Understanding (MoU) to secure this has been prepared. In the event that Members are minded to approve this application, the MoU will be referenced in a condition attached to the planning permission.

**(E) DOES THE APPLICATION PROPOSAL ACCORD WITH POLICIES ON SUSTAINABILITY?**

- 8.88 Themes of sustainability, carbon reduction and climate change underpin national planning policy. Policies BCS13-15 of the Core Strategy relates to the Councils expectations with regard to sustainable construction of new buildings and emissions in respect of climate change. These policies must be addressed and the guidance within the Council's Climate Change and Sustainability Practice Note followed.
- 8.89 Through the imposition of relevant conditions, the application proposal complies with relevant policies on sustainability.

*Heating*

- 8.90 The development will be part compliant with the BCS14 heat hierarchy, but not fully due to the use of gas boilers and direct electric on part of the site. In mitigation, the Applicants have indicated that in the light of the proposed uses of this building it is not pragmatic for it to be entirely heated by Air Source Heat Pumps (ASHP). It is not this feasible to facilitate the flexibility in control of the space for such a multi-use activity space. There are specialist areas within the building that require temperature control such as gym, dance and boxing studios, IT server rooms and office due to the activities being delivered in them. As such the design incorporates a compliant mechanical and electrical system to best serve the activities and occupiers in the building and this is in the form of a heating and cooling VRF system with an Ozone Depletion Potential (ODP) of zero.

**Development Control Committee B – 13 June 2023****Application No. 22/02345/F : Inns Court Open Space Hartcliffe Way Bristol BS4 1XD**

- 8.91 The building has been designed to fully comply with the new Building Regulations 2021 as well as achieving a BREEAM “Excellent” target on sustainability measures. This is in line with Bristol’s Core Strategy 2011.

*Potential for Overheating*

- 8.92 BCS13 requires that development integrates measures into the design to adapt to climate change.
- 8.93 In support of their application, the Applicants have submitted an overheating risk assessment that demonstrates that there will be no overheating using the services design strategy proposed. The system proposed complies with TM52 methodology, building regulations and is in line with the projects overall budget. The measures on the building will all help to achieve a scheme design that is a fabric first approach utilising passive and mechanical ventilation to futureproof the building for future potential temperature rises.
- 8.94 The ventilation for most occupied areas of the building will be mechanical ventilation with heat recovery. Within the atrium, sports hall and climbing wall, natural ventilation will be provided. The ventilation rate for different zones within the building is based on the requirement to overcome the risk of overheating and so to comply with TM52. The occupied zones within the building will be provided with mechanical ventilation units providing fresh air requirements in line with Building Regulations.
- 8.95 Occupied areas within the building will have good access to daylight via window and roof lights. Photocell control will be integrated to the lighting circuits in these areas to ensure they are not over illuminated, and energy consumption minimised. Where practicable internal windows will be installed to occupied areas to the main corridor to enable borrowed light to penetrate. Energy efficient LED lighting will be installed throughout the building. To further limit the energy use, automatic lighting controls are also part of the design.
- 8.96 WC’s will utilise intermittent extract ventilation with low fan powers to minimise energy use and will be controlled via PIR sensors. Window blinds will be provided to most windows to further improve the comfort for the occupants.

*PV Provision*

- 8.97 The proposal includes the provision of PV which will ensure that the 20% CO2 reduction is achieved. Details of the PV will be secured by condition. There may be scope (in terms of available roof space) to increase this further if necessary

**(F) DOES THE APPLICATION PROPOSAL ACCORD WITH POLICIES ON ECOLOGY?**

- 8.98 The NPPF requires the decision-making process to contribute to and enhance the natural and local environment, by recognising its character, minimising the impacts of development and by requiring remediation and mitigation where appropriate. It states that planning permission should be refused where significant harm to biodiversity cannot be avoided, adequately mitigated or, as a last resort, compensated for.

**Development Control Committee B – 13 June 2023****Application No. 22/02345/F : Inns Court Open Space Hartcliffe Way Bristol BS4 1XD**

- 8.99 Policy BCS9 states that individual green assets should be retained wherever possible, and that development should incorporate new or enhanced green infrastructure of an appropriate type, standard and size.
- 8.100 Policy DM15 highlights the importance of sustaining and enhancing the natural environment and encourages developments to contribute towards the Green Infrastructure Network. The policy sets out the health benefits of green infrastructure provision and includes the provision of additional and/or improved management of existing trees to assist in mitigating run-off and flood risk, providing shade and shelter to address urban cooling, and creating a strong framework of street trees to enclose or mitigate the visual impact of a development.
- 8.101 Policy DM19: Development and Nature Conservation states 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:
- Be informed by an appropriate survey and assessment of impacts; and
  - Be designed and sited, in so far as practicably and viably possible, to avoid any harm to identified habitats, species and features of importance
  - Take opportunities to connect any identified on-site habitats, species or features to nearby corridors in the Wildlife Network.'
- 8.102 Further to this, Policy DM19 specifies that protected species are subject to separate legislation which determines appropriate development and approaches to mitigation. Protected Species legislation will need to be met before planning permission can be granted.

*Bats*

- 8.103 The EcIA Impact Assessment (EcIA) makes recommendations with regards to European protected species (bats).
- 8.104 The EcIA recommends that aerial inspections are conducted of trees BT1, BT3 and BT4 (assessed to have moderate suitability for roosting bats and all proposed to be removed) to assess the potential bat roost features from a close distance through use of an endoscope and to affirm their bat roost suitability.
- 8.105 If any trees to be impacted are assessed as having moderate or greater bat roost suitability following the aerial assessment, nocturnal roost surveys of the trees will be required to inform the planning application and any subsequent EPS licence application, if required.
- 8.106 The survey window for nocturnal roost surveys is from May to September inclusive, with at least one survey required between May and August". This additional work needs to be completed and the results included in an updated EcIA.
- 8.107 Accordingly, in negotiation with the Applicant, a relevant condition to ensure that all bat roosts are inspected and sufficient mitigation is put in place is recommended.

*Landscaping and replacement tree planting*

**Development Control Committee B – 13 June 2023****Application No. 22/02345/F : Inns Court Open Space Hartcliffe Way Bristol BS4 1XD**

8.108 New planting is proposed and detailed on the Detailed Planting Plans (TEP: D9245.004 and D9245.005). It comprises 60 new trees at either Standard or (Heavy or Extra Heavy); approximately 0.15ha of new woodland mix planting; and approximately 130m of new native hedgerow.

8.109 In support of the application, a landscaping plan has been submitted.

*Biodiversity Net Gain (BNG)*

8.110 The application proposal will secure a biodiversity net gain consistent with the requirements of the Environment Act 2021 and the NPPF.

8.111 The BNG Assessment indicates a net gain of 33.53% for areabased habitats, and a net gain of 100% for linear habitats/hedgerows.

8.112 A detailed management and monitoring plan will need to be produced and implemented in order to achieve the proposed post-development habitats. The detailed management and monitoring plan will need to cover a period of at least 30 years post development and will include specific management prescriptions which aim to achieve the specific target condition for each habitat, based on the Biodiversity Metric 3.0 condition criteria. The plan will need to include the methods and reporting processes to be used for monitoring the success of habitat enhancement and creation along with options for remedial intervention where needed if a habitat is not achieving its targeted condition. Roles and responsibilities, along with financial and legal requirements will also be included

8.113 This detailed management plan and monitoring plan will be secured by condition.

**9.0 PLANNING CONDITIONS**

9.1 In the event that Members are minded to approve this application, delegated authority is sought for Officers to finalise the wording of conditions in collaboration with the Applicants.

9.2 It is anticipated that conditions will include the following matters:

- Surface Water Drainage
- Air Source Heat Pump provision
- Inspection of Bat roosts
- Building Materials
- Noise Insulation Measures
- Highway Works
- Construction Management Plan
- Employment and Skills Plan
- Hours of operation
- Landscaping Plan
- Archaeology Watching Brief
- Details of the 60 replacement trees to be planted on the site
- Details of External Lighting
- Details of Entrance Barrier
- Implementation / Installation of Refuse Storage and Recycling Facilities
- Completion and maintenance of vehicular, cyclist and pedestrian access before



**Development Control Committee B – 13 June 2023**

**Application No. 22/02345/F : Inns Court Open Space Hartcliffe Way Bristol BS4 1XD**

occupation

10.0 CONCLUSION

- 10.1 This is an exciting project to secure a valuable community asset for the benefit of residents of Knowle and the city as a whole. It will provide a facility that will create a valuable resource for young people in the area.
- 10.2 It is concluded that the proposal is not in accordance with the development plan policies related to the allocation of the site for housing but that, on balance, the provision of this valuable community facility is a sufficient material consideration to indicate that a decision otherwise than in accordance with the development plan can be made.

**RECOMMENDATION GRANT with delegated authority to secure the final wording of conditions.**

## **Supporting Documents**

Inns Court Open Space Hartcliffe Way

1. Proposed Site Plan
2. Proposed Elevations
3. Proposed First Floor Plan
4. Proposed Ground Floor Plan
5. Proposed Turned Head at Junction Alterations

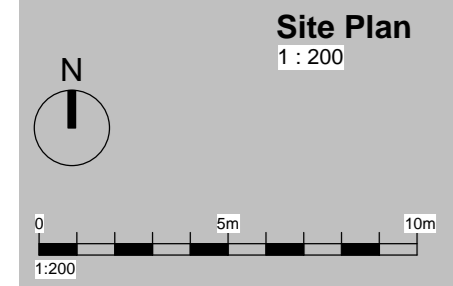
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**Legend**

- Materials Key**
- Tarmac, black, to Engineers highways specification
  - Tarmac, black, to Engineers footpath specification
  - Marshalls Saxon buff paving 600x300mm
  - n/a
  - New planting (tree / hedge)
  - Existing Trees
  - Proposed Native woodland planting
  - 3G MUGA artificial Sports Pitch
  - Glass reinforced plastic (GRP) decking
  - Attenuation Tank or Soakaway to suit ground conditions.
  - Trees Removed
  - Concrete Stair
  - Tree Root Protection Zone (existing prior to works)
- Services**
- Existing foul water drain 225mm dia. approx 3m CL (to be diverted)
  - Surface water drain 525mm dia. approx 2m CL
  - 18 inch gas main
- Boundaries**
- Full Planning boundary 1172m<sup>2</sup> 11724.2216-9036m<sup>2</sup> / 0.9568 Ha
  - 3m Secure line of fence- see Boundary Plan
  - Area of road work by others Area 2216m<sup>2</sup> / 0.2216 Ha
- Retaining Walls**
- Retaining wall

Works to improve crossing by others



**REVISIONS**

NO	DESCRIPTION	DATE	BY	CHECKED
Q	Road line update	21.04.22	LM	OS
P	Service updated, banking update	19.04.22	LM	OS
O	Bin store relocated	04.04.22	LM	OS
N	Service road revised	18.03.22	LM	OS
M	Road and landscape update	14.03.22	LM	OS
L	Attenuation tank update	03.03.22	LM	OS
K	Updated to comments	28.02.22	LM	OS
J	Updated to comments	07.02.22	LM	OS
I	Building increased 15m right	15.12.21	LM	OS
H	Building increased 15m right	21.11.21	LM	OS
G	Updated following BREEM review meeting	28/09/21	LM	OS
F	Revised drainage proposals	27/09/21	LM	OS
E	Revision 1	04/09/21	LM	OS

CLIENT: OnSite  
 PROJECT: BRISTOL YOUTH ZONE  
 TITLE: Site Plan  
 NUMBER: 20617\_P255  
 REVISION: Q  
 STATUS: Planning  
 SCALE: As indicated @ A0  
 DATE: 15/07/21  
 DRAWN BY: SK  
 CHECKED BY: SG

**seven.**  
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 1: 0203 036 0691

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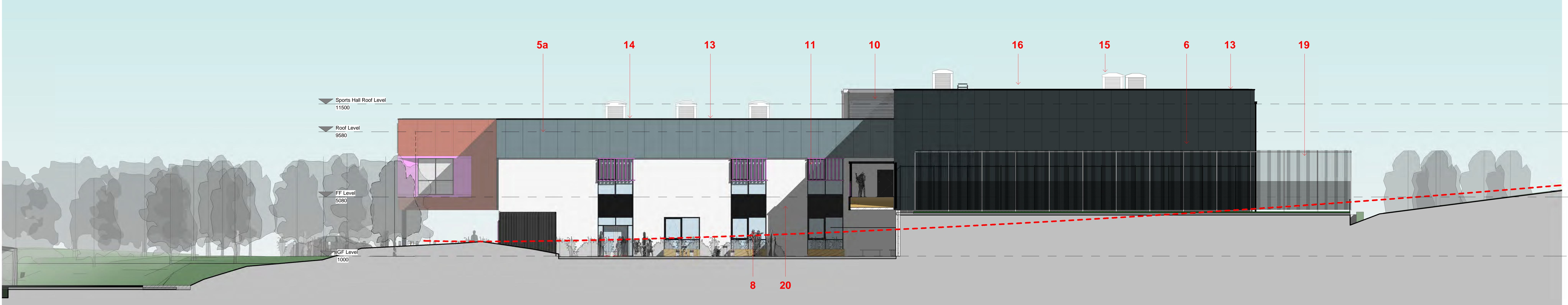
**Elevation Legend**

**Materials Key**

1. Rainscreen cladding panel Colour ref: Orange
2. Rainscreen cladding panel Colour ref: Russet Red
3. Rainscreen cladding panel Colour ref: Yellow Ochre
4. Rainscreen cladding panel Colour ref: Goosewing Grey
5. Rainscreen cladding panel Colour ref: Black
- 5a. Rainscreen cladding panel Colour ref: Anthracite Grey
6. Kingspan KS1000PL (plank), Anthracite Grey
7. Rainscreen Metal feature panel- splayed Colour ref: Telemagenta
8. Aluminium doors and windows (and spandrels), Bronze RAL 8080
9. Blockleys Windermere Grey Brick with grey recessed mortar
10. Metal plant screen louvres Colour ref: Anthracite Grey
11. Metal Brise soleil Colour ref:
12. Light grey single ply covering to roof stair
13. Metal coping Colour ref: Anthracite Grey
14. Polycarbonate Roofdome Colour ref: White
15. Windcatchers Colour ref: White
16. Solar PV panels on Sports Hall Roof
17. Glazed Bridge Link to MUGA Pitch with mesh and lid
18. Black upvc rainwater pipe and hopper
19. MUGA pitch with 4m high green rebound fencing with mesh lid
20. White rendered blockwork to allow for future mural



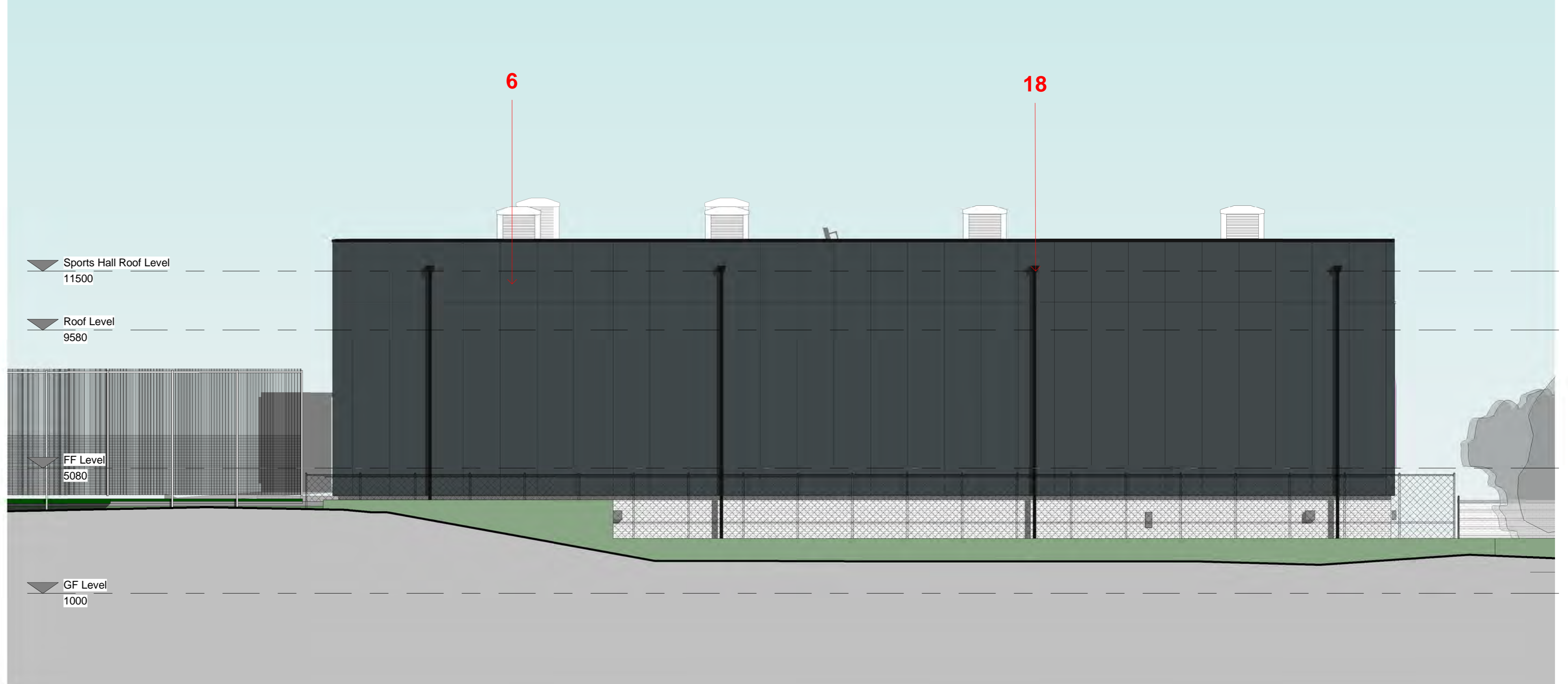
North Elevation  
1:100



South Elevation  
1:100

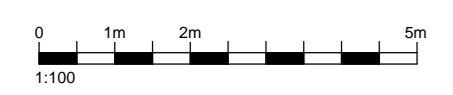


West Elevation  
1:100



East Elevation  
1:100

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REVISIONS	DATE	DRAWN BY	CHECKED BY
R	22.04.22	LM	OS
K	28.02.22	LM	OS
J	07.02.22	LM	OS
I	03.02.22	LM	OS
G	27.01.22	LM	OS
F	15.12.21	LM	OS
E	07.11.21	LM	OS
C	27.08.21	LM	OS
B	27.08.21	LM	OS

CLIENT	OnSite
PROJECT	BRISTOL YOUTH ZONE
TITLE	PROPOSED ELEVATIONS
NUMBER	20617_P250

REVISION	DATE	DRAWN BY	CHECKED BY
R	11/08/21	LM	OS

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 t: 0113 279 907  
 Gable & Co. Fenwick,  
 CAERNAIFON, LLEIS 102  
 t: 01296 665 293  
 t: 0203 036 0691

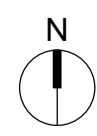
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FF Level  
1:100

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REVISIONS	DATE; DRAWN; CHECK
R	Issued for Planning 22.04.22
K	Updated to comments 28.02.22
J	Updated to comments 07.02.22
I	Brickwork changed to cladding 03.02.22
H	Updated internal view 02.02.22
G	Mural added to south-west corner 27.01.22
F	Building raised 0.5m 15.12.21
E	Building relocated 15m right 7.11.21

CLIENT	OnSide
PROJECT	BRISTOL YOUTH ZONE
PROJECT NO.	20617
TITLE	First Floor Plan
DWG NUMBER	-P252
REVISION	R
STATUS	Planning
SCALE	1 : 100 @ A1
DATE	09/13/21
DRAWN BY	SK
CHECKED BY	SG

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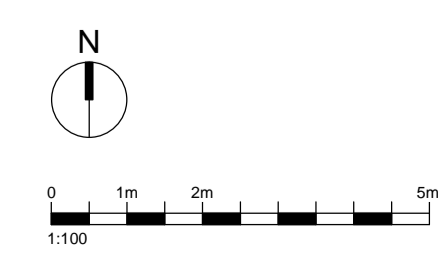
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Unit 1.3 Wauk Mill 51 Bengal St MANCHESTER M4 6LN t: 0161 236 5655	Clarendon House Victoria Avenue HARROGATE HG1 1D7 t: 01423 709 807	Y Neudd Lwyd Dolwyddelan CONWY LL25 0BJ t: 07772819425	24 Greville Street Clerkenwell LONDON EC1Y 8SS t: 0203 036 0691
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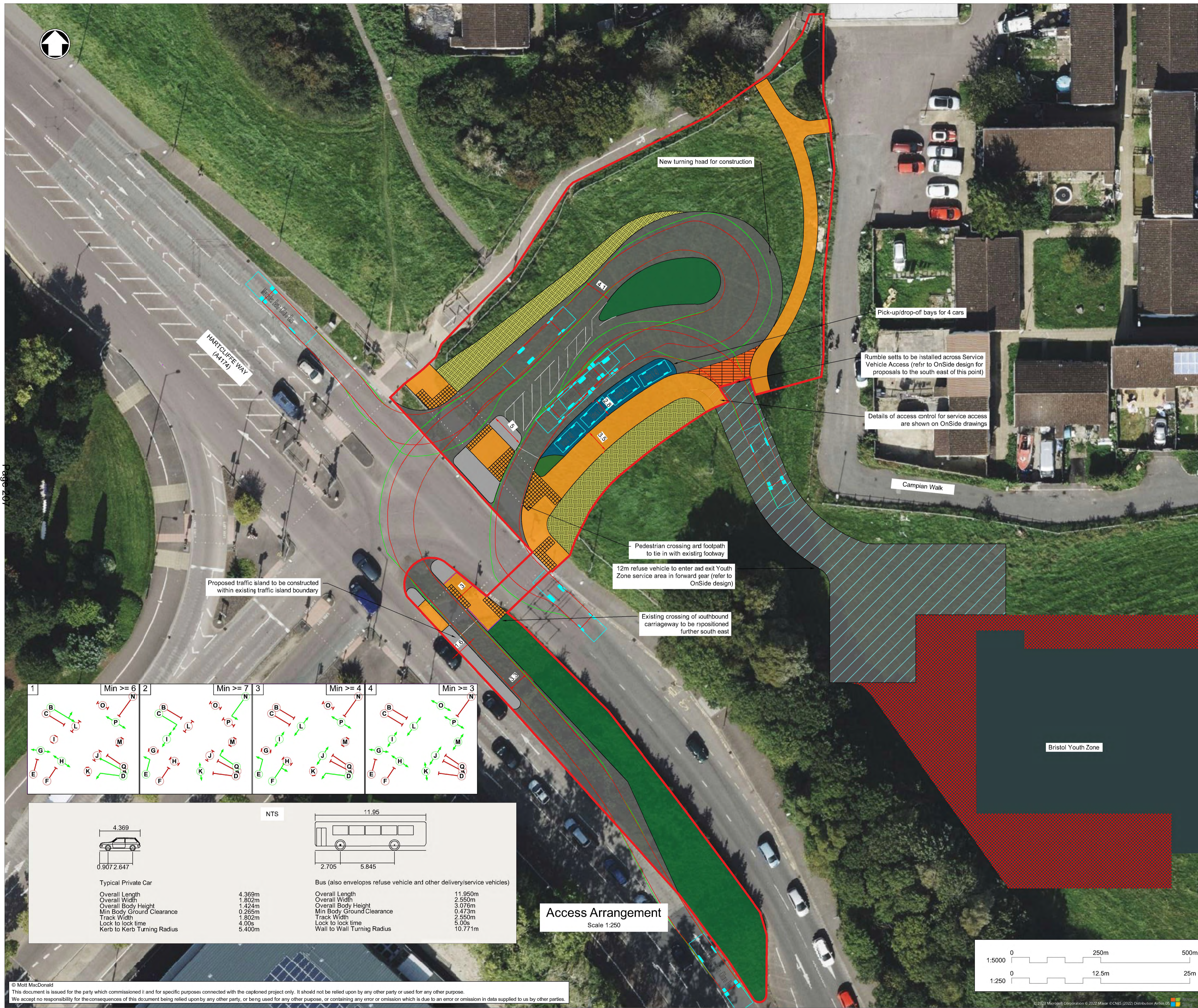
GF Level  
1:100

REVISIONS	DATE; DRAWN; CHECK
R	Issued for Planning 22.04.22
K	Updated to comments 28.02.22
J	Updated to comments 07.02.22
F	Building raised 0.5m 15.12.21
E	Building relocated 15m right 7.11.21
D	Updated to comments 2.11.21
C	Updated following BREEM review meeting 08/09/21 LM OS
B	Amended window proportions 27/08/21 LM OS

CLIENT	OnSide
PROJECT	BRISTOL YOUTH ZONE
PROJECT NO.	20617
TITLE	Ground Floor Plan
DWG NUMBER	-P253
REVISION	R
STATUS	Planning
SCALE	1:100 @ A1
DATE	09/13/21
DRAWN BY	SK
CHECKED BY	SG

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- Notes
1. This drawing is for outline design purposes only and should not be used for construction. Design may be subject to further change.
  2. All dimensions are in metres unless otherwise stated.
  3. Do not scale any items of information from this drawing.
  4. Drawing scaled at paper size A1.
  5. The existing junction will be expanded into a 4-way controlled junction. Traffic signals design and detailed layout to be developed during subsequent project stages.
  6. Vehicle tracking has been carried out using swept path analysis of vehicles representative of those expected to use the access arrangement shown.
  7. Signs and Traffic Signals to be developed in accordance with the Traffic Signs Regulations and General Directions 2016.
  8. Lighting and drainage designs to be developed during subsequent design stages.

Key to symbols

	Bitumen-based full depth carriageway construction
	Soft landscaping
	Shared use path
	Proposed earthworks (indicative extents)
	Youth zone main building
	Shared Youth Zone access (refer to OnSide design)
	External Youth Zone area (refer to OnSide design)
	Pedestrian guardrails
	Drop-off zone
	Rumble sets
	Traffic island
	Area of works to be designed and delivered by MottMcD and BCC



P02	13/03/23	OB	For planning: updated following Highways review	CK	AG
P01	14/03/22	TB	Outline design for planning	CK	JW
Rev	Date	Drawn	Description	Ch'kd	App'd

**MOTT MACDONALD**

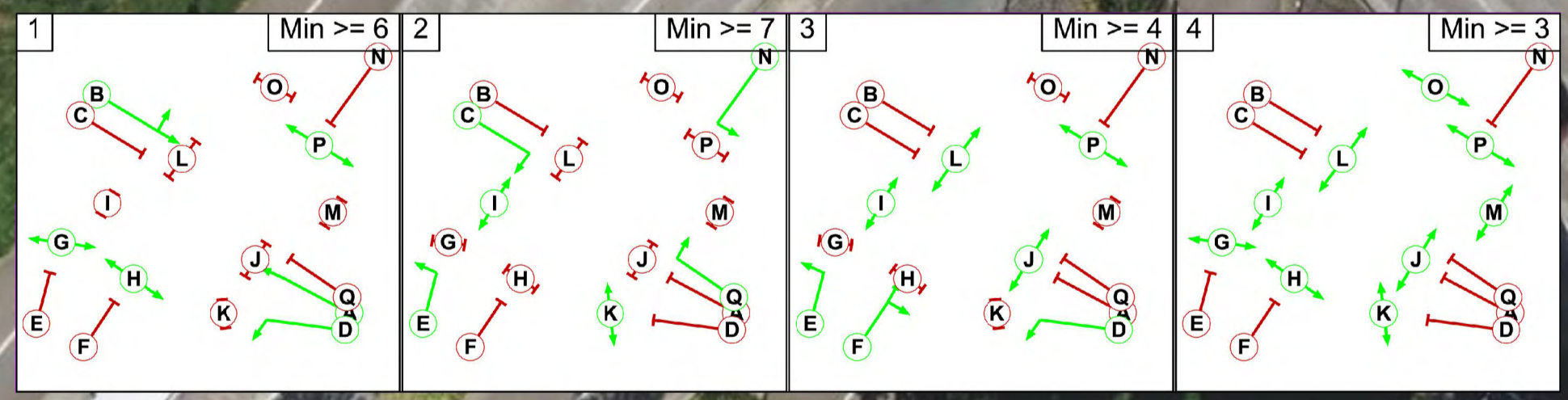
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Client  
**Bristol City Council**  
Council House  
College Green  
Bristol  
BS1 5TR

Title  
**South Bristol Youth Zone  
Access Arrangements  
Proposed turning head and junction  
alterations  
General arrangement**

Designed	J Woodrow	JW	Eng check	C Kennedy	CK
Drawn	T Burden	TB	Coordination	C Kennedy	CK
Dwg check	C Kennedy	CK	Approved	J Weeks	JW
Scale at A1	Status	Rev	Security		
As Shown	PRE	P02	STD		
Drawing Number	104935-MMD-XX-00-DR-C-0001				



NTS

	4.369m		11.950m
Overall Length	4.369m	Overall Length	11.950m
Overall Width	1.802m	Overall Width	2.550m
Overall Body Height	1.424m	Overall Body Height	3.076m
Min Body Ground Clearance	0.265m	Min Body Ground Clearance	0.473m
Track Width	1.802m	Track Width	2.550m
Lock to lock time	4.00s	Lock to lock time	5.00s
Kerb to Kerb Turning Radius	5.400m	Wall to Wall Turning Radius	10.771m

Typical Private Car

Bus (also envelops refuse vehicle and other delivery/service vehicles)

**Access Arrangement**  
Scale 1:250

